

Islamic Republic of Afghanistan

FY 2016 Ex-Post Evaluation of Technical Cooperation Project  
“JICA Support Programme for Reintegration and Community Development in  
Kandahar”

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## 0. Summary

The project was implemented in Kandahar province in Afghanistan aiming at developing human resources who were engaged in community development programs utilizing local resources through Community Development Councils (hereinafter referred to as “CDC<sup>1</sup>”) which was established by the National Solidarity Program (hereinafter referred to as “NSP<sup>2</sup>”). Through implementing community development activities by the improved human resources, the project pursued the goal that the villagers enjoy their development.

Support for returnees and internally displaced persons (hereinafter referred to as “IDP”) to be socially integrated after the civil war is stipulated as a priority issue in the country’s policy. There was an urgent need to develop an environment that allows returnees and host communities to live steadily without conflict in Kandahar province where many returnees flow in. Therefore, it is consistent with the country’s policy and development needs. 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 reconstruction and self-reliance of communities in Afghanistan. Therefore, the relevance of the project is high.

The project objective of “developing human resources who are engaged in community development” was achieved by the combination of acquiring theory through series of training and actual practice through implementing sub-projects. Cases were

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<sup>1</sup> CDC is the newly formulated local governance body. The members of CDC are representatives elected from the groups of 25-300 households in a village and which are formed in order to implement the National Solidarity Program (NSP). CDC was set up to become a forum to discuss community issues and action plans.

<sup>2</sup> NSP is one of the national priority programs in Afghanistan. NSP has implemented to improve water supply/sanitation facilities, rural roads, irrigation, power supply, access to health and education and so on.

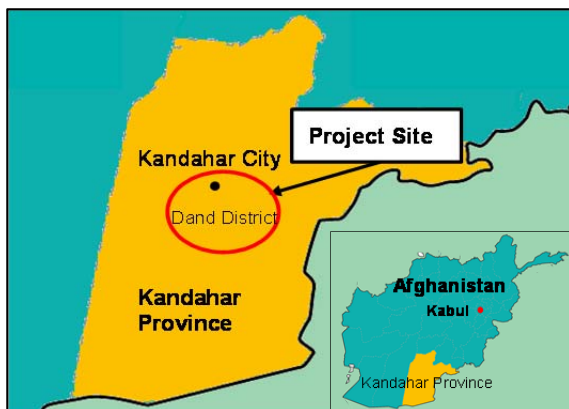
<sup>3</sup> The initiative was launched by the Government of Japan to support regional comprehensive development towards reconstruction of Afghanistan in 2002. The initiative is designed to grope the desirable modality of comprehensive development for the reconstruction, and to achieve seamless transition 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)

also confirmed where community activities have been conducted by the trained personnel utilizing the project outputs after the project was completed. Although the number of confirmed cases and the extent of areas are limited, it can be said that the overall goal of enjoying development through community development activities utilizing local resources has been achieved to some extent. The other impacts apart from community development were also observed such as fostering the local human resources for national development in Afghanistan and enhancing the resilience of the community which will contribute to peacebuilding. Therefore, effectiveness and impact of the project are high.

Both the project cost and project period were within the plan. Thus, efficiency of the project is high. In regard to sustainability, it cannot be judged since the institutional and financial aspects for sustainability of the project effects could not be determined.

In light of the above, the overall rating of this project cannot be derived since one of the evaluation items – sustainability – which is necessary to come up with the overall rating of the project cannot be judged.

## 1. Project Description



Project Location



Constructed public bath  
(at the time of the ex-post evaluation)

### 1.1 Background

In the southwestern region of Afghanistan, due to the prolonged conflict and drought, there were many refugees and IDPs. After the collapse of Taliban regime, many refugees returned from the neighboring countries, however, it was difficult to resettle to their homeland because of the lasting drought and the lack of employment opportunities. Most of IDPs also failed to return to their homeland due to ethnicity problems and drought, so that they continued to stay in the surrounding area of Kandahar city. Furthermore, conflicts over limited employment opportunities between returnees/IDPs

and host communities became evident. Emergency humanitarian assistance by the international community played a certain role at the time. However, it had not been able to establish the living environment and the foundation of economic activity for the region that would lead to the reintegration of the returnees.

Under the policy of supporting the seamless transition from emergency humanitarian assistance to sustainable integrated regional development, Japan decided to implement this project in Kandahar Province for five years from June 2004 aiming at community development (improvement of livelihood and income generation activities) in view of “Human Security” that includes returnees and IDPs. At the same time, the project also aimed the local human resource development of the Ministry of Rural Rehabilitation and Development (hereinafter referred to as “MRRD”), Provincial Rural Rehabilitation and Development (hereinafter referred to as “PRRD<sup>4</sup>”), local NGOs and the JSPR project National Staff (hereinafter referred to as “NS”).

This project was implemented by the Proposal Type of Technical Cooperation (PROTECO<sup>5</sup>) scheme.

## 1.2 Project Outline

Overall Goal		Villagers including returnees in Kandahar enjoy their development through community development projects implemented using locally available resources
Project Purpose		The capacities of those who are engaged in development programs are developed to manage sustainable community development activities
Output	Output 1	Those who are engaged in community development acquire knowledge and mind-set required for carrying out participatory community development projects through training programs.(Theory)
	Output 2	Those who are engaged in community development acquire skills and attitudes required for carrying out participatory community development projects through implementation of projects for Community Development.(Practice)
	Output 3	Those who are engaged in community development are able to have better coordination and to effectively collaborate among themselves.
	Output 4	A model of strengthening system of CDCs by utilizing locally available resources is developed.
Total cost (Japanese)		736 million yen

<sup>4</sup> PRRD is the provincial office of MRRD.

<sup>5</sup> PROTECO scheme is one of the technical cooperation schemes of JICA, although currently it is not in use. Under PROTECO, the private consultant company is involved either from the project formulation or the preparation stages. Therefore, the private consultant company covers everything from submitting the project proposal to actual implementation.

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Period of Cooperation	January, 2005 - June, 2009
Implementing Agency	Ministry of Rural Rehabilitation and Development (MRRD) Provincial Rural Rehabilitation and Development in Kandahar (PRRD)
Supporting Agency/Organization in Japan	<ul style="list-style-type: none"> <li>• Community Development Council (CDC) members</li> <li>• Facilitating Partners (FPs) (Non-profit organizations which act as intermediators for implementation of sub-projects by CDC)</li> </ul>
Related Projects	Pacific Consultants International Co., Ltd. <sup>6</sup> (Oriental Consultants Global Co., Ltd. (Current))
Related Projects	<p>&lt;Technical Cooperation Project&gt;</p> <ul style="list-style-type: none"> <li>• Inter-Communal Rural Development Project (IRDP) (December 2005 - October 2010)</li> <li>• Project on Enhancing Women’s Economic Empowerment in Afghanistan (EWEEP) (February 2005 - February 2008)</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 Program (NABDP)</li> </ul>

### 1.2.1 About the “JSPR<sup>7</sup> model”

The project formulated the guidelines for developing human resources involved in community development and the measures on how to approach to the community. The content that summarized those guidelines and measures is called “JSPR model<sup>8</sup>”. In concrete, it is the “model” to develop local human resources for community development through making them understand theory and conducting actual implementation. Theory includes community development methodologies such as Participatory Rural Appraisal (PRA), Project Cycle Management (PCM), Monitoring & Evaluation (ME) and planning and implementation of training. The practice part includes actual implementation of infrastructure and non-infrastructure community development projects. The project developed guidelines and manuals concerning these methodologies and concept. It was expected that those guidelines and manuals would be utilized not only for human resource development but also for implementation of community development activities.

<sup>6</sup> As a PROTECO project, JICA signed a project implementation contract with Pacific Consultants International Co., Ltd. and jointly carried out the project from the formulation stage to implementation.

<sup>7</sup> JSPR is the abbreviation of this project title, “JICA Support Programme for Reintegration and Community Development in Kandahar”.

<sup>8</sup> Terminal Evaluation Report, P.28.

### 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 prospect to achieve the project purpose was high. The rationale was that the project outputs except Output 4, development of “JSPR Model”, have almost reached satisfactory levels. It was pointed out, in particular, that those who were engaged in community development have improved their capacity by the enhancement of understanding of theory under Output 1 and actual practice under Output 2. In addition, it was also raised that Output 3 has promoted information sharing and communication among stakeholders.

#### 1.3.2 Achievement Status of Overall Goal at the Time of the Terminal Evaluation (including other impacts)

At the time of the terminal evaluation, the level of achievement of overall goal could not clearly be judged. The reasons behind were pointed out that the ways of utilization and expansion of the model had not been determined at the time of the terminal evaluation and that the utilization of the model was depending on the finance and security situation for implementing community development.

The terminal evaluation indicated that there was possibility to expand the model by MRRD to other regions, citing the case as other impact that the neighboring villages has imitated and adopted the experience and methodology of the target villages of the project.

