

Islamic Republic of Afghanistan

FY 2015 Ex-Post Evaluation of Technical Cooperation Project  
“Inter-Communal Rural Development Project”

External Evaluator: Keiko Watanabe, Mitsubishi UFJ Research & Consulting Co., Ltd.

## 0. Summary

The project was implemented aiming to establish a model for community-led rural development (IRDP<sup>1</sup> model) that would bring high regional effects in the provinces of Balkh, Bamyan and Kandahar of Afghanistan. This community-led development was implemented through clustering multiple Community Development Councils (hereinafter referred to as “CDCs”) which were formed by one of the national priority programmes, National Solidarity Programme (hereinafter referred to as “NSP<sup>2</sup>”).

The support for reconstruction assistance after the civil war and for rural areas with large regional disparity was a priority issue in the country’s policy at the time of planning. There was also a need for a development model to respond cross community issues which were not addressed by the conventional NSP. Thus, the project objective was consistent with the development policy and development needs of Afghanistan. Besides, the assistance policy of Japan to Afghanistan stipulated the post-conflict support for reconstruction and rehabilitation as the priority issue. The project objective was in line with the Ogata Initiative<sup>3</sup> supporting regional comprehensive development in Afghanistan. The timing of the project was also appropriate from the viewpoint of peace-building showing peace dividends with tangible outputs as promptly as possible, and in terms of reliable implementation of pledges made by Japan after the International Conference on Reconstruction Assistance to Afghanistan in February 2003. Therefore the relevance of the project is high.

The project purpose, “establishment of a regional development model” was achieved at the time of the completion of the project. The basic concept of the model developed by the project has been incorporated into NSP, which is being continuously implemented even after the project was completed. Thus, the effectiveness of the project

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<sup>1</sup> IRDP is the abbreviation of this project title, “Inter-Communal Rural Development Project”.

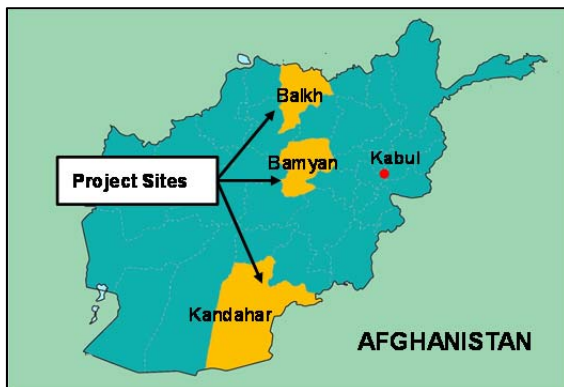
<sup>2</sup> According to the World Bank, about 35,000 CDC has been formed in the entire 34 provinces and more than 82,000 sub-projects have been implemented over Phase 1 to Phase 3 of NSP, which was started in 2003. The sub-project provided over 20 million Afghans with access to improved water supply and sanitation, rural roads, irrigation, power supply, health, and education services.  
(<http://documents.worldbank.org/curated/pt/257391477792873512/pdf/PAD-Citizens-Charter-Afghanistan-P160567-Oct-7-Board-version-10072016.pdf>, P.12, October 6, 2016), Accessed on 19 November 2016

<sup>3</sup> The initiative was launched by the government of Japan to support regional comprehensive development towards reconstruction of Afghanistan in 2002. The initiative is designed to grope the desirable modality of comprehensive development for the reconstruction, and to achieve seamless transition from humanitarian assistance to recovery and reconstruction assistance as promptly as possible.  
(<http://www.mofa.go.jp/mofaj/area/afghanistan/ini.html>, Accessed on 4 January 2017)

model was confirmed. The dissemination of the model to other districts and provinces, which is the overall goal of the project, was also achieved. As stated above, the rural development which utilizes the concept of the project model has been implemented as a part of NSP and by the Facilitating Partners (hereinafter referred to as “FPs<sup>4</sup>”), acting as intermediaries, in other districts and provinces at the time of the ex-post evaluation. The Afghan government plans to continue implementing community-led rural development utilizing clustering CDC as the national priority programme. There were also other impacts on strengthening cooperation among communities, enhancement of relations with local governments, and fostering human resources for national development in Afghanistan. Therefore, effectiveness and impact of the project are high. Both the project cost and project period exceeded the plan. Thus, efficiency of the project is fair. Sustainability of the project is regarded as high. It has been confirmed that the Afghan government is determined to continue the community-led rural development through clustering of CDCs with the support of donors. No major problems have been observed in the policy, institutional, technical and financial aspects.

In light of the above, this project is evaluated to be highly satisfactory.

## 1. Project Description



Project Location



Extension of Power Supply Lines  
(Karz CCDC, Kandahar)

### 1.1 Background

In Islamic Republic of 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 and farming, and it resulted in aggravation of rural poverty. Moreover, at that time many refugees and internally

<sup>4</sup> International organizations and Non-Government Organizations (NGOs) became an intermediary to implement rural sub-projects as Facilitating Partners.

displaced persons have been continuing to return to their communities. Therefore, it was urgent to improve living condition and revitalize economic activities in the communities, where they intend to return to, for promoting reintegration of them.

Under these circumstances, the Ministry of Rural Rehabilitation and Development (hereinafter referred to as “MRRD”) has been implementing the nationwide NSP with assistance of the World Bank since 2003. The NSP has been promoted rural development through implementing necessary rural projects such as village infrastructure facilities by assisting CDCs which are formed by NSP in the village. NSP also aims at making CDC an effective organization for local administration and socio-economic development.

The Government of Afghanistan has planned to promote community-led rural development that can cover wider geographical areas. Accordingly, she requested a technical cooperation project to the Japanese government to conduct sub-projects by clustering CDCs (hereinafter referred to as “CCDC”) in the three provinces, Bamyan, Balkh and Kandahar and to develop a model through implementing sub-projects by CCDCs.

Following the request, the Japan International Cooperation Agency (hereinafter referred to as “JICA”) commenced the three-year project from December 2005. The project period was extended twice and finally completed in October 2010 due to delay of some sub-projects that were caused by unstable social situations, natural disasters and others.

## 1.2 Project Outline

Overall Goal		Community-led development model and concept at inter-communal/Cluster CDC level (IRDP model and Concept) will be disseminated to other districts and provinces by MRRD and NSP.
Project Purpose		Community-led development model at inter-communal/Cluster CDC level (IRDP model) is established.
Output(s)	Output 1	The method of organizing Cluster CDCs is clarified.
	Output 2	The capacity of Cluster CDCs for community-led development planning and implementation is improved through planning and implementing the sub-projects.
	Output 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.
Total cost (Japanese Side)		1,026 million yen
Period of Cooperation		December 2005 – October 2010 (Extension period: March 2009 – October 2010)

Implementing Agency	Ministry of Rural Rehabilitation and Development (MRRD)
Other Relevant Agencies / Organizations	<ul style="list-style-type: none"> <li>• Provincial Rural Rehabilitation and Development (PRRD) in the target three provinces(Provincial offices of MRRD)</li> <li>• Cluster Community Development Council (CCDC) members of the target CCDCs</li> <li>• Facilitating Partners (FPs) (Non-profit organizations that mediate implementation of Sub-Project by CCDCs)</li> </ul>
Supporting Agency/Organization in Japan	Katahira & Engineers International
Related Projects	<p>&lt;Technical Cooperation Project&gt;</p> <ul style="list-style-type: none"> <li>• JICA Support Programme for Reintegration and Community Development in Kandahar (June 2004 – June 2009)</li> </ul> <p>&lt;International Organization, Other Donors&gt;</p> <ul style="list-style-type: none"> <li>• World Bank: Support to NSP</li> <li>• UNDP: Support to National Area-Based Development Programme (NABDP)</li> </ul>

### 1.3 Outline of the Terminal Evaluation

#### 1.3.1 Achievement Status of Project Purpose at the Time of the Terminal Evaluation

At the time of the terminal evaluation, it was judged that the project purpose was achieved while raising the following two reasons; 1) IRDP Guideline showing the basic concept of IRDP model and concrete implementation approaches, Practitioners' Handbook, and Training modules, which were developed throughout the implementation of sub-projects have been all completed, and 2) the accuracy rates of the comprehension test of training participants on IRDP model were 72.5% on average which was judged as an acceptable level since the test included questions that would not be answerable by simply reading the guideline.

#### 1.3.2 Achievement Status of Overall Goal at the Time of the Terminal Evaluation

At the time of the terminal evaluation, there were two overall goals, namely, 1) "Livelihood of the residents is improved in the target areas", and 2) "Community-led development model at inter-communal/Cluster CDC level (IRDP model) is utilized". The two indicators for the above 1), which are "The number of vulnerable households decreases by 2012 in the target areas" and "More than half of the residents are satisfied with the social services and access to economic and social infrastructure" were not able to be evaluated at the time of the terminal evaluation since it was difficult to grasp such information on the level of achievement when economic and social indicators were not in place. In this regard, overall goal was modified as stated in the above "Project Outline" by the terminal evaluation.

At the time of the terminal evaluation, the community-led development utilizing CCDCs was planned to be implemented by NSP Phase 2 (NSP 2) in the three provinces of Balkh, Bamyan and Nangarhar with the special fund from the Japan Social Development Fund<sup>5</sup> (hereinafter referred to as “JSDF”) as a resource. Upon implementation of the NSP 2, the guideline was developed referring to IRDP experiences after the consultation with IRDP project experts. Accordingly, it was evaluated that the overall goal which aimed to disseminate the basic concept of IRDP to other districts and provinces would be achieved through implementation of NSP2.

### 1.3.3 Recommendations at the Time of the Terminal Evaluation (including other impacts.)

#### (1) Further understanding and utilization of the IRDP Model by MRRD

In order to promote utilization of the IRDP model by MRRD (in reality, utilization was made in the donor programme and at the PRRD level), the following actions were recommended; ① creation of case studies or evaluation reports of sub-projects, ② further training session on the IRDP model for MRRD and PRRD counterparts, and ③ distribution of the IRDP Guideline, training module of the IRDP model and Practitioners’ handbook.

(2) Confirmation of the implementation of NSP 2 clustering project and more involvement of MRRD in NSP 2 clustering project

#### (3) Contribution to NSP 3

Continuous promotion should be made with the Japanese advisor dispatched to MRRD in order that the clustering component should be incorporated into NSP 3 by providing information to NSP and the World Bank in coordination with MRRD.

#### (4) Providing the IRDP model to other aid organizations, NGOs and FPs

IRDP Guideline, training modules and Practitioners’ handbook should be provided to the organizations which have interest in the planning and implementation of CCDC projects.

#### (5) Completion of Sub-Projects

At the time of the terminal evaluation, 10 sub-projects remained uncompleted. Sub-projects have to be completed within the project period.

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<sup>5</sup> Japan Social Development Fund (JSDF) is one of the Japanese trust funds established in the World Bank. It was created in June 2000 aiming to upgrade the lives of the poor and vulnerable people through improving the access to social services by assisting community-led development and programmes to alleviate poverty. As the donor, the Japanese government makes a final decision on the project approval. After approval of the project, the government is making efforts to cooperate with other Japanese ODA projects. (Ministry of Foreign Affairs of Japan, [http://www.mofa.go.jp/mofaj/gaiko/oda/shimin/oda\\_ngo/taiwa/pdfs/ngo\\_rs22\\_0101.pdf](http://www.mofa.go.jp/mofaj/gaiko/oda/shimin/oda_ngo/taiwa/pdfs/ngo_rs22_0101.pdf)) (Accessed on 21 December 2016)

#### 1.3.4 About the “IRDP Model”

The project was implemented to aim at promoting community-led rural development by clustering three to six CDCs which are formulated by NSP. Such development can respond to the development needs of wider geographical areas that cannot be handled by individual village alone. Moreover, the project exhibited a development model that can be implemented at the sub-district level to bridge the isolated relation between the district and the village community. IRDP model includes such concept, methodologies of formulation of CCDC (such as selection of CDCs to be grouped); development of community development plan; selection, implementation, monitoring and evaluation of sub-projects.

## **2. Outline of the Evaluation Study**

### 2.1 External Evaluator

Keiko Watanabe, Mitsubishi UFJ Research & Consulting Co., Ltd.

### 2.2 Duration of Evaluation Study

Ex-post evaluation study was conducted as follows;

Duration of the Study: September 2015 - February 2017

Duration of the Field Survey: 20 May - 3 July 2016 (Conducted by the local consultants)

### 2.3 Constraints during the Evaluation Study

Due to the security issue, the actual field survey including observation of the sites and conducting beneficiary survey could not be implemented by the external evaluator. In conducting evaluation, the external evaluator remotely coordinated with the local consultant based in Afghanistan and collected information through questionnaires and interviews to the implementing agency and relevant stakeholders done by the local consultant. Thus, the external evaluator could not directly confirm the outputs of the project at the site. Accordingly, there are limitations on the amount and quality of data and information compared to the standard ex-post evaluation where the external evaluator would conduct a field visit.

Furthermore, since the project had commenced 11 years ago and 6 years have passed since its completion, there were only limited persons left who have been involved in the project so that the information which was collected and confirmed were at the minimum necessary level. Regarding the beneficiary survey on the 29 sub-projects, it took also time to identify the sub-projects themselves since time has passed and original CCDC members and villagers concerned could not be found in some villages after

reorganization of villages. In addition, it was not possible to specify details such as background and reasons for sub-projects that are not functioning. Therefore, it was challenging to confirm much of the information on comparison of before and after. Other than that, due to difficulties to interview women, the beneficiary survey was answered only by men. Therefore, the impact on women could not be analyzed in depth.

### **3. Results of the Evaluation (Overall Rating: A<sup>6</sup>)**

#### 3.1 Relevance (Rating: ③<sup>7</sup>)

##### 3.1.1 Relevance to the Development Plan of Afghanistan

At the time of planning, Interim-Afghanistan National Development Strategy (I-ANDS) was the national development plan of Afghanistan. In its strategy to achieve Sector 6, “Agriculture and Rural Development” under one of the three pillars, “Economic and Social Development”, regional development based on participatory decision making by the community was raised. Thus, the project objective is in line with this policy. In addition, the poverty alleviation and improvement of livelihood in the rural areas with large regional disparity were raised as one of priority issues. As a strategy for this, the Afghan government positioned NSP as one of the national priority programmes and implemented it with assistance from the international organizations and donors. This project was based on the community development approach implemented by NSP. Therefore, the project is consistent with the Afghan government policy.

At the time of the project completion, as in the I-ANDS, Afghanistan National Development Strategy (ANDS) (2008-2013) stipulated strengthening of local administration, agriculture and rural infrastructure development and revitalization of economy as priority issues under “Agriculture and Rural Development” sector. In particular, in order to strengthen local administration, the use of CDCs was encouraged as the primary vehicle for community development programme and activities. NSP has been continued to be implemented and remained as the national priority programme at the time of project completion. Therefore, the project is well consistent with the Afghan development plan both at the time of planning and project completion.

##### 3.1.2 Relevance to the Development Needs of Afghanistan

While in NSP small scale projects have been carried out by the CDC which was established on a village basis, the issue was raised that a single CDC approach could not be expected to increase impact to the regional development which involved neighboring areas. It was necessary to implement a project to respond the needs across the

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<sup>6</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

<sup>7</sup> ③: High, ②: Fair, ①: Low

communities and to bring benefit regionally.

The management capacity for rural development of MRRD, the implementing agency, had not been developed due to the prolonged civil war. Provincial Rural and Rehabilitation Development (PRRD) which is the outpost of MRRD at the provincial level had also lacked actual experience of managing community development. There was high necessity to improve those relevant organizations as well as FPs<sup>8</sup> which support the implementation of NSP.

In the target areas, there were many vulnerable families such as the poor. In addition, many of the areas suffered from difficulty in access to hospital and education facilities. Improvement of economic and social infrastructure and measures for livelihood were urgent. Moreover, it was also very important to make support with tangible outputs as soon as possible in order to realize the peace dividends in the areas where the economic and social infrastructure was destroyed by the civil war and areas where the basic infrastructure was not well developed.

At the time of the project completion, the needs for rural community development were high in Afghanistan. Furthermore, it was assumed that the development needs of wider geographical areas remained as high due to the fact that the development by clustering approach had been planned by NSP after the completion of the project.

In this connection, the project was in line with the development needs of Afghanistan both at the time of planning and completion of the project.

### 3.1.3 Relevance to Japan's ODA Policy

Japan's ODA Charter (2003) stipulates "peace-building" as one of the priority issues. In Japanese assistance for Afghanistan, "peace process", "domestic security" and "expansion of assistance for reconstruction and development" are set up as three pillars for implementing consolidation of peace. In particular, in the pillar of expansion of assistance for reconstruction and development, areas related to this project are included such as road construction, agriculture and rural development, assistance in health and education sectors.

At the International Conference on Reconstruction Assistance to Afghanistan held in February 2003 in Tokyo, Japan pledged up to US\$ 500 million for assistance in reconstruction and recovery which would be delivered over the next two years and six months. Accordingly, the project became one of the evidences to show reliable fulfillment

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<sup>8</sup> NSP is managed by MRRD, however, at the field level, NGOs and UN-HABITAT played intermediate roles as FPs to implement community development between NSP and community and promoted the implementation of NSP since PRRD, local agency of MRRD, had shortage of capacity to implement community development and number of staff. Since this project was based on NSP, there were needs of further utilization and capacity development of FPs.



of Japan's pledge. Thus, the timing to start the project was judged as appropriate.

Furthermore, Japan advocates regional comprehensive development assistance (Ogata Initiative) focusing on regional recovery and promotion of self-reliance of the community. The surrounding areas of Kandahar (Kandahar Province), Mazar-i-Sharif (Balkh Province), and Jalalabad (Nangarhar Province) were identified as priority areas. Therefore, the project objective was also consistent with the direction of the Ogata Initiative.

Thus, the project purpose was in line with the Japan's assistance policy.

#### 3.1.4 Relevance to Appropriateness of Project Planning and Approach

At the time of the mid-term review (September 2007), two out of three indicators of the project purpose "promotion of community-led development at inter-communal level in the target areas" had been already achieved and the other indicator had almost been achieved. Accordingly, the project modified the project design matrix (hereinafter referred to as "PDM") from Ver. 1 to Ver. 2 raising the level of the project purpose upward. To be more precise, the two indicators which had been achieved were, "19 CCDCs are established by the end of 2006", and "19 community development plans are developed by the end of March 2007". For the third indicator which aims that 19 CCDCs are able to implement sub-projects by February 2009, already 12 CCDCs had implemented sub-projects. Therefore, it was evaluated that the project purpose at that time had been achieved to a certain level. As a result, the project purpose was modified upward from "promotion of community-led development at inter-communal level in the target areas" to "establishment of a model". In other words, the project aimed not only promoting community-led rural development by sub-projects but also modeling the concepts and methods of community-led rural development. In addition to the above, PDM was modified as PDM ver. 3 at the time of the terminal evaluation (June 2009) by changing the overall goal as stated above to be able to measure the level of achievement<sup>9</sup>. The modifications of PDM took the appropriate process such as obtaining agreement at the Joint Coordination Committee.

Initially, the counterpart of the project was designated to NSP office in MRRD. However, after Community-Led Development Department (CLDD) was established to take in charge of community development in MRRD in June 2006, it was agreed at the 2006 Joint Coordination Committee that the counterpart will be CLDD. The change of the counterpart to the department which will be in charge of community development on a continuous basis and has permanent staff of MRRD was appropriate judging from the viewpoint of sustainability since most of the staff members of NSP office was on

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<sup>9</sup> The ex-post evaluation was conducted basically based on the final PDM Ver. 3.

contracted basis.

In regard to the selection of target areas from the three provinces, the districts were selected finally in consideration of security issue and accessibility among those which had already experienced implementation of NSP. In the formation of CCDCs, CDCs were identified for grouping in light of degree of natural resource endowments and assets, common development needs, geographical proximity, and social integrity after conducting social economic survey by the project. In addition, the project fully paid social consideration on selecting sub-projects to be implemented. Considering the gender issues, the project formed both female CCDCs (only women are members) and male CCDCs in 13 CCDCs in two provinces except Kandahar province<sup>10</sup>. The sub-projects were selected after hearing opinions from both female and male CCDCs separately and consolidating their opinions of the CCDC as a whole.

In this regard, it is concluded that the project planning and approach were appropriate.

This project was highly relevant to the country's development plan and development needs, as well as Japan's ODA policy. The project planning and approach were also evaluated as appropriate. Therefore, its relevance is high.