#### 1.3.3 Recommendations from the Terminal Evaluation

##### (1) Recommendation by the end of the Project Period

- 1) Active involvement of MRRD officials should be done in compilation of JSPR Model.
- 2) In formulation of the model, in order to enhance reproducibility to other regions, the procedures and methods should be improved to cope with CDCs which have relatively low capacity.

##### (2) Recommendation after the Project Completion

- 1) It is necessary to have a mechanism to keep trained officials in the ministry since the training effect would not be sustained due to the frequent transfer of personnel in MRRD.
- 2) Development activities at the village level are often implemented by different ministries concerned without coordination. MRRD should promote coordination

among technical line ministries (Ministry of Agriculture, Ministry of Health and Sanitation, Ministry of Education, etc.) at the field level, utilizing the merit that MRRD is a leading ministry of rural development.

- 3) Facilitating Partners (FPs<sup>9</sup>), mainly local NGOs, hired in the project should be actively utilized as local resources.
- 4) It is necessary to create administrative mechanisms to support periodical review and revision of the “Community Development Plan” which is the absolute requirement for CDC to continue activities.

## **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 - September 2017

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

### 2.3 Constraints during the Evaluation Study

Due to security issues, 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. Accordingly, there are limitations on the amount and quality of data and information compared to the standard ex-post evaluation for which the external evaluator would conduct a field visit. Furthermore, there were some project sites where even the local consultant could not conduct the field survey because of security reason. In addition, the project commenced 12 years ago and seven years have passed since its completion.

Therefore, the information sources were very limited. The information which was collected and confirmed from the government officials, villagers and relevant FPs who were involved in the project was at the minimum necessary level.

In the beneficiary survey on 19 sub-projects<sup>10</sup>, it required time even to identify the

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<sup>9</sup> FPs also take role of promoting community activities as facilitators in NSP. In this project, FPs were hired from local NGOs in view of utilization of local resources.

<sup>10</sup> Sub-projects are the CDC-based community development projects conducted as activities in this project. There are infrastructure and non-infrastructure projects.

project sites since the original CDC members and relevant villagers were difficult to find due to the elapsed time and reorganization of some villages. It was not also possible to specify the background reasons of sub-projects that were not functioning at the time of the ex-post evaluation. Other difficulties that were included were restrictions on documents available at the time of the ex-post evaluation. Because of that, the detailed analysis on project cost could not be conducted. In this way, it was difficult to confirm much of the information on comparison of before and after. Other than that, due to difficulties to interview female villagers in Kandahar province, where the traditional society has been maintained, the beneficiary survey was answered only by male. Therefore, the impact on women could not be analyzed in depth.

### **3. Results of the Evaluation (Overall Rating: N/A<sup>11</sup>)**

#### **3.1 Relevance (Rating: ③<sup>12</sup>)**

##### **3.1.1 Consistency with the Development Plan of Afghanistan**

At the time of planning, one of three pillars of National Development Framework (NDF) (2002) was the reintegration of returnees and IDPs. Therefore, the project is contributing the said policy. In particular, poverty reduction and improvement of livelihood were raised as one of priority issues. As a strategy, the Afghan government positioned NSP as one of the national priority programs and implemented it with assistance from the international organizations and donors. The project was based on the community development methodology of NSP, thus, the project was in line with the Afghan policy.

At the time of the project completion, 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 entry point for community development programs and activities. Therefore, the project is well consistent with the Afghan development plan both at the time of planning and project completion.

##### **3.1.2 Consistency with the Development Needs of Afghanistan**

At the time of planning, Kandahar province was an area where refugees from Iran and returnees were concentrated. Further inflow of returnees was expected due to the promoting of return by the international society<sup>13</sup>. Therefore, it was highly necessary to

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<sup>11</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory, N/A: Not evaluable

<sup>12</sup> ③: High, ②: Fair, ①: Low

<sup>13</sup> According to the statistics of UNHCR, it is reported that the return from Iran and Pakistan has started

promote reintegration in such a way that returnees and host communities could live peacefully without conflict. On the other hand, most of the aid from the international community was concentrated on the humanitarian assistance. It can be said that there was a high need to foster human resources to promote community development in view of advancing medium and long term development like this project. The government has been promoting community development by NSP, however, in order to make it widely beneficial throughout Afghanistan, it focused on increasing the communities that have experienced NSP by basically implementing only one time assistance to each community. It was not possible to build the capacity for the community to implement similar projects with only one NSP experience. Therefore, it was necessary to establish a foundation to implement sustainable community development after NSP's implementation.

MRRD, the implementing agency, lacked capacity of management for rural development due to the prolonged conflict. In implementing NSP, some roles which MRRD should have taken were supplemented by utilizing FPs. Nevertheless, it was identified that there was a need to improve implementation capacity of FPs and PRRD, an outpost of MRRD at the provincial level.

At the time of the project completion, the needs for rural community development were high in Afghanistan. Furthermore, the needs to upgrade capacity of the implementing agency and those who engaged in community development were high.

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 Consistency with Japan's ODA Policy

Japan advocates regional comprehensive development assistance (Ogata Initiative) in October 2002 focusing on enhancement of capacity of Afghanistan transitional government, regional recovery and promotion of self-reliance of the community in order to achieve the seamless assistance from humanitarian to recovery and reconstruction as soon as possible. Kandahar province is one of priority areas of the Ogata Initiative.

Japan's ODA Charter (2003) stipulates "peacebuilding" as one of the priority

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since 2002 and at the time of project commencement in 2005, the number of returnees has reached 4.2 million in total. The following push factors of return are raised. Iran has accepted Afghan refugees since the 1980's when the Soviet invasion occurred. However, due to the increase in the impact on its own society and economy, Iran converted the policy to Afghanistan in the latter half of 1990 from the acceptance of Afghan refugees to the promotion of return. In 2002, Iran concluded the tripartite agreement with UNHCR and the Government of Afghanistan in order to accelerate the return of Afghan refugees. Pakistan also made the tripartite agreement with UNHCR and the Government of Afghanistan for the first time to promote return of Afghan refugees in 2003. On the other hand, a pulling factor for return of Afghan refugees was considered that Kandahar province was enjoying peace at the time.  
<http://www.unhcr.org/news/latest/2005/9/4332c2d84/afghan-returns-pass-400000-mark-2005-reaching-42-million-overall.html> (Accessed on 19 September 2016)



issues. Japan sets the three pillars of priority areas of assistance to Afghanistan which are; “peace process”, “domestic security” and “expansion of assistance for reconstruction and development”. Based on these, the assistance for consolidation of peace has been carried out. In particular, assistance in agriculture and rural development which is the related area of this project is mentioned in the priority area of reconstruction and development.

At the International Conference on Reconstruction Assistance to Afghanistan held in February 2003 in Tokyo, Japan pledged up to USD 500 million for assistance in recovery and reconstruction which would be delivered over the next two years and six months. Accordingly, the project became one of the evidences to show reliable fulfillment of Japan’s pledge. Thus, the timing of commencing the project was judged as appropriate.

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

#### 3.1.4 Appropriateness of Project Plan and Approach

The project covered community as a whole in a balanced manner such as targeting not only refugees and returnees but also residents of surrounding areas. In selection of project sites, after surveying the socio economic situation including ethnicity, women and returnees, the project paid due consideration to transparency by making sure that consensus building among stakeholders be done openly in all processes. At the reconstruction assistance period, consideration is important to take an approach as to avoid unnecessary friction. Therefore, such approach that the project took was appropriate for peacebuilding. In addition, it can be said that the approach to utilize the existing CDC was appropriate because it is easy for the community to accept and it also led to consistency with the government approach of NSP.

Kandahar province, the target areas of the project, did not have security problems at the beginning of the project and the deterioration of security was unexpected. The security situation of Kandahar province deteriorated during the project implementation period and the Japanese experts could not enter in the project sites in Kandahar. Therefore, the project had to be managed remotely from Kabul since June 2006. In this connection, the number of target communities to implement sub-projects was reduced from 36 to 10. Besides this, one of the two original project purposes, “to improve livelihood and social environment of the target community” was deleted and the project design was modified focusing on the other project purpose of “human resource development of those who engaged in the development”. As a result, Output 4 was added for compiling achievement from Output 1 to Output 3 as a “model”. The change of the approach to narrow down the target community and to focus the project purpose on

human resource development was judged as a realistic choice in order to cope with the remote operation, ensure the quality of the project and complete it within the defined project period.

Accordingly, 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>14</sup> (Rating: ③)

#### 3.2.1 Effectiveness

##### 3.2.1.1 Project Output

The project aimed to strengthen operational capacity of implementing sustainable community development for those engaged in community development (government officials from MRRD and PRRD, FPs and community themselves) through acquiring series of methodologies of participatory community development (Output 1) and actual practicing (Output 2). The project also aimed at the establishment of mechanism for effective coordination and cooperation among relevant stakeholders (Output 3) and the development of approach for capacity building of those involved in community development and actual implementation of development projects which is derived from the experience and lessons learned from the above three outputs (Output 4). The status of achievement of the four outputs is as follows.