### 3.2 Effectiveness and Impact<sup>11</sup> (Rating:③)

#### 3.2.1 Effectiveness

##### 3.2.1.1 Project Output

The project aimed to develop a community-led CCDC rural development model (IRDP model) by clarifying the methodologies of CCDC formation (Output 1), upgrading planning and implementation capacity of CCDC community-led rural development through implementation of sub-projects (Output 2), and extracting experiences and lessons learned through conducting monitoring and evaluation (Output 3). These three outputs have been achieved by the time of the project completion. Table 1 shows the level of achievement of each output.

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<sup>10</sup> According to the implementing consultant, since Kandahar province has strong cultural and traditional custom for women, moreover, as the access was difficult due to security, female CCDC was not planned to be formed from the beginning of the project. In addition, it was designed for one CCDC to conduct one sub-project in Kandahar province.

<sup>11</sup> Sub-rating for Effectiveness is to be put with consideration of Impact.

Table 1 Achievement of Outputs (At the time of Project Completion)

Output	Indicator	Achievement
Output 1: The method of organizing CCDCs is clarified.	19 CCDCs are established by the end of 2006.	<u>Achieved.</u> 19 CCDCs have been established by 2006.
Output 2: The capacity of CCDCs for community-led development planning and implementation is improved through planning and implementing the sub-projects.	【2-1】 29 Sub-projects are completed by January 2009.	<u>Achieved with extension of project period.</u> The completion time was delayed due to the effect of security and natural disasters. In addition to that, the work could not be conducted during the harvesting period. However, the 29 sub-projects have been completed by the end of the project. <ul style="list-style-type: none"> <li>• Completed by January 2009: 11</li> <li>• Completed by December 2009: 16</li> <li>• <u>Completed by August 2010: 2</u></li> </ul> <p style="text-align: right;">Total: 29</p>
	【2-2】 19 CCDCs and JICA Team claim that 19 CCDC's capacity is improved by February 2009 compared with that before starting IRDP.	<u>Achieved.</u> The trainings have been conducted for the relevant persons from the implementing agency, CCDCs, FPs, etc. on Output 1 to Output 3. According to the interview survey to 18 CCDCs at the time of the terminal evaluation, the enhancement of capacity was confirmed compared to before the IRDP. Through the interviews to officers of District Rural Rehabilitation Department (DRRD) in Balkh province, PRRD in Bamyan province, and FPs (UN-HABITAT and CHA) at the time of the ex-post evaluation, they answered that target CCDCs have strengthened their capacity and that IRDP has contributed to a certain extent to their improvement.
Output 3: The validity of CCDCs for community-led development planning and implementation is examined and the lessons learned are summarized through	【3-1】 The guideline of community-led development method at inter-community/Cluster CDC level (IRDP model) is published by February 2009.	<u>Achieved.</u> The project summarized the lessons learned through the implementation of sub-projects. In May 2009, IRDP Guideline, training manuals, and other materials were developed. Those outputs were developed in English, Dari and Pashto, and distributed to government organizations, aid agencies

monitoring and evaluating the sub-projects		and implementing FPs. At the time of the project completion, the community-led development through CCDCs which was initiated by IRDP had been incorporated into NSP Phase 2. In particular, selection criteria and approaches of IRDP for formation of CCDC were incorporated into the NSP 2 operational manual.
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Source: Terminal Evaluation Report, and Results of interviews to the implementation agencies, CCDCs and FPs at the time of the ex-post evaluation.

### 3.2.1.2 Achievement of Project Purpose

The project purpose was “Community-led development model at inter-communal/Cluster CDC level is established”. Table 2 shows the level of achievement of the project purpose.

Table 2 Achievement of Project Purpose

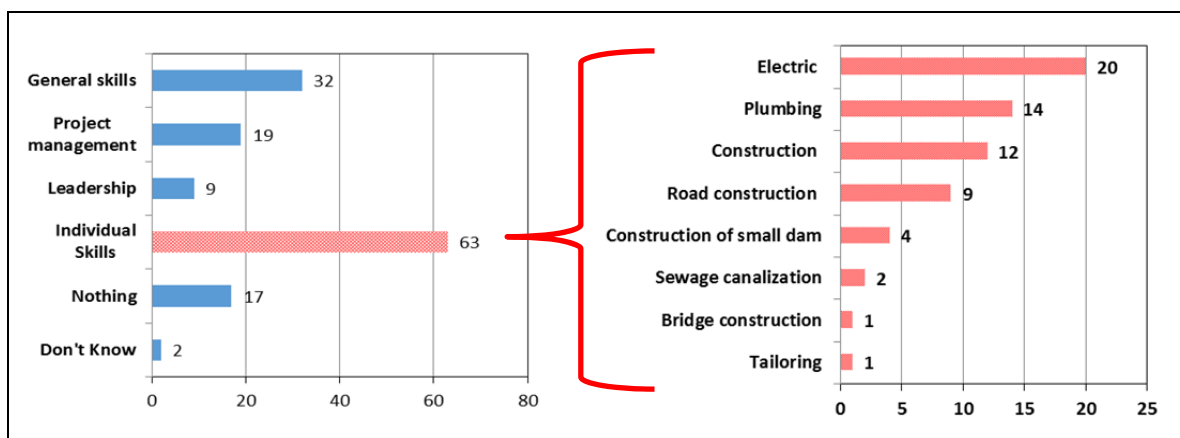
Project Purpose	Indicator	Actual
Community-led development model at inter-communal/Cluster CDC level is established.	IRDP model is fully understood by MRRD (CLDD) and PRRDs by February 2009.	The accuracy rates of the comprehension test of IRDP model for officers of MRRD/CLDD and PRRDs of the three provinces who have participated in the trainings held in May 2009 were 72.5% on average. It was judged as an acceptable level since the test included many questions that would not be answerable by simply reading the guideline.

In regard to the project purpose, “establishment of a model”, the indicator was set only to verify the level of understanding of the government officials as stated above. However, the project was also expected to upgrade capacity of FPs which play important roles for implementing community-led rural development model by CCDC and community themselves as indicated in Output 2 in addition to the improvement of government organizations after the establishment of the model.

The results from the questionnaires at the time of the ex-post evaluation showed that those relevant stakeholders have upgraded their capacity. FPs (UN-HABITAT and CHA<sup>12</sup>) answered that they have acquired knowledge and skills on clustering community-led development and that they have been utilizing guideline, practitioners’ handbook and training materials which were developed by the project. The officer from DRRD (District Rural Rehabilitation and Development) in Balkh province answered that

<sup>12</sup> In this project, UN-HABITAT was in charge of Bamyán and Kandahar provinces, and CHA (Coordination of Humanitarian Assistance), local NGO, was in charge of Balkh province as FPs.

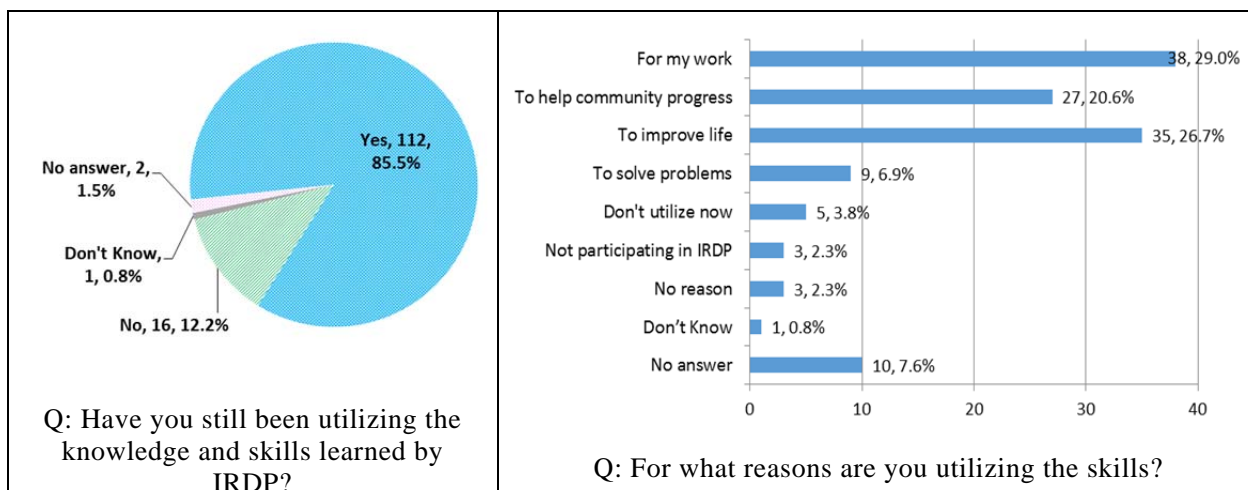
the capacity of target CCDCs has been remarkably upgraded on planning and implementation of community development compared to before the IRDP. PRRD officer and the FP in Bamyan province pointed out that this project contributed to a certain extent to strengthening the capacity of CCDCs. According to the beneficiary survey<sup>13</sup> conducted at the ex-post evaluation, 63 people (48%) have answered that they have acquired the individual skills from the implementation of sub-projects by IRDP as shown in Figure 1. Most (112 people, 85.5%) answered that some knowledge and skills have been obtained by the project, except for those answered “nothing” (17 people) or “don’t know” (2 people). In addition, 112 people (85.5%) answered that they have been utilizing those knowledge and skills at the time of the ex-post evaluation as shown in Figure 2. These skills are utilized for their works (29.0%), community progress (26.7%) and improvement of life (26.7%). Therefore, it is judged that the community upgraded their capacity for planning and implementation of participatory development by the project.



Source: Results from Beneficiary Survey (Implemented in May 2016)

Figure 1 Knowledge and Skills of Community Acquired by IRDP  
(Multiple Answer, n=131 people)

<sup>13</sup> A total of 131 samples from four CCDCs each from the target three provinces of Balkh, Bamyan and Kandahar (44, 44, and 43 each) were collected for beneficiary survey. CCDCs were selected on the basis of good accessibility due to the time constraint. The CCDCs which were selected were; Sayd Bada, Nauyk, Sheberto, Sayed Abad from Bamyan province, Yangi Quala, Uruzgani, Sar-e-Deg, Bido from Balkh province, and Karz, Temoryan, Azam Kala, Khoshab from Kandahar province. All 131 interviewees were male due to difficulties to interview to female. Out of 131, 34 people (26%) were CCDC members and rest of 97 people (74%) were general public in the village.



Source: Results from Beneficiary Survey (Implemented in May 2016)

Figure 2 Utilization Status of Knowledge and Skills Acquired by IRDP (n=131 people)

Furthermore, the concept of IRDP was decided to be taken up in the national priority programme of NSP 2 as “pilot project”. This was realized by the recognition that it can respond to development needs of wider geographic areas which the conventional NSP that was implemented by single CDC as a unit cannot achieve, and that it can strengthen regional cohesion and solidarity among different CDC communities. In other words, this can be judged that effectiveness of the “IRDP model” was recognized by the government as well as the NSP donors.

In this regard, it can be said that the project purpose was fulfilled at the time of the project completion by the fact that the above three outputs have been achieved, effectiveness of the model has been recognized by the government and donors, and the indicator of the project purpose has been achieved.

### 3.2.2 Impact

#### 3.2.2.1 Status of after project completion up to the overall goal

##### (1) Utilization of IRDP Model

After completion of the project, IRDP model, which promotes community-led development by CCDC, has been taken over by NSP, the national priority programme. In NSP 2 commenced since 2007, the clustering community development approach was implemented as a pilot in the three provinces of Nangarhar, Balkh and Bamyan financed by JSDF<sup>14</sup>. As a result, a total of 67 CCDCs were formulated and 78 community development projects were implemented. The operational manual for clustering approach under NSP 2 was developed in consultation with the experts of this project and reflected the criteria for CCDC formation that was established based on the experience from the project

<sup>14</sup> The utilization of JSDF for clustering approach by NSP was approved in June 2008.

were incorporated.

After the clustering approach was completed by NSP 2, MRRD conducted the evaluation to verify the effectiveness of its approach<sup>15</sup>. The evaluation results concluded that the CCDC approach was effective overall as one of the means of rural development in Afghanistan and it should be expanded nationwide, although some weaknesses were found in the clustering community development. However, it says that those weaknesses could be overcome if the approach is improved<sup>16</sup>.

The Afghan government launched Citizens' Charter (CC) in October 2016 as a promise between the government and the community. Various community-led programmes implemented at the community level including NSP were consolidated under the Citizens' Charter Afghanistan Programme (CCAP) and it was decided to be continued nationwide over the next 10 years as the national priority programme. Although the name of the programme was changed, the community-led development implemented both through single CDC and CCDC by NSP is expected to be continued under CCAP. In other words, the basic concept and methodologies of the community-led rural development through multiple CDCs which this project has initiated have been continued as NSP and would be sustained into CCAP as the national priority programme.

## (2) Status of Sub-Projects

The sub-projects under this project were implemented to obtain necessary lessons learned in order to develop the IRDP model. At the same time, they were expected to contribute to improving the life by implementing development projects which brings quick impact in rural areas after the conflict. Accordingly, the status and impact of sub-projects should be confirmed. The overall picture of the status of 29 sub-projects both at the times of the project completion and the ex-post evaluation is summarized in Attachment 1. As shown in Table 3, which is summarized by region, 11 sub-projects in Balkh province, 12 sub-projects in Bamyan and 6 sub-projects in Kandahar province were conducted. Of those, 22 sub-projects were infrastructure type, 7 sub-projects were non-infrastructure type. In Kandahar province, all of the sub-projects were infrastructure

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<sup>15</sup> "Evaluation of Cluster Community Development Council (CCDC) Pilot Project", Post-war reconstruction and Development Unit, University of York and Tadbeer, Kabul, June 2015, The evaluation report commissioned by MRRD.

<sup>16</sup> The strong points of rural development by CCDC are raised as follows; ① allows bigger project with scope and cost that are infeasible by NSP at CDC level, ② promotes inter-CDC unity and solidarity, ③ promotes enhancement of management capacity by implementing at cluster level that involves a more complex and larger budgets, and ④ promotes emergence of young leadership rather than traditional leaders. On the other hand, the weaknesses are raised as; ① potential to create tensions or disputes at the community level, ② greater opportunities for manipulation by powerful actors and dominant CDCs, ③ potential to dilution of NSP benefit such as ensuring transparency and building ownership through bigger project, and ④ introducing operational problems such as necessity of frequent meetings, arising transportation cost for community and FPs, difficulties in movement due to security by involving multiple CDCs.

type. For provinces of Balkh and Bamyan, basically one infrastructure and one non-infrastructure type projects were implemented per CCDC. For Kandahar province, only one infrastructure project per CCDC was designed to be carried out from the initial plan because female CCDCs were not formulated and access to the areas was difficult.

Table 3 Sub-Projects implemented by IRDP (by Region)

Province	District	CCDC	No.	Sub-Project	Number
Balkh	Dawlat Abad	Bido	1	Improvement of Community Roads	- Infrastructure type: 7 sub-projects - Non-infrastructure type: 4 sub-projects <b>Total:11 sub-projects</b>
			2	Construction of Clinic	
		Sar-e-Deh	3	Construction of School	
			4	Goat Raising	
		Khair Abad	5	Improvement of Community Roads	
			6	Goat Raising	
	Chimtal	Balooch	7	Improvement of Community Roads	
			Urzgani	8	
		9		Income generation through Tailoring	
		Yangi Quala		10	
			11	Income generation through Tailoring	
Bamyan	Sayghan	Sayed Bada	12	Construction of Micro Hydro Power Plant	-Infrastructure type: 9 sub-projects -Non-infrastructure type: 3 sub-projects <b>Total: 12 sub-projects</b>
			13	Improvement of Irrigation Canal	
		Qarwana	14	Improvement of Community Roads	
			15	Sheep Raising	
		Qorghan	16	Construction of Flood Protection Wall	
			17	Solar Panel Installation	
	Bamyan Center	Sayed Abad	18	Drinking Water Supply Network	
			Sheberto	19	
		20		Carpet Weaving	



	Yakawlang	Nayuk	21	Construction of Micro Hydro Power Plant	
		Naitaq	22	Construction of Micro Hydro Power Plant	
			23	Carpet Weaving	
Kandahar	Dand	Temoryan	24	Improvement of Community Roads	- Infrastructure type: 6 sub-projects <b>Total: 6 sub-projects</b>
		Nakodak	25	Installation of Solar Panel	
		Karz	26	Extension of Power Supply Lines	
	Daman	Khowshab	27	Extension of Power Supply Lines	
		Azam Qala	28	Repair of Irrigation Canal	
		Manja	29	Kariz (underground water canal) Revitalization	

Note: Those projects with highlight are non-infrastructure type projects

Table 4 shows the current status of sub-projects by the project types at the time of the ex-post evaluation. As stated in the constraints during the evaluation above, the status of the sub-projects could not necessarily be confirmed from multiple sources, however, infrastructure projects such as roads and irrigation canals which are relatively easy to maintain and manage were confirmed that they were still used without major problems. On the other hand, non-infrastructure projects such as goat raising and carpet weaving were seldom continued<sup>17</sup>. Among non-infrastructure sub-projects the income generation through tailoring was surviving until now. The reason is assumed that it could be managed even by individual basis. Regarding the carpet weaving projects, both two projects have not sustained. The reason was raised as fainted interest of the community. It is also assumed that there were other reasons such as the change in the community needs, or it was difficult to continue since it needed continuous skills development, market access and some capital.

<sup>17</sup> The current status of some of the sub-projects could not be identified because of the following reasons. As stated in the constraints during the evaluation above, 6 years have passed since the project completion. Some of the sub-projects have been completed 8 years ago. Therefore, some of the sub-projects were even difficult to be identified at the time of the ex-post evaluation. In addition, the original CCDC members and villagers for some sub-projects could not be found due to reorganization of villages. Furthermore, the detailed reasons and background of the comments from the answer to the beneficiary survey, and contradiction between the rating and comments could not be identified. This was partly because the external evaluator could not make instructions timely to the surveyors of beneficiary survey which was managed remotely.

Table 4 Status of Sub-Project at the Time of the Ex-Post Evaluation (by Types)

Sub-Project Type	Province	CCDC	Sub-Project	Status at the time of Ex-Post Evaluation	
				Rating*	Comment
Improvement of Roads (7)	Balkh	Bido	Improvement of Community Roads	5	No major problems
		Khair Abad	Improvement of Community Roads	N/A	No information
		Balooch	Improvement of Community Roads	N/A	No information
		Urzgani	Improvement of Community Roads	5	No major problems
		Yangi Quala	Improvement of Community Roads	5	No major problems
	Bamyan	Qarwana	Improvement of Community Roads	3	Damaged by the flood but cannot repair due to lack of financial sources
	Kandahar	Temoryan	Improvement of Community Roads	5	Condition of roads is good. Community made the roads asphalt.
Irrigation/ Dam (5)	Bamyan	Sayed Bada	Improvement of Irrigation Canal	4	Water was not available due to drought.
		Qorghan	Construction of Flood Protection Wall	N/A	Severely damaged by flood and natural disaster
		Sheberto	Construction of Irrigation Dam	5	-
	Kandahar	Azam Qala	Repair of Irrigation Canal	1	CCDC functioned effectively to solve various community problems.
		Manja	Kariz (underground water canal) Revitalization	N/A	No information
Power/ Extension of power supply lines (7)	Bamyan	Sayed Bada	Construction of Micro-Hydro Power Plant	4	Lack of project management by the community
		Qorghan	Solar Panel Installation	4	The community has not managed the project.
		Nayuk	Construction of Micro Hydro Power Plant	5	-
		Naitaq	Construction of Micro Hydro Power Plant	N/A	The community installed the turbine next to the project site for power supply. The maintenance is being done with contribution from the community.
	Kandahar	Nakodak	Installation of Solar Panel	N/A	No information

		Karz	Extension of Power Supply Lines	5	-
		Khowshab	Extension of Power Supply Lines	1	No major problems
Water supply (1)	Bamyan	Sayed Abad	Drinking Water Supply Network	4	Some water faucets have been lost but the satisfaction level from the community is high. The community themselves increased water tanks.
Clinic/ School (2)	Balkh	Bido	Construction of Clinic	5	No major problems
		Sar-e-Deh	Construction of Middle School	5	-
Goat/Sheep Raising (3)	Balkh	Sar-e-Deh	Goat Raising	2	Lack of fund
		Khair Abad	Goat Raising	N/A	No information
	Bamyan	Qarwana	Sheep Raising	5	-
Tailoring (2)	Balkh	Urzgani	Income generation through Tailoring	5	No major problems
		Yangi Quala	Income generation through Tailoring	5	No major problems
Carpet Weaving (2)	Bamyan	Sheberto	Carpet weaving	1	The community itself did not want to continue the project. Only the building for the training is left. Members of the project work at home individually.
		Naitaq	Carpet weaving	1	The project was not continued due to lack of interest from the community.