(1) Output 1: Those who are engaged in community development acquire knowledge and mind-set required for carrying out participatory community development projects through training programs (Theory)

Table 1 Achievement of Output 1

Indicators	Actual
【 1-1 】 80% of participants can understand contents of trainings and are satisfied with trainings.	<u>Achieved</u> The survey at the time of the terminal evaluation showed that more than 80% of participants evaluated the contents of trainings as satisfactory. Thus the indicator was achieved.

<sup>14</sup> Effectiveness is to be evaluated together with Impact.

<p><b>【1-2】</b> At least 10 CDC members, 4 CLDD/MRRD<sup>15</sup> staffs, 5 PRRD staffs, 5 FP staffs, and 8 JSPP staffs completed all compulsory trainings<sup>16</sup>.</p>	<p><u>Almost Achieved</u> In total, 385 people (91 MRRD staffs, 47 PRRD staffs, 96 FP staffs, 82 NS, 12 provincial government staffs, 50 CDC members, 7 others) have participated in the trainings including field visits. Among them, 15 or more MRRD (CLDD) staffs, 6 or more PRRD staffs, 14 or more FP staffs have completed the compulsory trainings. However, due to the frequent departure and transfer of MRRD and PRRD staffs during the project implementation, the necessary knowledge and skills have consolidated in the organization within a limited level.</p>
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Indicator 1-1 under Output 1 was achieved. Indicator 1-2 was achieved in terms of the target numbers of people of each relevant organization who have completed the compulsory trainings. Thus, it can be said that Output 1 was almost achieved. On the other hand, although the target number of participated people of the trainings was achieved, due to the frequent transfer and departure of the government counterpart personnel, the achievement was limited in view of the consolidation of skills.

(2) Output 2: Those who are engaged in community development acquire skills and attitudes required for carrying out participatory community development projects through implementation of projects for community development (Practice)

Table 2 Achievement of Output 2

Indicator	Actual
<p><b>【2-1】</b> 60% of villagers are satisfied with community development projects achieving the goals and aims set up by community people themselves.</p>	<p><u>Achieved</u> At the time of project completion, 85% of respondents from the target 10 CDCs answered that they are satisfied with the sub-projects.</p>
<p><b>【2-2】</b> Improvement of participation, qualitative and quantitative.</p>	<p><u>Achieved</u> According to the terminal evaluation report and completion report, while NSP did not necessarily require the proactive participation by the community from the beginning, the</p>

<sup>15</sup> Community-Led Development Department (CLDD) is the department in charge of community development in MRRD.

<sup>16</sup> The compulsory trainings are concerning on PRA, PCM and M&E.

	<p>project made it a principle for the community to participate in the planning stage up to implementation stage of the sub-projects implemented through CDC-based methodology. In doing so, qualitative improvement of participation was observed.</p>
<p><b>【2-3】</b> Community Development Plans of the target CDCs which were developed under NSP, are updated.</p>	<p><u>Achieved</u> Community Development Plans of all 10 target CDCs were revised.</p>
<p><b>【2-4】</b> Those who are trained by JSPR trainings utilize acquired skills for planning, monitoring and evaluation of sub-projects.</p>	<p><u>Achieved</u> Monitoring activities of sub-projects were conducted by using the skills acquired by Output 1. In the Rural Skill Promotion Project, as shown in Table 5, under the supervision of the project experts and NS, FPs and PRRD staffs conducted post evaluation after the implementation of skill trainings.</p>
<p><b>【2-5】</b> Increased access to social infrastructure in target communities and to skilled workers in target area</p>	<p><u>Achieved</u></p> <ul style="list-style-type: none"> <li>• As shown in Table 3, through the implementation of infrastructure sub-projects in the areas of water supply, city power, drainage, and protection wall, the access to the social infrastructure was improved.</li> <li>• Through the implementation of non-infrastructure projects such as plumbing training and literacy project, access to skilled persons were improved.</li> <li>• Retraining of skilled workers and skill training of women were conducted by Rural Skills Promotion Project. In total 90 people received trainings over two years. It led to the improvement of the access to skilled workers for neighboring communities (Table 4).</li> </ul>
<p><b>【2-6】</b> Improvement of living conditions in target communities</p>	<p><u>Achieved</u></p> <ul style="list-style-type: none"> <li>• As shown in Table 3, 19 sub-projects based on the villagers' needs were conducted in the target 10 villages, so that the living conditions were improved.</li> <li>• As shown in Table 5, according to the post evaluation of Rural Skills Promotion Project during the project period, significant number of repairs were conducted and new products were installed in the areas of hand pumps,</li> </ul>

	electric works and carpentry by the 90 trained workers. The local women who have received training could take orders for embroidery for clothes.
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As shown in Table 2, six indicators under Output 2 have been achieved and Output 2 was achieved.

In the practice part of Output 2, the project conducted 19 participatory community development projects in 10 villages in Dand district utilizing the skills and knowledge acquired by Output 1 (sub-projects in Table 3), and Rural Skills Promotion Project in the same district (Table 4).

In implementation of sub-projects, under the facilitation of FPs, firstly, the CDCs themselves reviewed the existing community development plans utilizing PRA methodology which they learned under Output 1. Then, the detailed draft sub-projects were formulated and each CDC selected one infrastructure project and one non-infrastructure project followed by implementation. Furthermore, by utilizing monitoring and evaluation skills acquired under Output 1, the monitoring activities and post-evaluation were also conducted during the project period. In this way, the project did not only aim at the implementation of sub-projects themselves but also at learning a series of processes of community development activities. As a result, the sub-projects that contributed to improving living conditions for communities in the target areas were completed as planned.

Rural Skills Promotion Project was an activity implemented because the number of target villages to implement sub-projects has been reduced due to deteriorating security. It was conducted in the areas where sub-project were not covered in Dand district, aiming at developing human resources with the skills required in rural areas and making it easier for villagers to access skillful people than before. In implementation, the local NGOs hired by the project as FPs taught male villagers the skills necessary for repair and construction of wells, the skills necessary for carpentry work, and the skills necessary for electrical works. For female villagers, they taught embroidery skills.

The achievement of sub-projects is summarized in Table 3. Table 4 and Table 5 are the summary of Rural Skills Promotion Project.

Table 3 19 Sub-Projects conducted in the target 10 villages

	Target village	Infrastructure Project	Non-Infrastructure Project	FP (Local NGO)
1	Loy Balakrz	Protection Wall Construction	Cow Dairy Farm	LKRO
2	Ghulam Dastagir Kalacha	City Power Project	Literacy Project to Support Street and Working Children	LKRO
3	Deh Khatai	Protection Wall Construction	Cow Dairy Farm	LKRO
4	Deh Kochi	Protection Wall Construction	Cow Dairy Farm	ALO
5	Yakh Kariz	Drainage Construction	Cow Dairy Farm	ALO
6	Kshata Kokaran	Water Supply Project	Plumbing Training	ALO
7	Kakaro Ghoshkhana	City Power Project	Cow Dairy Farm	HAPA
8	Deh Bagh	Hamam (Public Bath) Project	Cow Dairy Farm	HAPA
9	Karz	Drainage Construction	Cow Dairy Farm	HAPA
10	Gundigan*	Water Supply and Plumbing Training		HAPA

\*The sub-project in Gundigan village was conducted as one project because infrastructure and non-infrastructure components were related to each other.

LKRO : Loy Kandahar Reconstruction Organization, ALO: Afghan Literacy Organization, HAPA: Humanitarian Action for People of Afghanistan

Source: Modified from the Completion Report by the evaluator.

Table 4 Rural Skill Promotion Project

Year	Skill Training	Number of Trainees	FP
2005	Hand Pump Repair	36	SADA
2006	Carpentry	12	VARA
	Electric Work	12	
	Electric Water Pump Repair	12	
	Embroidery	18	
<b>Total</b>		<b>90</b>	

SADA: Southern Afghanistan Development Association

VARA: Voluntary Association for Rehabilitation of Afghanistan

Source: Modified from the Completion Report by the evaluator

Table 5 Number of Provided Services after trainings by Rural Skill Promotion Project

Achievement after skill training in 2005		
Hand Pump Repair	Repair	672
	New Installation	20
<b>Total</b>		<b>692</b>
Achievement after skill training in 2006		
Carpentry	Repair	32 (door, window)
	New Product	70 (door, window, chair, table)
Electric Water Pump Repair	Repair	78
	New Installation	18
Electric Work	Repair	5
	New Installation	67 (Electric wire installation)
Embroidery	New Product	50 (scarf, male clothes)
<b>Total</b>		<b>320</b>

Source: Modified form the Completion Report by the evaluator

(3) Output 3: Those who are engaged in community development are able to have better coordination and to effectively collaborate among themselves.

Table 6 Achievement of Output 3

Indicator	Actual
<p>【 3 】 Increased capacity for coordination and working together</p>	<p><u>Limited</u>            At the central level, the information sharing and coordination were realized among ministries and other related JICA projects. According to the completion report, however, such coordination could not be done unless the Japanese experts took the lead. As a result, strengthening of capacity of MRRD on coordination became limited. On the other hand, according to the interview with the FP at the time of the ex-post evaluation, at the field level, improvement of coordination capacity of PRRD was observed. As PRRD was involved in selection, implementation and monitoring of sub-projects, they learned the process of the community development and strengthened the relation with the relevant stakeholders. In fact, PRRD was able to smoothly carry out the coordination with the relevant stakeholders when there was a problem at the site. Consequently, improvement of PRRD capacity on coordination was observed.</p>

As seen in Table 6, at the field level, improvement of coordination capacity of PRRD was confirmed, however, there was limited improvement of coordination and collaboration capacity at the headquarters level of MRRD. The completion report pointed out that the background reason for this was caused by the frequent transfer and departure due to the restructuring of MRRD at that time. It was also indicated that the structure of MRRD itself had not been solid. Accordingly, the achievement level of Output 3 was limited.

(4) Output 4: A model of strengthening system of CDCs by utilizing locally available resources is developed.

Table 7 Achievement of Output 4

Indicator	Actual
<p>【4-1】 Level of understanding of Afghan authorities and donors concerning the developed model</p>	<p><u>Limited</u></p> <p>Guidelines and manuals for JSPR Model were completed within the period. According to the completion report and interview with the implementing consultant, however, those guidelines and manuals were developed mainly by the Japanese side since the absence of counterpart personnel continued due to the restructuring of MRRD.</p> <p>The project conducted a seminar for discussing a draft and a seminar after the completion of documents for MRRD staffs. According to the implementing consultant, regarding MRRD HQs staffs, they acquired the basic concept of the JSPR model. Meanwhile, the related persons at the field level permeated the understanding of the JSPR model through experiencing Output 1 and Output 2.</p> <p>The seminar to share the information to donors was not conducted.</p>
<p>【4-2】 MRRD utilizes lessons learnt from JSPR to its policy and/or strategy concerning community led development</p>	<p><u>Not achieved</u></p> <p>According to the implementing consultant, MRRD established a follow-up committee to discuss on the utilization of completed guidelines and manuals. The discussion was held once or twice. However, the discussion was not transferred to policy or strategy by the time of project completion.</p>

As seen in Table 7, the understanding of the central officials remained at the level of basic concept because the absence of the officials continued and the development of manuals were mainly done by the Japanese side. The guidelines and manuals were developed with the lessons learned from the activities carried out on site. Therefore, it is considered that those who have been involved in the community development at the field level such as provincial officials like PRRD, target communities and FPs have understood the JSPR model deeply. Meanwhile, indicator 4-2 was not achieved. Therefore, the achievement level of Output 4 is limited.



### 3.2.1.2 Achievement of Project Purpose

Table 8 shows the level of achievement of project purpose. Each of the indicators for project purpose was almost achieved at the time of the terminal evaluation.

Table 8 Achievement of Project Purpose

Project Purpose	Indicator	Actual
The capacities of those who are engaged in development programs are developed to manage sustainable community development activities	(1) PRRD Kandahar can facilitate and monitor community development activities in cooperation with MRRD/CLDD	<u>Almost achieved</u> In total, 33 PRRD Kandahar staffs received trainings. 10 PRRD staffs among them participated in the field visit to support and monitoring of community development activities. They have gained knowledge on needs identification, implementation support and monitoring through learning “theory” by the trainings and engaging in the “practice” of community development activities. However, it was noted that the participation from MRRD has become limited due to the frequent transfers and replacement caused by the MRRD’s reorganization.
	(2) The target CDCs can manage community development sub-projects with participatory manner and transparency	<u>Achieved</u> The target CDCs have acquired know-how on management of community development project through the implementation of community development activities with their ownership, motivated by workshops and OJT that were conducted by FPs.

As shown in Table 8, the two indicators set for the project purpose were achieved. On the other hand, there were variations in the degree of achievement of the four outputs. Nevertheless, it was noted that the achievement of the project purpose of fostering human resources related to community development contributes largely from Output 1 and Output 2 among the four outputs. Output 1 promoted understanding on community development methods and concepts. Output 2 facilitated accumulation of experience and promoted understanding of knowledge and skills learned through implementing sub-projects and Rural Skills Promotion Project. As described in Output 3 and Output 4, in terms of strengthening the capacity of CLDD/MRRD and PRRD, which are the implementing agencies, sufficient participation in trainings has not been secured since the structure of MRRD has not been fully established during the time of restructuring. However, it was observed that the capacity of coordination at the field level was

improved in implementing community development and the basic concept of JSPP model was understood by them. In addition, it was considered as useful to allow the government officials to actually experience the operation of community development activities, since they could apply the experience to the operation and management of NSP and other similar community development projects that use CDC as a core body. Therefore, at the completion of the project, it can be said that the project purpose was almost achieved.

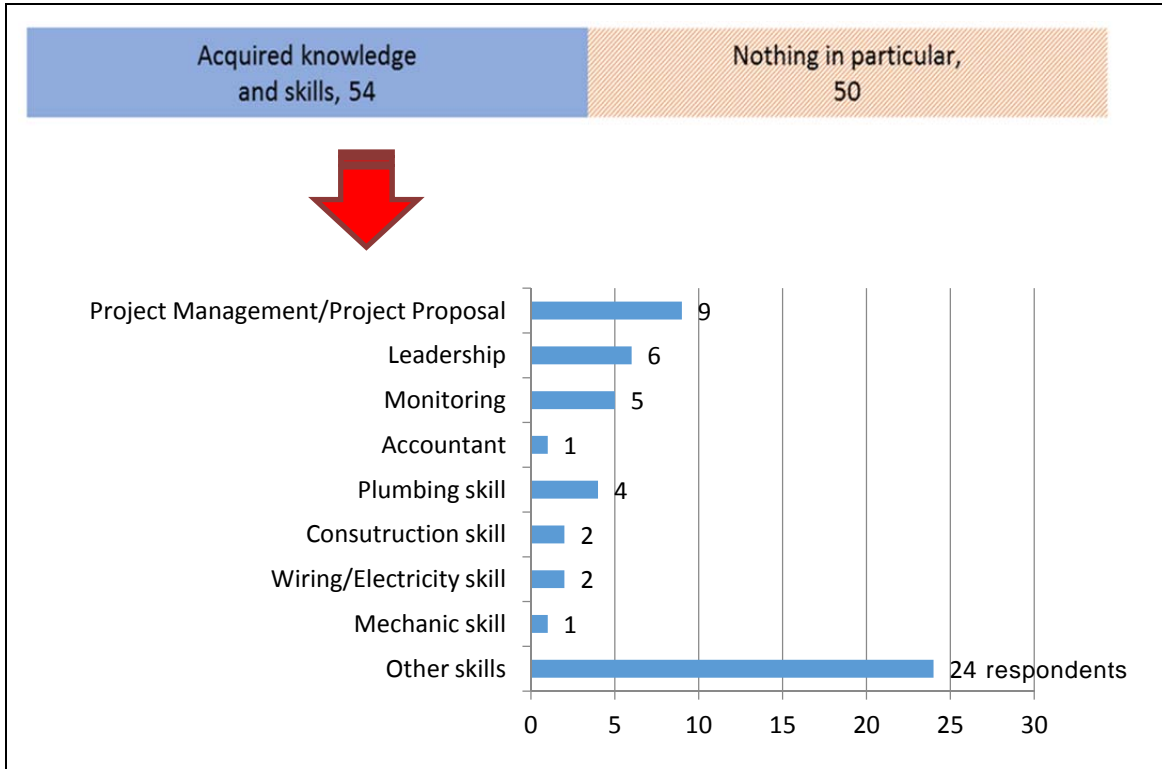
It should be noted that the project purpose, development of human resources related to community development, was targeting not only government officials who were the counterpart personnel, but also CDC members, community themselves, FPs and NS. As described above in Output 1 and Output 2, the capacity of FPs who served as the promoter of community development and NS of the project has been strengthened on planning, implementation and monitoring of community development project.

According to the beneficiary survey<sup>17</sup> for CDC members and community members conducted at the ex-post evaluation, 54 respondents (52%), about half of the 104 respondents, have answered that they have gained certain level of knowledge and skills on community development by the project as shown in Figure 1. Specifically, there were 21 respondents (20%) who have learned knowledge and skills on project operation such as project management, leadership and monitoring. 9 people (9%) responded that they have learned individual technical skills such as plumbing, construction and electricity. There were also 24 respondents (23%) who have answered “other skills”. These acquired skills such as basic construction technical skills are regarded as necessary and useful to implement community development projects by the community themselves utilizing local resources. This shows the effectiveness of the capacity building by the project.

Those who answered that they have acquired knowledge and skills are not many in terms of the number. However, as described above in the constraints during the evaluation study, considering that more than seven years have passed since the project completion, it is assumed that when we look back to the time of project completion, more villagers involved in the project would have been staying at the project sites and that the number of villagers who have acquired knowledge and skills by the project would have exceeded the number confirmed at the time of the ex-post evaluation.