\*“Rating”: Based on the beneficiary survey results to the CCDC members, villagers and FPs (implemented in May 2016) at the time of ex-post evaluation. Rating is from 1 to 5, 5: Fully functioning, 4: Functioning but have some problems, 3: Functioning but have big problems, 2: Poorly functioning, 1: Not exist anymore, N/A: No answer.

Source: Terminal Evaluation Report, Results of questionnaire survey to the implementing agency, Results of beneficiary survey

On the other hand, according to the results of the beneficiary survey, almost all (97%) answered that they were satisfied with the sub-projects (Figure 3). The implementation of the sub-projects in the project was not only to obtain the necessary lessons learned to establish the IRDP model, but also at the same time to contribute to improving livelihood by implementing development projects which were expected to bring early effectiveness in the post-conflict rural areas. Therefore, those with high needs were preferentially implemented, and they were not necessarily planned with consideration to sustainability. In addition, non-infrastructure type sub-projects in particular are affected by the factors of continuous skill development, access to the market and external factors like security.

Furthermore, six years have passed since the project was completed. Some sub-projects have even completed eight years ago. As stated in the constraints during the evaluation, although detailed information on the reasons why the sub-projects were not continued could not be obtained, the effectiveness was confirmed at the time of the terminal evaluation. It cannot be said that the sub-projects did not bring positive impact on improvement of income and livelihood just because they have not been sustained at the time of the ex-post evaluation since the needs may have changed from the time of the completion until the time of the ex-post evaluation.

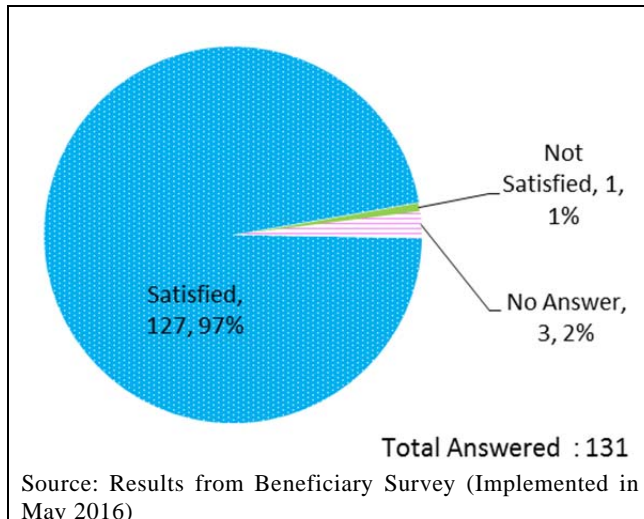


Figure 3 Satisfaction level of Sub-Project Implemented by IRDP

The satisfaction level of the sub-projects was high from the information of both at the times of the terminal evaluation and ex-post evaluation. For the Goat/Sheep raising projects in the non-infrastructure type, goats or sheep were distributed especially to the poor and women headed families, which assumed to have impact on their livelihood improvement at that time. In addition, it is considered that the sub-projects which are still used or sustained until now including those of infrastructure projects brought impact to the improvement of livelihood to a certain extent.

### 3.2.2.2 Achievement of Overall Goal

The overall goal was set as “Community-led development model and concept at inter-communal/Cluster CDC level (IRDP model and Concept) will be disseminated to other districts and provinces by MRRD and NSP”. As stated above, the basic concept and methodology of the IRDP model was taken into the national priority programme. The FPs of this project have been implementing clustering type community development utilizing IRDP Guideline and handbook even after the project completion. In addition, considering the achievement of the indicators shown in Table 5, the overall goal was regarded as achieved.

Table 5 Achievement of Overall Goal

Overall Goal	Indicator	Achievement
Community-led development model and concept at inter-communal/Cluster CDC level (IRDP Model and Concept) will be disseminated to other districts and provinces by MRRD and NSP.	1) CCDC in targeted area will implement and complete 40 sub-projects in NSP 2 clustering by 2012.	<p><u>Achieved.</u></p> <ul style="list-style-type: none"> <li>• In total, 67 CCDCs have been formed (13 in Nangarhar, 31 in Balkh, and 23 in Bamyān) as of August 2010 and a total of 78 sub-projects were implemented by 2013.</li> <li>• UN-HABITAT and CHA which were the FPs of IRDP, have conducted the rural development by CCDC utilizing IRDP model after the completion of the project.</li> <li>• UN-HABITAT formulated 60 CCDCs in the five provinces (Balkh, Herat, Kapisa, Panjshir, and Parwan) and conducted 314 sub-projects under “Peace-Building in Afghanistan through Consolidation of Community Solidarity (PACCS)” in 2010 and 2011 funded by the Government of Japan<sup>18</sup>.</li> <li>• CHA implemented a disaster management project with formulation of CCDC in Faryab province by utilizing IRDP model<sup>19</sup>.</li> </ul>
	2) Re-evaluation of IRDP Model and Concept by NSP, MRRD will be positive.	<p><u>Achieved.</u></p> <ul style="list-style-type: none"> <li>• According to the result of evaluation on clustering project under NSP 2, in general, the CCDC approach was evaluated as one of the effective approaches for rural development in Afghanistan, although some of methodologies should be improved.</li> <li>• According to the results of questionnaires to the officers of MRRD/CLDD, PRRD and DRRD, the IRDP model was regarded as comprehensively effective. In particular, MRRD/CLDD officers answered that the trainings on participatory development, rural development and project management conducted by the IRDP project were effective.</li> </ul>
	3) Evaluation of NSP 2 – Clustering by the targeted CCDC will be positive	<p><u>Almost Achieved.</u></p> <ul style="list-style-type: none"> <li>• Although the evaluation on NSP 2 by the targeted CCDC was not clear, the evaluation conducted by MRRD on clustering project under NSP 2 concluded that the CCDC type projects generally brought economic and social effects. In addition, 127 out of 131 people (97%) were replied “satisfied” in the beneficiary survey regarding the satisfaction level of the sub-projects under this project. In this regard, it is judged that the clustering project receives high evaluation from the community.</li> </ul>

<sup>18</sup> From the results of questionnaire to UN-HABITAT conducted in the ex-post evaluation.

<sup>19</sup> From the results of questionnaire to CHA conducted in the ex-post evaluation.

### 3.2.2.3 Other Impacts

#### (1) Impacts to natural environment

None

#### (2) Land Acquisition and Resettlement

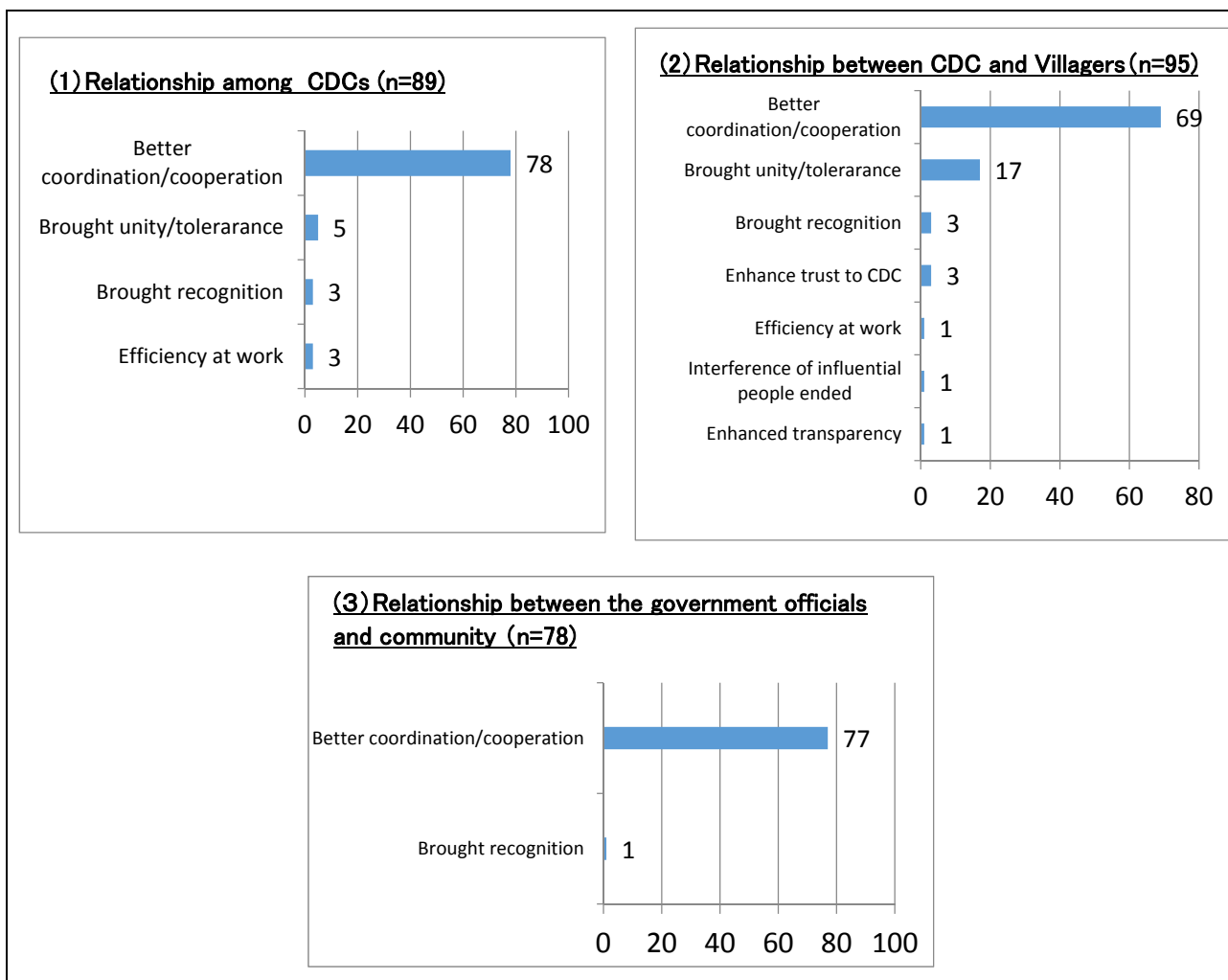
There were cases in which the issues arose in land acquisition in some infrastructure type sub-projects<sup>20</sup>. However, there were no particular problems since it was treated appropriately in solving issues through community consultation and no complaints were made afterwards.