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<sup>17</sup> For beneficiary survey, a total of 104 samples (16 CDC members (15.4%), 88 villagers (84.6%)) were collected from the target 10 villages of Kandahar province where the sub-projects were conducted. All 104 interviewees were male due to difficulties to interview to female. (implemented in May 2016)



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

Figure 1 Knowledge and Skills acquired by the Project (n=104)

### 3.2.2 Impact

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

##### (1) Status of Sub-Project

The status of 19 sub-projects at the time of the ex-post evaluation is summarized in Table 9 and Table 10 as a result of beneficiary survey. Although in Gundigan village one sub-project was conducted, for convenience it is listed separately into infrastructure and non-infrastructure projects.

Table 9 Status of Infrastructure Project at the time of the Ex-post Evaluation

	Target Village	Infrastructure Project	Status <sup>18</sup> (at the time of the ex-post evaluation)
1	Loy Balakrz	Protection Wall Construction	4: Functioning but have some problems
2	Ghulam Dastagir Kalacha	City Power Project	3: Functioning but have big problems
3	Deh Khatai	Protection Wall Construction	5: Well functioning
4	Deh Kochi	Protection Wall Construction	5: Well functioning
5	Yakh Kariz	Drainage Construction	2: Poorly functioning
6	Kshata Kokaran	Water Supply Project	4: Functioning but have some problems
7	Kakaro Ghoshkhana	City Power Project	5: Well functioning
8	Deh Bagh	Hamam (Public Bath) Project	2: Poorly functioning
9	Karz	Drainage Construction	3: Functioning but have big problems
10	Gundigan	Water Supply	5: Well functioning

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

Table 10 Status of Non-Infrastructure Project at the time of the Ex-post Evaluation

	Target Village	Non-Infrastructure Project	Status (at the time of the ex-post evaluation)
1	Loy Balakrz	Cow Dairy Farm	1: Not exist anymore
2	Ghulam Dastagir Kalacha	Literacy Project to Support Street and Working Children	1: Not exist anymore
3	Deh Khatai	Cow Dairy Farm	1: Not exist anymore
4	Deh Kochi	Cow Dairy Farm	2: Poorly functioning
5	Yakh Kariz	Cow Dairy Farm	1: Not exist anymore
6	Kshata Kokaran	Plumbing Training	2: Poorly functioning
7	Kakaro Ghoshkhana	Cow Dairy Farm	2: Poorly functioning
8	Deh Bagh	Cow Dairy Farm	2: Poorly functioning
9	Karz	Cow Dairy Farm	2: Poorly functioning
10	Gundigan	Plumbing Training	2: Poorly functioning

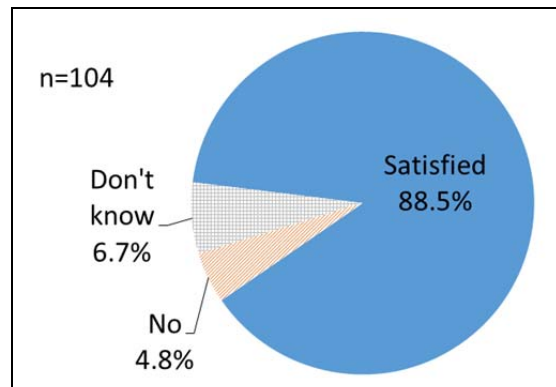
Source: Results from Beneficiary Survey (Implemented in May 2016)

<sup>18</sup> Following five stages were answered in Table 9 and Table 10; 1: Not exist anymore, 2: Poorly functioning, 3: Functioning but have big problems, 4: Functioning but have some problems, 5: Well functioning.

Based on the results of the beneficiary survey, it was found that most non-infrastructure projects no longer existed or are not functioning well. According to the local consultants who have conducted the beneficiary survey, even if the project site existed, there were cases where they were used for another purpose.

On the other hand, most infrastructure projects were generally functioning although some projects such as the public bath project has not been used at the time of the ex-post evaluation due to poor maintenance and part of a drainage was not functioning due to garbage accumulation. The maintenance is in the hands of CDC and it can be said that the projects which do not relatively need maintenance have been functioning. Nevertheless, the beneficiary survey at the ex-post evaluation revealed the high satisfaction rate of 88.5% (92 out of 104 respondents) from CDC members and villagers on both infrastructure an non-infrastructure sub-projects as shown in Figure 2.

The sub-projects in this project were intended rather for emergency assistance expecting quick impact. Therefore, in addition to the high needs, the sub-projects were selected with a view from urgency rather than sustainability. For example, few cow daily farm projects have been sustaining at the time of the ex-post evaluation. According to the implementing consultant, it was selected expecting that women could participate in the project since there are roles for men and women in rearing dairy cow. In addition, it is the activity that could lead to the income generation of women even in the target areas where women’s movement and activities are restricted and that could expect improvement of nutrition. Therefore it is presumed to have had a certain degree of impact on improvement of living conditions. The continuation of non-infrastructure projects regardless of dairy cow rearing requires continuous improvement of skills and depends on the external factors such as market accessibility and security issues. As stated in the constraints of the evaluation, the detailed background reasons of the sub-projects that were not functioning could not be obtained. However, it could also be considered that the needs had changed in accordance with the change in the economic and social environment over the period from the project completion to the ex-post evaluation since 7-8 years have passed since the sub-project have been completed. Therefore, just because it was not continued at the time of the ex-post evaluation, it



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

Figure 2 Satisfaction rate of Sub-Projects

cannot be said that there was no impact on improvement of livelihood and living conditions. Regarding the infrastructure sub-projects, facilities for protection wall, city power, and water supply are found to be still functioning and those facilities are considered to have had an impact on a certain degree of improvement of living conditions.



Yakh Kariz: Drainage Construction  
(At the time of completion)



Yakh Kariz: Drainage Construction  
(At the time of the ex-post evaluation)



The case where the cow dairy farm was changed into lumber storage place  
(Yakh Kariz, at the time of the ex-post evaluation)

### 3.2.2.2 Achievement of Overall Goal

Table11 Achievement of Overall Goal

Overall Goal	Indicator	Actual
Villagers including returnees in Kandahar enjoy their development through community development projects implemented using locally available resources	(1) Number of community development projects in Kandahar province which are utilizing experience and personnel concerning the Project	<p><u>Almost achieved</u></p> <ul style="list-style-type: none"> <li>• LKRO, one of the former FPs of the project, have implemented nine community projects utilizing methodologies of JSPR at 9 villages including those where the project did not target.</li> <li>• According to the beneficiary survey, 9 out of 10 target villages have implemented NSP after the project completion.</li> <li>• Therefore, at least 18 community development projects have been carried out after the completion of the project.</li> </ul>
	(2) 60% of villagers are satisfied with the community development projects	<p><u>Could not be confirmed</u></p> <p>This indicator shows the satisfaction rate for the community development projects done after the project. Where and what kind of community development projects had been implemented during the period from the completion to the ex-post evaluation could not be identified before the survey. Therefore, this indicator to assess the satisfaction rate could not be confirmed.</p>

Overall goal is to improve living environment in Kandahar province through community development projects utilizing the JSPR model by those who have been strengthened their capacities by the project. However, the target scope of overall goal as to what extent the development will be enjoyed was not determined. In view of the facts that the target of the overall goal is generally after three years and that the project sites were in Kandahar province where the security situation was severe, the target scope of overall goal was assumed to be confined to improvement of living environment in the target villages and surrounding areas in reality for the evaluation. It is noted that the JSPR model exhibits the “ideal example” of a community development where CDC initiates needs selection, project formulation, implementation and monitoring while receiving support from the local NGOs (FPs) and the local government officials such as PRRD, and utilizing local resources. The model also presents the skills (PRA, PCM, M&E, etc.) and approaches that enable it. It is also noted that these skills are not limited to the JSPR model but are the basis for all community development. Therefore, even if the implementation of the community development is confirmed it is difficult to judge whether this project contributes or not. Nonetheless, it was judged as achieved if the community development projects were conducted using limited local resources and

knowledge and skills acquired by the project, and improvement of life were confirmed.

As stated above in indicator (1), LKRO with assistance from Canadian International Development Agency (CIDA) has constructed small scale irrigation facilities as community development projects in nine villages (4 villages was the same villages of the project, and 5 other villages) in Dand district which was the project site. According to the answer from the questionnaire of LKRO, in implementation, they have followed the basic principles of JSPR and carried out the project with the initiative of CDC. After the completion of the project, LKRO has also conducted trainings for CDCs which were not covered by the project in Dand district in cooperation with PRRD and District Rural Rehabilitation Development (DRRD) on PRA, PCM and proposal development utilizing manuals that JSPR has developed. Besides, they answered that they have implemented several community projects such as agriculture, vocational training and income generation projects in other districts by the financial assistance from CIDA. They have used the community development skills such as PRA and PCM which was acquired from the project. Therefore, the ripple effect to the other areas was observed.

Furthermore, according to the answers of questionnaires to the former NS, some CDCs whose capacity was enhanced through the project, have actively taken initiatives for the development of their community. The followings are the result of examples that led to improvement of community life.