#### (3) Strengthening of Community and Cooperation Enhancement with Relevant Government Officials

Figure 4 shows the results of beneficiary survey which show the changes in relationship among CDCs, between CDC and villagers and between the government institutions and community. Many people answered that all the relationship became “better coordination/cooperation”. Most of the other replies to the questions were also positive. It can be said that the project contributed to a certain extent to the strengthening of relationship with other CDCs, between CDC and villagers, and with government officials. It is believed that strengthening of cooperation relationship by clustering with different communities which had not been related to each other led to the enhancement of the resilience as a community at the regional level. The above mentioned evaluation on clustering project under NSP 2 also concluded that the clustering approach has a clear potential to promote strengthening solidarity among CDCs and contributes greatly to promote cooperation with government officials at the local level. The strengthening of relationship becomes a first step in building trust relationship. Such enhancement of community solidarity and strengthening of relationship with the government are the important factors in conflict prevention and conflict resolution within the community. In light of this, it is observed that the project made contribution to a certain extent from the view point of peace-building.

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<sup>20</sup> In the irrigation sub-project in Bamyan province, since the resident rejected the pipes to be placed in part of his farmland, it had to circumvent the originally planned place after discussion. In the other case, the problem occurred in acquisition of the site for a school building where it was initially determined by the community consultation. After decision had been made, the relative of the landowner interfered the acquisition claiming that the site was buried with landmines. According to the interview to the implementing consultants, in each case, the locations of the project sites were modified after reaching the consensus and no claims were made afterwards. It was confirmed that these sub-projects were implemented without problems.



Source: Results from the beneficiary survey (Implemented in May 2016)

Table 4 Change of Relationship by implementing IRDP

< Cases where conflict was avoided or solved by the project >

- Balkh province consists of multiple ethnic groups. CCDC members of 5 CCDCs in Balkh province claimed that “with the clustering approach, there was a place for discussion among ethnic groups on the implementation of sub-projects, which led to strengthening the solidarity of community”. Joint works among different ethnic groups promoted the mutual understanding and strengthening of the solidarity.
- In Sheberto CCDC in Bamyan province, there was a conflict on water resources among communities before. Through this project, the opportunities for discussion increased, leading to the mutual understanding among communities. The sub-project was implemented without problems.
- According to the results of the beneficiary survey, 110 out of 131 people, which is 84%, answered that they were using CCDC for purposes other than community development

activities. 95 people of them replied they are using it as “places for coordination and negotiation among communities, and mediation in case of social conflict”. Accordingly, it can be said that CCDC contributed not only to the planning and implementation of community development but also to the improvement of the governance within the community.

Source: Terminal Evaluation Report (P.27-28), Results from the Beneficiary Survey (Implemented in May 2016)

#### (4) Impact to women residents

In consideration of impact on gender, the project formulated female CCDCs consisting of only female and incorporated women’s opinions into the sub-projects by allocating female members from FPs. In this way, the project promoted participation of women and it can be said that it contributed to a certain extent to the livelihood of women by implementing sub-projects which can become their economic and social base. However, it was not possible to verify the change of the women’s life from the beneficiary survey since it could only interview males.

#### (5) Fostering human resources engaged in the development of Afghanistan

Some of the national staff (NS) who have worked for IRDP have been hired by other similar JICA projects implemented in Afghanistan and by MRRD, the implementing agency and NGOs, after the completion of the project. According to the implementing consultant of the other related JICA project, the project could start smoothly by those IRDP NS who had understanding of the mechanism of CDC. In addition, staff members of FPs who were hired by IRDP also successfully transferred their jobs to the United Nations or other organizations. The fact that the capacity development of NS and FP was implemented turned out positive impact on fostering human resources in the reconstruction of Afghanistan.

The development of the IRDP model, which was raised as the project purpose, was achieved. Regarding the overall goal, the dissemination effects of the model to the other districts and provinces by NSP and FP utilizing basic concept and methodology of the model were achieved as planned. In light of this, the effectiveness and impacts are high. Other than that, the impacts contributing to the peace-building were observed such as strengthening communities and enhancement of relations between local government and community. In addition, the impact on fostering human resources engaged in the development of Afghanistan was also identified.



### 3.3 Efficiency (Rating: ②)

#### 3.3.1 Inputs

Table 6 Plan and Actual Inputs of the Project

<b>Inputs</b>	<b>Plan</b>	<b>Actual</b> (At the time of Project Completion)
(1) Experts	Not stated	Total: 92.03 MM Short-term Expert: 8 experts
(2) Trainees received	Not stated	Total: 20 persons Implemented once in each financial year of 2006, 2007, 2008 and 2010. The training in 2007 was jointly implemented with JSPR and Ministry of Women's Affairs.
(3) Equipment	Audiovisual equipment, computer, etc.	Computer, Printer, Copy machine, etc.
(4) (Others)	Not stated	Third Country Training: 5 persons
Japanese Side Total Project Cost	Total: 780 million yen	Total: 1,026 million yen
Afghanistan Side Operational Expenses	<ul style="list-style-type: none"> <li>• Counterpart personnel (MRRD/CLDD, PRRD)</li> <li>• Office space in MRRD Kabul</li> <li>• Office space in PRRD in Mazar-i-Sharif</li> </ul>	<ul style="list-style-type: none"> <li>• Counterpart Personnel (MRRD/CLDD, PRRD)</li> <li>• Provision of project offices and meeting rooms in the three target provinces</li> </ul>

\*MM stands for man months

\*Regarding the operational expenses from the Afghan side, since the information on the amount is difficult to obtain, the contents of the inputs were described.

#### 3.3.1.1 Elements of Inputs

##### (1) Experts

Total of eight experts (92.03 MM) have been engaged in the project in the seven fields, namely, Project Leader/Project Management, Deputy Leader/Small Scale Infrastructure Development, Rural Electrification, Rural Development/Community Development, Local Governance, Training Management, and Project Coordination. Due to the deterioration of security situation, the project was restricted by the fact that the timely dispatch of experts could not be made since there was a limitation of number of Japanese experts who could reside in Afghanistan. The project management had to be remotely conducted due to the deterioration of security since April 2006 in Kandahar province and since July 2007 in the other two provinces. Accordingly, the Japanese

experts instructed the NS how to manage construction, conduct monitoring, write reports and manage schedules for implementing sub-projects. Those NS who received instruction monitored and provided guidance to FPs.

#### (2) Trainees Received

In total, 20 counterpart personnel from MRRD, NSP, FPs and NS have received training in Japan on the subject of “Sustainable Community Development with Civil Society” held four times in each financial year of 2006, 2007, 2008 and 2010. In the training in the financial year of 2007, the training was conducted with the relevant JICA project “JICA support Programme for Reintegration and Community Development in Kandahar (JSPR)” and the Ministry of Women Affairs. In the third country training conducted in Indonesia, five officials from MRRD have participated on the issue of governance under the decentralized local government and rural development projects.

#### (3) Equipment

As equipment, office appliances such as computer, printer, and copy machine, were provided almost as planned.

#### (4) Inputs from Afghanistan side

Originally, the counterpart personnel were staff members of NSP office at the time of the commencement of the project. Since NSP officers were hired to implement NSP on contracted basis and not permanent staff of MRRD, the project changed the counterpart to CLDD after the establishment of CLDD in June 2006 in MRRD which is the main management office for community development. The project management was affected due to the frequent turnover and rearrangement of officials during the time of restructuring of MRRD which had been implemented since the establishment of the interim government in 2002. At the time of the terminal evaluation, most of the original members of the counterpart assigned from CLDD were not in the project.

##### 3.3.1.2 Project Cost

The project cost was 1,026 million yen in actual figure against 780 million yen in planning figure, which was higher than planned (131% of the planned amount).

The following reasons are raised for the difference from the plan: rise in the material prices necessary for the construction of sub-projects due to soaring crude oil price; redoing construction due to natural disaster; increasing expenses for the project sites with poor access than expected. In addition, it is assumed that there was increase in expenses for security measures due to the deterioration of security. In spite of these

factors, all sub-projects have been completed as planned and the increase in project cost is considered appropriate in order to produce the outputs.

#### 3.3.1.3 Period of Cooperation

The project period was planned as 39 months (from December 2005 to February 2009). In reality, the project period was 55 months (from December 2005 to October 2010 (excluding the 4 months for leaving the country), which was longer than planned (141% of the planned period).

The project period was extended twice because some of the sub-projects were not completed. The background factors for extension are as follows.

(1) First extension (10 months extension: changed completion period from February 2009 to December 2009)

Implementation was delayed in some of the sub-projects. Main reason of the delay was largely because of security. Due to the deterioration of security in Kandahar province, the Japanese experts were prohibited to go to the sites in the province since April 2006. In the other two provinces, the restriction was also installed for the movement of Japanese experts to go to the suburbs since July 2007. Accordingly, the Japanese experts could not manage the project directly and it took more time to conduct construction management remotely through NS and FPs. In relation to the cost increase stated in the above, it was found that the construction of some sub-projects delayed due to the delay in transmittance of additional cost which was necessary due to the price increase (Qorghan CCDC in Bamyan, Sayed Abad CCDC in Bamyan province and so on). In the areas of Bamyan province there was a delay in construction due to the unexpected severe winter. Furthermore, in this project, as a general rule, all the processes were initiated by the community so that the construction was to be conducted by the community without outsourcing. However, there were lack of capacity in the community and the community could not work during the harvesting time, by which caused delay in the construction.

(2) Second extension (10 months extension: changed completion period from December 2009 to October 2010)

At the time of the terminal evaluation, 19 out of 29 sub-projects have been completed. The rest of the 10 sub-projects were planned to be completed by December 2009, however, the project was extended up to October 2010 due to the following reasons. The Japanese experts were exited from the country for four months from July to November in 2009 because of the confusion by the Presidential election (August 2009). The protection wall which was completed in March 2008 was broken down due to the

massive flood in Bamyan province in May 2010 and rehabilitation works had to be done (Qorghan CCDC, construction of flood protection wall). In December 2009, four sub-projects in Sheberto CCDC and Naitaq CCDC in Bamyan province<sup>21</sup> were left uncompleted. The reasons behind the delay of sub-projects for these two CCDCs were raised as follows. In Naitaq CCDC, the leadership of the chairman was weak and it took some time to coordinate opinions of member CDCs. In addition, the access to the project site of micro hydro power plant was difficult since it took six hours each way to the project site from the provincial capital and the transport of materials for construction to the site had to use donkeys. In the construction of irrigation dam in Sheberto CCDC, the difficulties were raised to implement the sub-project only by the community since the planned scale of the project was large. Finally, the work was commissioned to the contractor but it took some time to find the appropriate contractor. In spite of the above, the four remaining projects had been completed by August 2010.