- CDC members of Ghulam Dastagir Kalacha village repeatedly petitioned the city for the roads construction from their village to Bamyan city along with the former Mayor. As a result they have obtained approval and the asphalt roads were constructed.
- The same CDC members also urged the Provincial Reconstruction Team (PRT<sup>19</sup>). As a result, the roads have paved with concrete, irrigation facilities were improved and protection wall was constructed.
- In Kakaro Goshkana village after village electrification was achieved by the project, CDC spontaneously encouraged the city to connect it with the city's electric power equipment. As a result, the stable power supply was realized.

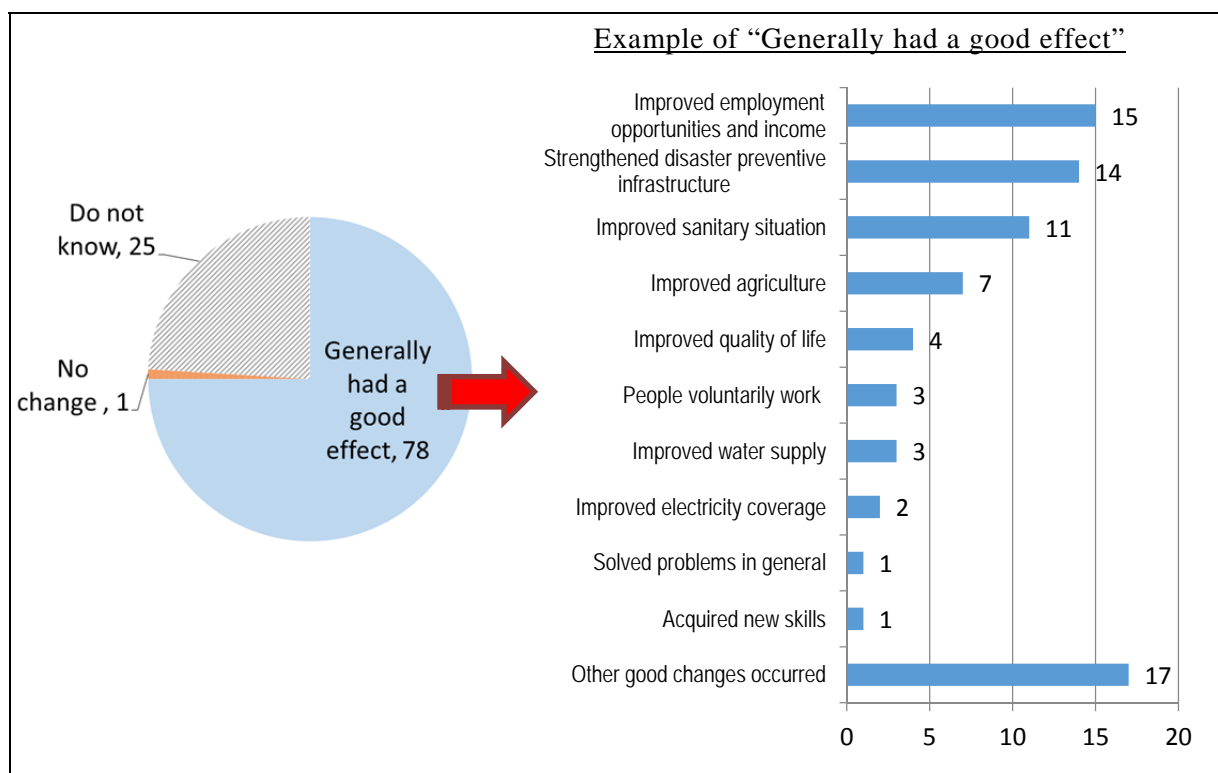
According to the beneficiary survey at the ex-post evaluation, 95 out of 104

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<sup>19</sup> PRT is a combination team of military and civilians to implement reconstruction activities jointly in the dangerous areas where the security situation is deteriorated and civilian cannot implement alone. In Afghanistan, the United States and North Atlantic Treaty Organization (NATO) countries mainly operated PRT.



respondents (91%) answered that they have implemented community development projects. After the project, in addition, as shown in Figure 3, 78 respondents (75%) answered “Generally had a good effect” for the question asking about the change in life after the project. Many raised “increase in employment opportunities and income” and “strengthened disaster preventive infrastructure” as specific examples. It cannot be said that the impact appeared only from the project because there may have been interventions other than this project considering that seven years have passed since the project completed. However, it is thought that they have enjoyed the development to some extent by the enhancement of capacity and sub-projects.



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

Figure 3 Change in Life after the Project (n=104)

At least the FP whose capacity has been strengthened was utilizing manuals and guidelines of the project at the time of the ex-post evaluation. It was also confirmed that community development activities were continued in the areas where the project did not cover, although in a limited size. The examples of the target CDCs that make effort for further living improvement by the voluntary action were also recognized. Although the areas and examples of continuous community development that were confirmed were limited due to the said constraints, it can be said that the overall goal, “being able to enjoy development through community development” has been achieved to some extent

at the time of the ex-post evaluation. As stated above, there are infrastructural sub-projects that are still functioning at the time of the ex-post evaluation. It can be said that the project contributed to a certain degree on improvement of living environment in the target areas.

### 3.2.2.3 Other Positive and Negative Impacts

#### (1) Impacts to Natural Environment

None

#### (2) Land Acquisition and Resettlement

None

#### (3) Strengthening of Community and Enhancement of Relations between Community and CDC

According to the answers of questionnaire to FP, CDCs have gained capacity to design, plan and implement community projects and improved governance by increasing transparency of decision making and consensus building system of CDCs, which was realized because all the processes had been opened to the villagers in the project. The beneficiary survey also confirmed the comment made for the project that 10 respondents (10%) answered “increased transparency on decision making process of CDCs”. Improvement of capacity and governance of CDCs is believed to have contributed to some degree to strengthen the relationship between community and CDC, leading to trust from the community against CDC. Besides, it was pointed out from the FP who responded that strengthening the function of CDC and obtaining trust from the community made the village easier to manage and contributed to the stability of security to a certain extent.

On the other hand, Table 12 shows that many responded that CDCs are being utilized other than community development. In particular, most of them answered that they were using it as a place to discuss “dispute arbitration” concerning conflict over the land between communities, and various day-to-day issues in the community. It can be said that the communities have strengthened the ability to solve problems peacefully by themselves utilizing the CDC mechanism. The project contributed to foster a sense of unity as a community through capacity building of CDC and obtaining community development methods utilizing local resources effectively. It also contributed to enhance resilience of community that would not be influenced by various issues including changes in security situation and uncertainties of external assistance.

Changes in relationship between the community and government officials could

not be identified clear. According to the questionnaires answered by the former NS, while the involvement in the community activities by local government officials was weak in NSP, it was pointed out the trust relationship between the community and local government officials has been strengthened in this project by their active engagement. As shown in Table 13, 77 respondents (74%) answered in the beneficiary survey that they were establishing a “good relationship” and a certain degree of strengthening of relationship was recognized. However, since the relationship with the local governments is not limited to the project, the degree of contribution of the project could not be judged.

Table 12 Utilization of CDC Mechanism for Other than Community Development

Answer	Number of answer	Percent
Variety of day-to-day problems	54	51.9%
Dispute arbitration	16	15.4%
Seeking employment opportunities	8	7.7%
Construction of schools	2	1.9%
Do not know	23	22.1%
Others	1	1.0%
Total	104	100.0%

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

Table 13 Relation between Community and Local Government

Answer	Number of answer	Percent
Good relationship	77	74.0%
Generally cooperate together	1	1.0%
Do not know	26	25.0%
Total	104	100.0%

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

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

According to the former NS, almost all technical and administrative national staff members who have worked for the project have been hired by the JICA office, international organizations, local/international NGOs and others after the completion of the project. It can be said that they are contributing to the development of Afghanistan.

As described above, LKRO, which was hired by the project, has been engaging in the similar community development activities based on the experience from the project with financial assistance from other donors. The information from the former NS revealed that ALO, the other FP of the project, has got the contract as FP of NSP to be conducted in Kandahar province after this project. In principle, FPs of NSP used to be

hired from the international NGOs which have affluent experience. Therefore, the fact that NSP signed a contract with ALO, which is a local NGO, becomes the proof that the capacity of ALO has reached a certain level, which is a contribution of the project. It is a positive impact that the capacity of NS and FP was strengthened in terms of fostering human resources in the reconstruction and development of Afghanistan.

In light of the above, effectiveness and impact of the project are high. In regard to the project purpose, it can be judged as achieved and project effect was largely developed since the capacity of MRRD, PRRD, CDC members and community themselves who are engaging in the implementation and management of community development have been upgraded through acquiring the concepts and methods of community development using local resources through combination of theory and practice.

Regarding the achievement of the overall goal, although the confirmed areas and cases that the continuation of community development using the JSPR model were limited, improvement of living environment was seen after the project completion through the community development activities using JSPR model conducted by the former FP. Therefore, it can be said that the overall goal is achieved to a certain extent. Besides, the positive impact which contributes to peacebuilding was observed such as enhancement of community resilience through strengthening of relations between community and CDC and fostering human resources in the development of Afghanistan.