The extension of the cooperation period was largely due to the external factors such as security and natural disaster. However, it was also found that there were other points that should have been considered. Those were that the work during the harvest period was scheduled, and that the large scale construction which was difficult to be implemented by the initiative of the community was planned. It may have been difficult to plan the schedule appropriately considering that a clear idea about the site situation and the capacity of the community could not have been identified at that time, and that the clustering project was the first attempt in Afghanistan. Accordingly, the schedule should have been planned with some buffer. The project produced outputs as planned with the extension and the extension of the cooperation period is judged as appropriate

In light of this, as both the project cost and project period exceeded the plan, the efficiency of the project is fair.

### 3.4 Sustainability (Rating: ③)

#### 3.4.1 Related Policy and Institutional Aspects for the Sustainability of Project Effects

The project took the development approach by utilizing CCDCs, which were clusters of the CDCs established by NSP, with the aim of disseminating benefit with wider geographical areas. The basic concept and methodologies were incorporated into NSP and its effectiveness was verified. Thus, the impact was brought to disseminate the effect to the other provinces.

At the time of the ex-post evaluation, although the successive national development

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<sup>21</sup> The four projects were “Irrigation dam” and “Carpet weaving” in Sheberto CCDC, and “Micro hydro power plant” and “Carpet weaving” in Naitaq CCDC in Bamyan province.

strategy after ANDS was in progress, it is considered that the agriculture and rural infrastructure development will continue to be the priority issue. In addition, at the time of the ex-post evaluation, NSP was expected to be taken over by CCAP under CC as one of the national priority programmes<sup>22</sup>. CC advocates that “CDCs/CCDCs are the linchpin of CC’s strategy” in its principle and aims to provide basic services to all people utilizing CDCs or CCDCs. Thus, it is clear that the community development through CCDCs is incorporated into CCAP. In this way, it can be said that the policy and institutional aspects for the sustainability of project effects have been ensured confirming that the rural development is continuously put much importance in the country and that there is a direction to promote the community-led rural development nationwide by CCDCs.

#### 3.4.2 Organizational Aspects of the Implementing Agency for the Sustainability of Project Effects

MRRD continues to be the main ministry to implement community-led rural development by CCDCs at the rural level as CCAP. However, in general, the organizational capacity of ministries in Afghanistan has not been well developed and MRRD is not an exception. According to the JICA funded assessment on civil services of MRRD (November 2016)<sup>23</sup>, the contract based officers outnumber the permanent staff. 56% of the approved permanent posts in MRRD (2,125 posts in total) is occupied by the contracted staff and 44% is permanent staff. In MRRD, there are permanent offices which are in charge of development of policies and strategies, while there are offices which implement those policies and strategies as a programme base, mainly implemented by the contract based officers. Accordingly, CCAP will be implemented by the officers who have been hired on programme basis. According to the document on CCAP by the World Bank<sup>24</sup>, MRRD is establishing a General Directorate for CC which will lead the whole programme management, and is establishing 34 Provincial Management Units (PMUs) in PRRD offices in all 34 provinces which will be responsible for field monitoring of FP’s activities on the ground such as implementation monitoring of the community activities and coordination

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<sup>22</sup> According to the document on CCPA by the World Bank, it will become the programme with more coordination among different ministries and multi sectors. In principle, the programme will be the same as NSP. However, the background points were raised as follows; the coordination among different ministries were fragmented at the field level viewing that NSP was under the control of MRRD, the other line ministries were reluctant to work through CDC for the project implementation; and NSP was not really adopted in urban cities (CCAP in the urban areas are conducted by the Independent Directorate of Local Governance (IDLG)).

<http://documents.worldbank.org/curated/pt/257391477792873512/pdf/PAD-Citizens-Charter-Afghanistan-P160567-Oct-7-Board-version-10072016.pdf> (Accessed on 19 November 2016)

<sup>23</sup> “Assessment of the Civil Service Directorate: Civil Servants Participation in Service Delivery, Ministry of Rural Rehabilitation and Development (MRRD), Year 2016”, November 2016.

<sup>24</sup> The World Bank: Citizens’ Charter Afghanistan Project: <http://documents.worldbank.org/curated/pt/257391477792873512/pdf/PAD-Citizens-Charter-Afghanistan-P160567-Oct-7-Board-version-10072016.pdf> (Accessed on 19 November 2016)

with other ministries. In addition, the 6 main PMUs will be located in Mazar-i-Sharif, Balkh (for the North-West Region), Jalalabad, Nangarhar (for the East Region), Kunduz City, Kunduz (for the North-East Region), Herat City, Herat (for the West Region), Kandahar City, Kandahar (for the South Region) and Kabul City. Kabul will have one additional staffing for each area in Environmental and Social Safeguards, Gender, Engineering Support, Monitoring, Training/Capacity Building, and IT/Administration Support. They will support all the PMUs in the whole region mentioned. In the remote districts, outposts will be established. In this way, a firm organizational setting is planned. Furthermore, in view of the lessons learned from NSP, it is expected that the organizational setup will become stronger to implement CCAP since more involvement from the sector line ministries is planned in a coordinated manner on the ground in consideration to sustainability.

On the other hand, the key to success on community-led development projects is largely depending on the role of FPs which will be the promoter of community as in the case of NSP as well as in this project. There is a certain number of FPs which have been employed by the project, have accumulated experiences through development projects based on CCDCs by NSP, and have implemented the conventional NSP. Therefore, there are no major problems in the organizational aspect in FPs.

The issue remains that in the future CLDD should take over the roles of FPs, including strengthening CDC capacities, promoting implementation and monitoring of sub-projects in community-led development programmes such as CCAP. However, in regard to the implementation of CCAP, there are no major problems in the organizational aspects considering that the strong support from the donors including the World Bank is ensured in organizational aspect for the time being, and experienced FPs remain.

#### 3.4.3 Technical Aspects of the Implementing Agency for the Sustainability of Project Effects

The operational manual for the clustering approach by NSP based on the basic concept of IRDP was developed based on the IRDP experience in consultation with IRDP experts and JICA relevant officers and have been utilized by the NSP implementers. In particular, the criteria for the formation of the CCDC (topographical and geographical proximity, mutually shared natural and social resources, common development needs, shared social and cultural ties, etc.) were referred from IRDP. The technical sustainability of the project effects will be ensured since this operational manual of NSP would be taken over by CCAP with necessary improvement.

Moreover, in CCAP, those FPs which have experienced NSP or clustering approach will be contracted and the training and capacity development on FPs and CCDCs is

planned. Therefore, there are no major problems in technical aspect to disseminate rural development through CCDCs which IRPD had aimed for.

#### 3.4.4 Financial Aspects of the Implementing Agency for the Sustainability of Project Effects

It was decided that the coming CCAP is budgeted US\$ 628 million for the first four years from the Afghan government (US\$ 128 million), Afghanistan Reconstruction Trust Fund (US\$ 400 million) and the World Bank (IDA) (US\$ 100 million). Therefore, there are no financial problems for the time being<sup>25</sup>.

The maintenance of the implemented sub-projects is, in principle, commissioned to the community, however, it is expected that the line ministries will be actively involved in the operation and maintenance of the infrastructure developed by CCAP in consideration to the lessons learned from NSP. In addition, the Maintenance Cash Grant Programme, which had started during the time of NSP, is planned to be continued. Thus, it is judged that the finance for the maintenance is ensured to a certain extent. Accordingly, there are no problems in financial aspects for the sustainability of effects which aims to disseminate rural development by CCDCs.

In light of this, no major problems have been observed in the policy, institutional, technical and financial aspects and the sustainability of the project effects is high.

## 4. Conclusion, Lessons Learned and Recommendations

### 4.1 Conclusion

The project was implemented aiming to establish a model for community-led rural development (IRDP model) that would bring high regional effects in the provinces of Balkh, Bamyán and Kandahar of Afghanistan. This community-led development was implemented through clustering multiple CDCs which were formed by one of the national priority programmes, NSP.

The support for reconstruction assistance after the civil war and for rural areas with large regional disparity was a priority issue in the country's policy at the time of planning. There was also a need for a development model to respond cross community issues which were not addressed by the conventional NSP. Thus, the project objective was consistent with the development policy and development needs of Afghanistan. Besides, the assistance policy of Japan to Afghanistan stipulated the post-conflict support for

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<sup>25</sup> The Afghan government announced CCAP on 26 September 2016. Press Release on 10 October 2016, the World Bank, <http://www.worldbank.org/en/news/feature/2016/10/10/government-inaugurates-citizens-charter-to-target-reform-and-accountability> (Accessed on 19 November 2016)

reconstruction and rehabilitation as the priority issue. The project objective was in line with the Ogata Initiative supporting regional comprehensive development in Afghanistan. The timing of the project was also appropriate from the viewpoint of peace-building showing peace dividends with tangible outputs as promptly as possible, and in terms of reliable implementation of pledges made by Japan after the International Conference on Reconstruction Assistance to Afghanistan in February 2003. Therefore the relevance of the project is high.

The project purpose, “establishment of a regional development model” was achieved at the time of the completion of the project. The basic concept of the model developed by the project has been incorporated into NSP, which is being continuously implemented even after the project was completed. Thus, the effectiveness of the project model was confirmed. The dissemination of the model to other districts and provinces, which is the overall goal of the project, was also achieved. As stated above, the rural development which utilizes the concept of the project model has been implemented as a part of NSP and by the FPs, acted as intermediaries, in other districts and provinces at the time of the ex-post evaluation. The Afghan government plans to continue implementing community-led rural development utilizing CCDCs as the national priority programme. There were also other impacts on strengthening cooperation among communities, enhancement of relations with local governments, and fostering human resources for national development in Afghanistan. Therefore, effectiveness and impact of the project are high. Both the project cost and project period exceeded the plan. Thus, efficiency of the project is fair. Sustainability of the project is regarded as high. It has been confirmed that the Afghan government is determined to continue the community-led rural development through CCDCs with the support of donors. No major problems have been observed in the policy, institutional, technical and financial aspects.

In light of the above, this project is evaluated to be highly satisfactory.

## 4.2 Recommendation

### 4.2.1 Recommendations to the Implementing Agency

None

### 4.2.2 Recommendation to JICA

None



### 4.3 Lessons Learned

(1) For the project aiming to disseminate “a model” after the project completion, the way of verification and dissemination should be discussed with relevant government officials and donors from the early stage of the project. It is essential to draw a road map to ensure cooperation with national projects.