### 3.3 Efficiency (Rating: ③)

#### 3.3.1 Inputs

Table 14 Plan and Actual Inputs of the Project

<b>Inputs</b>	<b>Plan</b>	<b>Actual</b> (At the time of Project Completion)
(1) Experts	Total: 110.10 MM Short term: 9 experts	Total: 152.95 MM Short term: 16 experts
(2) Trainees received	Not stated	Total: 8 trainees Three times in the year of 2006, 2007 and 2008
(3) Equipment	Equipment necessary for trainings	About 1.4 million yen Office equipment such as PC, copy machine, generator, etc.
(4) (Others)	Not stated	Third Country Training: 10 trainees (India) Domestic Field Visit: 49 trainees

		Cost for community Development Activities: 310 million yen
Japanese Side Total Project Cost	789 million yen	736 million yen
Afghanistan Side Operational Expenses	<ul style="list-style-type: none"> <li>• Counterpart personnel</li> <li>• Provision of project land and facilities</li> <li>• Cost for operation and maintenance of equipment</li> <li>• Salary of counterpart personnel</li> </ul>	<ul style="list-style-type: none"> <li>• Counterpart personnel (MRRD/CLDD、PRRD)</li> <li>• Project office in MRRD</li> <li>• Electricity fee of project office</li> <li>• Salary of counterpart personnel</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.

Source: Information provided by JICA

### 3.3.1.1 Elements of Inputs

#### (1) Experts

Total of 16 experts (152.95 MM) have been engaged in the project in the 10 fields, namely, Project Leader/Regional Development, Program Officer/Community Development, Capacity Building, Training, Agriculture, Social/Market Survey, Skill Training, Water and Sanitation, Agronomist, and Project Coordinator/Peacebuilding/Institution Building. The actual MM was increased from 110.10 MM of the plan. Due to the deterioration of security situation in Kandahar province, the Japanese experts could not enter into Kandahar province after June 2006. The project had to be managed remotely utilizing the project NS. Since it became impossible for the Japanese experts to directly instruct, the efficiency of the work was affected. On the other hand, the NS received guidance from the Japanese experts on construction management, monitoring method, report writing, schedule management, etc. for the sub-projects. They have managed to complete sub-projects in coordination with PRRD.

#### (2) Trainees Received

In total, 8 counterpart personnel from MRRD, PRRD and NS have received trainings in Japan on the subject of “Sustainable Community Development with Civil Society” held three times in each financial year of 2006, 2007 and 2008. In the training held in the financial year of 2007, the training was conducted with the counterpart personnel of relevant JICA projects, “Inter-Communal Rural Development (hereinafter referred to as IRDP)” and the Ministry of Women Affairs. In the third country training conducted in India, total of 10 counterpart personnel from MRRD, PRRD, FPs, and NS

have participated. They paid field visits to the NSP project sites and exchanged opinions on community development. In addition, total of 49 counterpart personnel from MRRD, PRRD, CDC members and FPs participated in the domestic field visits to Herat, Kapisa, Balkh, and Samangan provinces to observe NSP projects and exchange opinion with the community involved in NSP project and local government officials.

### (3) Equipment Provision

As equipment, office appliances such as computers, copy machines, generators were provided almost as planned.

### (4) Inputs from Afghanistan side

In September 2006, CLDD was newly established under MRRD and became a new counterpart based in Kabul. Meanwhile, MRRD had been conducting restructuring since the interim government has been established in 2002. Therefore, during the time of restructuring there were many turnovers and rearrangements of staffs belonging to CLDD and PRRD. Besides, they were very busy to manage multiple tasks. As a result, input from Afghanistan side was, in general, limited. In particular, the first half of the project, the organization system was not stable in MRRD, their participation was limited, which affected efficiency.

#### 3.3.1.2 Project Cost

The project cost was 789 million yen in actual figure against 736 million yen in planning figure, which was within the planned (93% of the planned amount).

Although the actual cost was within the planned amount (93%), the analysis on its reasons could not be conducted through the breakdown of the planned amount due to restrictions of documents available at the time of the ex-post evaluation. On the other hand, despite the fact that input of MM of the experts significantly exceeded the assumption at the time of planning, the actual amount of personnel expenses was lower than the planned amount. Comparing the breakdown of the PROTECO planned amount and the actual amount based on the PROTECO proposal content, it was confirmed that the local NGO employment expenses may have been about half of the initial assumption. The number of sub-project target villages has been greatly reduced during project implementation due to the restrictions on the security of the target areas, and instead, the Rural Skill Promotion Project was implemented. Accordingly, it should be analyzed how this was affecting the project cost. However, due to the restriction on documents available at the time of the ex-post evaluation, analysis could not be conducted. Therefore, if the planned amount is simply compared with the actual amount as it is, it is

within 100%. However, in the case where detailed analysis was possible in consideration of the above situation, there would be a possibility that the actual comparison may exceed 100%.

#### 3.3.1.3 Project Period

The project period was planned as 61 months (from June 2004 to June 2009). In reality, the project period was 54 months (from January 2005 to June 2009, which was within the plan (88% of the planned period).

Initially the project was scheduled to start from June 2004, however, it was delayed and it commenced in January 2005 due to the presidential election in 2004 and the security concerns that accompanied it. Although the project reduced its scope because the project management had been changed to be conducted remotely caused by the deterioration of security during the implementation period, there was no extension of the period under the scheme of PROTECO. The project produced certain outputs within the project period and it is considered that the project period was commensurate with the outputs.

Both the project cost and project period were within the plan. Therefore, efficiency of the project is high.

### 3.4 Sustainability (Rating: N/A)

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

At the time of the ex-post evaluation, although the successive national development strategy after ANDS was in progress, it is considered that the agriculture and rural infrastructure development will continue to be the priority issue. The Afghan government launched Citizens' Charter (CC) in October 2016 as a promise between the government and the community. Various community-led programs implemented at the community level including NSP were consolidated under the Citizens' Charter Afghanistan Program (CCAP) and it was decided to be continued nationwide over the next 10 years as the national priority program. Accordingly, community-led development activity is continued as the priority strategy of Afghanistan. The concept of JSPR model that includes the effective methods for the community-led development such as PRA and PCM and the utilization of local resources is in line with the CCAP strategy. It is also noted that since the CCAP positions CDC as "key element of the basic strategy" in rural development, the JSPR approach which strengthen the CDC as the entry point of development is matched with the strategy of Afghanistan at the time of the ex-post evaluation. In light of this, it can be said that the policy and institutional aspects for the

sustainability of project effects have been ensured.

#### 3.4.2 Institutional Aspects for the Sustainability of Project Effects

MRRD continues to be the main ministry to implement community-led rural development through CDCs. In particular, CLDD is in charge of monitoring of community developments like CCAP. Therefore, at the ex-post evaluation, the questionnaire survey was conducted to MRRD to find its institutional aspect how MRRD has been developing human resources on community development activities based on local resources, which is the concept of the project, by utilizing the JSPR guidelines and training manuals that are the output of the project. Nevertheless, the answers about the details of the institutional aspects could not be obtained. Therefore, it is not possible to judge the institutional aspects necessary for the sustainability of the effects at the time of the ex-post evaluation.

Regarding the human resource development in MRRD utilizing the JSPR model, since Afghanistan Institute of Rural Development (AIRD) was newly established in MRRD during the project period, AIRD was participating in the project trainings supposing that the capacity building activities for MRRD officials would be mainly continued by AIRD utilizing training manuals and modules which the project developed. At the end of the project, a "follow-up committee" for the project was established and the discussion was held on how to implement community development in the future in MRRD and how to improve the capacity of FPs and PRRD using the JSPR model. However, after all, it was not confirmed if AIRD had been responsible for human resource development to implement the JSPR model<sup>20</sup>. Besides, the said committee was not functioning after the project completion and it did not show any concrete direction or system how to utilize the effects of the project.

On the contrary, at the field level, FPs, which promoted community development, and CDC were confirmed to have the systems to conduct activities for improvement of the living conditions utilizing knowledge and skills acquired by the project. It can be said that LKRO, one of five FPs<sup>21</sup> involved in the project and the only one who responded to the questionnaire, has a certain institutional foundation which could implement community activities utilizing the JSPR model, since there are actual examples that they used experience from the project. Even so, it is difficult to judge the institutional aspects of FPs from only one organization.

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<sup>20</sup> The questionnaire survey was conducted to both MRRD and AIRD. However, background information could not be obtained since officials who knew the situation at the time had already transferred or departed.

<sup>21</sup> Three organizations for implementation of sub-projects and two organizations for Rural Skills Promotion Project were hired.



The target CDCs have accumulated the experience of community development activities after being exposed to the project. CDC was given legal grounds by President Karzai (then) by issuing CDC by-law in 2006 and the government has been encouraging to use CDC as the main body of community development. There are also CDCs that have been implementing community development activities under the support of NSP and NGOs after the project. It can be said, therefore, that they as CDCs have a system to receive community development. In addition, since some of infrastructure sub-projects implemented by the project such as protection walls, city power facilities and water supply facilities have been functioning at the time of the ex-post evaluation, it is considered that the maintenance system are ensured to some extent. Accordingly, it can be said that there is a certain degree of the institutional aspect of CDC to sustain the project effects.