In the case that the project aims to develop a “model” through the lessons obtained from the implementation of methodologies and approaches in specific areas and spread it to other provinces or nationwide, some processes are required before the dissemination. In order to disseminate, it is necessary to carry out a process to verify the effectiveness after implementing the model in the same environment or in the areas with different environment and make improvement. In the case of this project, this verification process had not been planned during the project period as a project activity. The process was implemented in NSP, the national priority programme, and led to the sustainability. The cooperation with the national programme became possible because the project and the JICA office actively discussed with NSP and the World Bank, the donor, from the initial stage of the project. During the course of exchanging the information of the project, the idea came up to utilize JSDF. Furthermore, IRDP approach itself was a new initiative in terms of utilizing multiple CDCs, however, since it is basically based on the NSP approach, it should be noted that internalization into NSP was easy. It is vital that the process leading to dissemination be strategically promoted from the initial stage of the project even if it is the overall goal after the project period.

(2) The key to success to implement project remotely in conflict affected country/region is largely depending on the project national staff. Preliminary training, careful monitoring and guidance for national staff are important.

Although the project had to implement remotely from the middle of the project period due to deteriorating security, the reason why all the sub-projects could be completed was largely because appropriate technical and administrative instructions and monitoring were carried out to FPs and community through the national staff. The Japanese experts provided opportunities for the national staff to upgrade their skills by involving them in the training in Japan and domestic trainings with the counterpart personnel as well as by OJT. In addition, after project was managed remotely, monitoring and giving instruction to the national staff was done more carefully and ensured the thorough reporting from them. This led to success.

**Attachment 1: Status of Sub-Projects**

Province	District	CCDC	No	Sub-PJ	Cost (10,000 yen)	Period		At the time of Terminal Evaluation*				At the time of Ex-post Evaluation	
						Start	Completion	Satisfaction level	Quality	Cluster Effectiveness	Effectiveness	Rating**	Condition***
Balikh	Dawlat Abad	Bido	1	Improve ment of Commu nity Roads	800	2006.11	2007.10	Satisfied	High	High	<ul style="list-style-type: none"> <li>• Got easier for movement</li> <li>• Got easier for the access to the clinic</li> </ul>	5	No major problems*1
			2	Constru ction of Clinic	1,200	2006.11	2007.10	Satisfied	High	High	<ul style="list-style-type: none"> <li>• Reduced health problems by being able to access to the clinic.</li> <li>• Women CCDC became able to receive guidance from the monthly meeting held by the clinic.</li> </ul>	5	No major problems*1
		Sar-e-Deh	3	Constru ction of Middle School	1,918	2007.8	2009.5	Satisfied	High	High	<ul style="list-style-type: none"> <li>• Promoted information sharing between men and women.</li> <li>• Improved study environment for students</li> <li>• Could take lessons which has the same quality.</li> </ul>	5	*1
			4	Goat Raising	120	2007.8	2009.4	Satisfied	Fair	Low	<ul style="list-style-type: none"> <li>• Contributed to the income generation for women</li> <li>• Promoted information sharing between men and women</li> <li>• Possible to maintain individually, but difficult to maintain and prosper in the form of joint activity.</li> </ul>	2	Lack of fund*1
		Khair Abad	5	Improve ment of Commu nity Roads	1,880	2007.8	2008.12	Satisfied	High	High	<ul style="list-style-type: none"> <li>• Movement of women got easier.</li> <li>• Accessibility in the region got easier.</li> </ul>	—	No information
			6	Goat Raising	120	2007.9	2009.4	Satisfied	Fair	Low	<ul style="list-style-type: none"> <li>• Increased voices of women.</li> <li>• Contributed to the income generation for the poor family and women-headed family which were the target for distribution of goats.</li> <li>• Possible to maintain individually, but difficult to maintain and prosper in the form of joint activity.</li> </ul>	—	No information

Chimtal	Balooch	7	Improve ment of Commu nity Roads	1,520	2006.11	2008.12	Satisfied	Fair	High	<ul style="list-style-type: none"> <li>• Became accessible roads without 4WD car.</li> <li>• Got easy to access to the clinic.</li> </ul>	—	No information
	Urzgani	8	Improve ment of Commu nity Roads	1,880	2007.9	2009.4	Satisfied	High	High	<ul style="list-style-type: none"> <li>• Got easy to access for children to go to school.</li> </ul>	5	No major problems *2
		9	Income generati on through Tailorin g	1,200	2007.9	2009.4	Satisfied	Fair	Low	<ul style="list-style-type: none"> <li>• Started interactions of different ethnicities of CDCs.</li> <li>• A woman alone could go out.</li> <li>• Possible to maintain individually, but difficult to maintain and prosper in the form of joint activity.</li> </ul>	5	No major problems *2
	Yangi Quala	10	Improve ment of Commu nity Roads	1,880	2007.9	2009.4	Satisfied	High	High	<ul style="list-style-type: none"> <li>• Improved access in the region.</li> <li>• Protected from the damage by the flood (through construction of the culvert.)</li> </ul>	5	No major problems *2
		11	Income generati on through Tailorin g	120	2007.9	2009.4	Satisfied	Fair	Low	<ul style="list-style-type: none"> <li>• Improved the income.</li> <li>• Possible to maintain individually, but difficult to maintain and prosper in the form of joint activity.</li> </ul>	5	No major problems *2

Province	District	No	Sub-PJ	Cost (10,000 yen)	Period		At the time of Terminal Evaluation*				At the time of Ex-post Evaluation		
					Start	Completion	Satisfaction level	Quality	Cluster Effectiveness	Effectiveness	Rating**	Condition***	
Bamyan	Sayed Bada	12	Construction of Micro-Hydro Power Plant	1,400	2006.10	2008.11	Satisfied	Fair	High	• Able to interact and discuss between upstream Hazaras and downstream Tajiqs. (always fighting before)	4	Lack of project management by the community*3	
		13	Improvement of Irrigation Canal	600	2006.10	2008.10	Satisfied	Fair	High	• Expected to increase agricultural productivity.	4	Water does not available due to drought*3	
	Qarwana	14	Improvement of Community Roads	1,700	2006.10	2008.10	Satisfied	High	High	• Could go to upstream farm land with shorter time (detoured the mountain before) • Could go to upstream easily to dig coals.	3	Damaged by the flood but cannot repair due to lack of financial sources*3	
		15	Sheep Raising	300	2006.10	2008.3	Satisfied	Fair	Low	• Improved the income. • Male CCDC supported female CCDC and built relationship such as by purchasing drugs for female CCDC. • Possible to maintain individually, but difficult to maintain and prosper in the form of joint activity.	5	*3	
	Qorghan	16	Construction of Flood Protection Wall	1,100	2007.6	2009.11	Satisfied	Low	Fair	• One of three CDCs situated in the upstream may not get benefit.	—	Severely damaged by flood and natural disaster*3	
		17	Solar Panel Installation	1,156	2008.4	2008.8	Satisfied	High	Low	• Improved living • Works at night got easier.	4	The community has not been managed the project*3	
	Bamyan Center	Sayed Abad	18	Drinking Water Supply Network	2,000	2007.6	2009.1	Satisfied	High	High	• Expected to improve living by introducing electricity.	4	Some of water faucets have been lost but the satisfaction level from the community is high. The community themselves increased water tanks.*4

	Sheberio	19	Construction of Irrigation Dam	2,146	2007.6	2010.8	Satisfied	Fair	High	• Conflict over the water was existed before. But the discussion has begun.	5	*3
		20	Carpet Weaving	300	2007.10	2010.6	Satisfied	Fair	-	• Possible to maintain individually, but difficult to maintain and prosper in the form of joint activity.	1	The community itself did not want to continue the project. Only the building for the training is left. Members of the project work at home individually.*4
Yakawlang	Natiag	21	Construction of Micro Hydro Power Plant	2,432	2007.10	2009.11	Satisfied	High	High	• Improved living • Saving the cost for kerosene.	5	*3
		23	Carpet Weaving	300	2007.10	2010.6	Satisfied a little	Low	-	• Possible to maintain individually, but difficult to maintain and prosper in the form of joint activity.	1	The project was not continued due to lack of interest from the community.*3

Province	District	No	Sub-PJ	Cost (10,000 yen)	Period		At the time of Terminal Evaluation*			At the time of Ex-post Evaluation		
					Start	Completion	Satisfaction level	Quality	Cluster Effectiveness	Effectiveness	Rating**	Condition***
Kandahar	Dand	24	Improve ment of Commu nity Roads	1,000	2007.10	2009.4	Satisfied a little	High	Low	• Access to the national road easier, which made easier to access to the market in the Kandahar city.	5	Condition of roads is good. Community made the roads asphalt. *5
		25	Installat ion of Solar Panel	1,224	2007.10	2009.11	Satisfied	High	High	• Housekeeping works by women at night got easier by receiving solar panel.	—	
		26	Extensi on of Power Supply Lines	1,114	2007.10	2009.11	Satisfied	Fair	High	• Expected to industrial development by energization.	5	
	Dannan	27	Extensi on of Power Supply Lines	1,286	2007.10	2009.11	Satisfied	Fair	High	• Expected to industrial development by energization.	1	No major problems.*5
		28	Repair of Irrigatio n Canal	1,000	2007.10	2009.4	Satisfied	Fair	High	• Expected to improve agricultural productivity.	1	CCDC functioned effectively to solve various community problems.*5
	29	Kariz (underg round water canal) Revitali zation	1,000	2007.10	2009.4	Satisfied	Fair	High	• Expected to prevent wasteful water flow and to make effective use of limited resources.	—		

\* “Satisfaction level” and “Effectiveness”: Based on the interview to CCDC leader at the time of the terminal evaluation. “Quality”: evaluated by the implementation consultant.

\*\* “Rating”: Based on the beneficiary survey results to the CCDC members, villagers and FPs (implemented in May 2016) at the time of ex-post evaluation. Rating is from 1 to 5, 5: Fully functioning, 4: Functioning but have some problems, 3: Functioning but have big problems, 2: Poorly functioning, 1: Not exist anymore, —: No answer.

\*\*\* “Condition” : Reply is: \*1 DRRD (Balkh), \*2 DDA (Balkh), \*3 PRRD (Bamyan),\*4 UN-HABITAT (Bamyan), \*5 Beneficiary Survey (Kandahar)

Source: Terminal Evaluation Report, Results of questionnaires to the implementing agencies and FPs, Results from the beneficiary survey.