The information concerning institutional aspects of the implementing agency for the effects was limited. In addition, at the field level, regarding CDC, it was confirmed that there was a certain degree of institutional aspects for CDCs to sustain the project effects. However, there were also shortages of information regarding institutional aspects of FPs which play significant roles for implementation of community development. It was difficult to judge the institutional aspects for the sustainability of projects effects. Accordingly, the institutional aspects for the sustainability of the project effects cannot be determined.

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

There was a report that CLDD officials who have received the trainings in the project had planned and conducted trainings by themselves on skills for community development to the district social officers (DSO) in Kandahar Province. Such voluntary implementation was realized because it is thought that the knowledge transferred by the capacity building activities of the project has been maintained. However, it could not confirm if such technical aspects have been maintained as an institution. Furthermore, the answer whether the MRRD has been utilizing JSPR guidelines and manuals or not was not obtained in the questionnaire to MRRD, the implementing agency.

It was confirmed that the only FP that replied the questionnaire has implemented the community activities utilizing the JSPR manual even after the project completion although information of the other FPs was not obtained. ALO, one of the other FPs in the project was recruited as FP in a newly implemented NSP in Kandahar province. As stated above in “other impact”, due to the fact that FPs in NSP cannot be contracted unless they prove possession of the certain technical level, it is considered that ALO has acquired basic techniques. The two FPs are both local NGOs in Kandahar province and it

is assumed that they will continue to utilize the technical skills for local community development activities and contribute to improving the living conditions.

Regarding the target CDC members in ten villages and their communities, after being exposed to the project, many of them have accumulated experiences of new community development projects conducted by the former FP and/or NSP. Therefore it is considered that CDCs have techniques and skills necessary to conduct community activities. In regard to the infrastructure sub-projects implemented by the project, except for two (Drainage construction project in Yakh Kariz and Hammam project in Deh Bagh) out of 10 sub-projects, their functions have been maintained. Although there are some sub-projects which require almost no maintenance like protection walls, there is no major technical problem at the CDC level. On the other hand, most of the non-infrastructure sub-projects have not been functioning at the time of the ex-post evaluation. Nonetheless, whether this was caused by technical aspects of the CDC or the community was not clarified by the ex-post evaluation survey.

Accordingly, a part of the staff members of the implementing agency, a part of the FPs, the former NS who are engaging in the development in Afghanistan have a certain degree of technical skills necessary to continue the project effects. Furthermore, the target CDCs are considered to have developed the technical base for implementing community development to some extent.

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

Regarding the finance for Kandahar human resources including FPs and target CDCs that have been trained by the project to carry out community development activities utilizing the experience of the project and to improve living conditions, clear information could not be obtained from MRRD, CDC and FP. Suppose the local FPs whose capacity was strengthened in this project could obtain donor support, there is a high possibility of implementing community development for improvement of living. However, the continuity of donor's support was unknown. As stated above in “institutional aspects”, it was not possible to clarify whether or not human resource development using the JSPR model was carried out by MRRD. Even when it was carried out, the contents of the trainings are also not clear. At the same time, the financial information for the human resources development could not be obtained from MRRD.

Meanwhile, in the case that the target CDCs were to implement CCAP, there is a possibility to implement other projects utilizing experience and skills of this project. CCAP has a plan to implement infrastructure community development projects throughout Afghanistan which are thought to have relatively high sustainability based on the lessons learned from NSP. Besides, there is no problem on its finances for the time

being<sup>22</sup>.

The information was limited to make a comprehensive judgement on the financial aspects necessary for the sustainability of the project effects, so that it was not possible to make judgement on financial aspects.

In light of above, since the institutional and financial aspects for the sustainability of the project effects cannot be judged, the sustainability of the project effects cannot be evaluated.

#### **4. Conclusion, Lessons Learned and Recommendations**

##### 4.1 Conclusion

The project was implemented in Kandahar province in Afghanistan aiming at developing human resources who were engaged in community development programs utilizing local resources through CDC which was established by the NSP. Through implementing community development activities by the improved human resources, the project pursued the goal that the villagers enjoy their development.

Support for returnees and IDPs to be socially integrated after the civil war is stipulated as a priority issue in the country's policy. There was an urgent need to develop an environment that allows returnees and host communities to live steadily without conflict in Kandahar province where many returnees flow in. Therefore, it is consistent with the country's policy and development needs. 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 supporting regional reconstruction and self-reliance of communities in Afghanistan. Therefore the relevance of the project is high.

The project objective of "developing human resources who are engaged in community development" was achieved by the combination of acquiring theory through series of training and actual practice through implementing sub-projects. Cases were also confirmed where community activities have been conducted by the trained personnel utilizing the project outputs after the project was completed. Although the number of confirmed cases and the extent of areas are limited, it can be said that the overall goal of enjoying development through community development activities

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<sup>22</sup> The Afghan government launched CCAP on 26 September 2016. It was decided that the coming CCAP is budgeted USD 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). World Bank Press Release (10 October 2016), <http://www.worldbank.org/en/news/feature/2016/10/10/government-inaugurates-citizens-charter-to-target-reform-and-accountability> (Accessed on 19 November 2016)

utilizing local resources has been achieved to some extent. The other impacts apart from community development were also observed such as fostering human resources for national development in Afghanistan and enhancing the resilience of the community which will contribute to peacebuilding. Therefore, effectiveness and impact of the project are high.

Both the project cost and project period were within the plan. Thus, efficiency of the project is high. In regard to sustainability, it cannot be judged since the institutional and financial aspects for sustainability of the project effects could not be determined.

In light of the above, the overall rating of this project cannot be derived since one of the evaluation items – sustainability – which is necessary to come up with the overall rating of the project cannot be judged.

## 4.2 Recommendation

### 4.2.1 Recommendations to the Implementing Agency

None.

### 4.2.2 Recommendations to JICA

None.

## 4.3 Lessons Learned

(1) At the time when the organizational structure of the government is weak, development of local human resources such as local NGOs and the community is effective to ensure sustainability of the project effects

At the time when the project commenced, the structure of the government including that of the implementing agency had not been established yet and frequent transfer and turnover of the government officials happened. Although the human resource development of the government officials are important in the medium and long term, it is imperative to emphasize strengthening of local human resources such as local NGOs and the communities in the transitional period after the end of a conflict. It was found that the FP has been continuously conducting community development activities after the completion of the project, which however limited has contributed to the sustainability of the project effects.

(2) Capacity building approach with combination of theory and practice is effective for a country with few administrative experience in the transitional period after the end of a conflict

In a country after the end of a conflict, it is difficult to quickly accumulate

practical experiences of operations for government officials such as visiting the project sites, since in many cases most of the officials are new to the government and are also facing financial problems. Although NSP was implemented at the initial stage of the project, the practical trainings for MRRD officials had not been actually conducted, and due to the lack of budget in the government, administrative officials had few opportunities to go to the project sites for monitoring. For the human resource development under this project, the project trained government officials for each stage of processes such as needs identification, project selection, implementation and monitoring and evaluation by offering learning opportunities on both theory and practice. This led to their deeper understanding of community development and improvement of overall management of the community development activities, which correspond to their roles and responsibilities.

(3) In remote project management for conflict affected countries, strategic utilization of NS leads to high effectiveness

In regard to the implementation management of sub-projects, when the Japanese experts were unable to conduct direct monitoring at the project sites due to deteriorating security, the actions that the NS should take for the Japanese experts were clarified as much as possible in documents. At that time, the rules and regulations were discussed between Japanese experts and NS, and they were stipulated based on the agreement of both parties. For example, the Japanese experts prepared an instruction paper, describing objective, outputs and procedures and others for each sub-project; NS developed a concrete activity plan in accordance with the instruction and the Japanese experts conducted monitoring based on the activity plan which the NS developed. In this way, supervision of NS was strategically conducted while giving them some discretion and responsibility. In implementation of sub-project, giving clear instructions and conducting detailed monitoring of NS while confirming that NS had understood fully by close communication resulted in the completion of all sub-projects. Furthermore, in order to avoid unnecessary conflict and misunderstanding among NSs, it is essential to note that communication and message should not be conveyed individually but to the multiple members of NSs, in order to ensure transparency and build trust relationship as a team.

(4) Importance of strategic coordination with international organizations and other donors

The project was supposed to share the JSPR model with the international organizations and other donors at the end of the project. However, due to the limitation

of field activities because of deteriorating security, the model could not be shared officially since the final version was completed after the Japanese experts left the country. In IRDP that was being implemented at the same time, as a result of frequent information sharing and collaboration from the initial stage of the project with the World Bank, which is a main supporter of NSP, the basic concept of IRDP was consequently integrated into the NSP mechanism and the effects of the project are still being continued. In countries like Afghanistan, where the international organizations and other donors are deeply involved in the prioritized national development projects like NSP, in order to enhance sustainability and effectiveness, such strategic coordination with international organizations and other donors is effective. To that end, it is necessary to conduct frequent information sharing and to make discussion in consideration of sustainability with the international organizations and other donors from the initial stage of the project.