Internal Ex-Post Evaluation for Technical Cooperation Project

							in Office: Jan		
Country Name Rural Development Project in Tajik-Afghan Border Area of Gorno-Badakhshan Autonor									
Republic of Tajikist	an	Oblast	*Commonly kr	own as" Cros	s-border Rural	l Development	Project" (CBR	D Project)	
I. Project Outline									
Background	geopo strong pover remai high. incom neede (1)	Political and economic stability in Tajikistan was a pressing issue for the international community, given its geopolitical importance for peace and security in Central Asia and wider Eurasian continent. Tajikistan achieved strong growth and macroeconomic stabilization over the past years contributing to the decrease in national poverty rate from 81% in 1999 to 53.7% in 2007 ⁽¹⁾ . However, the national demand for basic social services still remained high, especially in Gorno-Badakhshan Autonomous Oblast (GBAO) ⁽²⁾ , where a poverty rate remained high. In order to tackle the poverty in the country, the realization of the activities directed on increasing of the incomes of the poor and infrastructure development and improving the access to basic social services was needed. (1) Source: National Development Strategy (NDS2015) (2) GBAO is the Autonomous Government in the area of Gorno-Badakhshan							
Objectives of the Project	In t basic servic impro 1. C in 2. P	infrastructure and socio-economic services.							
Activities of the Project	Adm Dist Sub- Villa Hou Pop Sour- (1) A (2) S Ja (2) S Ja (2) S Ja (2) S Ja (1) Japan 1) E 2) T	Project Site: 5 Districts of Darwa ministrative Structure of target distric rict (ASUDVO) ⁽¹⁾ -district /Jamoat (SUDVO) ⁽²⁾ age Organizations (VOs) seholds ulation ce: Final Evaluation Report 2015 .SUDVO (Association of Social Union romote the collaboration between local .SUDVO is consisted of representatives of UDVO (Social Unions for the Develop amoat. Main Activities: 1) Improvement of basic infrase ub-projects), (2) Enhancement of rder to effectively identify, plat ollaboration between Tajik and A nputs (to carry out above activiti ese Side Experts: 2 persons Grainees received: 2 persons Local expenses	ts under GBA(Darwaz 4 58 3,281 23,600 s for the Develo t administration of VOs and SUD ment of Villages structure and f the capacity in and impler Afghan govern	Vanj 6 71 4,191 30,400 pment of Villa, and communiti VOs of each dis Organization) if an increase of local gov nent deman hance institut Tajikist 1) St *In add each of 2) Fa	Rushan 7 56 4,551 25,300 ges Organizatio es and to facilitrict. s a consultation of livelihood ernance institud d driven sertions. an Side aff allocated: ition, there are the five district ucilities: Projo	Shugnan 7 71 3,613 38,000 n) is formed un itate the local d organization of od opportunit tutions throug vices, and (3 4 persons (G e Technical Wo ts. ect Office	evelopment in o VOs constructed ies (impleme gh setting AS b) Strengthen	each district. I under each Intation of UDVOs in ing of the	
Project Period	Febru	ary 2012 - February 2015	Project Cost		ocal expenses) 324 million	Von	
		state Executive Body of Gorno-B	0		/	· · ·	<i>52</i> - mmi0ll	y011	
Implementing Agency Cooperation Agency in Japan	None	•	auakiisiiaii A		JUIASI (UBA				

II. Result of the Evaluation

<Constraints on Evaluation>

• Due to the lack of security at targeted area at the time of ex-post evaluation, there was a limitation of data collection and site observation. <Special perspectives Considered in the Ex-Post Evaluation>

[Project implementation system]

• GBAO implemented the project through its strategic partner, Aga Khan Foundation Tajikistan (AKF-T)/ Mountain Societies Development Support Programme (MSDSP) of AKF-T. The Deputy Chairman of the State Executive Body of GBAO was responsible for overall steering of the Project and the regional manager of MSDSP was in charge of project management. AKF-T/MSDSP, the private institution, played a key role to implement the project as well as to sustain the project effects after the project completion.

[Evaluating Continuation Status of Effectiveness (Continuation status of achievement for Project Purpose)]

• Regarding Indicator 1 of Project Purpose, "% of population in the target area is aware of institutional arrangements for service delivery and governance (Target Value: 80%)", to verify its continuation status requires to review the continuation status of three Outputs, in order to ensure the causal relationship between Outputs and Project Purpose. Therefore, the status of achievement of selected Output Indicators at the time of ex-post evaluation was examined as Supplemental Information to confirm the operational status of the system established under this project.

[Evaluating Achievement Status of Overall Goal]

• As for the Indicator 1 "Improved quality of life of people residing in the project area (qualitative indicators)", the means of verification is defined as

"Quality of Life Assessment Study" by AKF-T. However, after the project completion, the study was not carried out. Therefore, the alternative indicators are presented as follows: "Biggest changes to the people's life and economy before and after the sub-projects". "Increase in agricultural production and income before and after the sub-projects". These indicators are to examine the qualitative and quantitative aspects of life of the people who have made a living in agriculture. As explained above, due to the security reasons, the collected data was mainly through questionnaire surveys and interviews with those of local governances and AKF-T/MSDSP who also provided their perceptions and observations on the people in the target area. Also, interviews with the residents from some of the targeted areas were conducted.

1 Relevance

<Consistency with the Development Policy of Tajikistan at the Time of Ex-Ante Evaluation and Project Completion>

At the time of ex-ante evaluation, this project was relevant to "the National Development Strategy (NDS2015)" which was the main strategy to develop the country under the market economy and "the Poverty Reduction Strategy (PRS2010-2012)" as its action plan, which stressed the need to establish the administration to respond to the market economy, to facilitate the investment and privatization and improvement of basic social services and human resources development. It also set up the priority on the regional cooperation with Afghanistan through public-private partnerships. Under the PRS2010-2012, it was stated that the four special economic zones would be established in regional cross-border area by 2012 to activate the national economy. At the time of project completion, NDS2015 was still effective.

<Consistency with the Development Needs of Tajikistan at the Time of Ex-Ante Evaluation and Project Completion>

This project was consistent with Tajikistan's development needs to improve infrastructure and socio-economic services as described in "Background" above. At the time of project completion, the demand for basic social services was also high in GBAO. Therefore, the needs to improve the socio-economic services developed by the project continued at the project completion.

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

At the time of ex-ante evaluation, the Japanese government set its policy of assistance for Tajikistan on the sustainable economic development which led to the market-oriented economic reform and poverty alleviation.¹ In practical term, it focused on the infrastructure development, the improvement of social securities and the promotion of regional collaboration with neighboring countries of Central Asia. <Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the time of Project Completion>

By the project completion, through implementation of sub-projects, the enhancement of local government capacity and strengthening of collaboration with Afghan governance institutions, the project achieved its purpose of "Improved service delivery to the population through sub-national good governance and improved Tajik-Afghan collaboration". The findings from the interviews conducted during the completion inspection of the sub-projects suggested that the people in most of the target areas were aware of institutional arrangements for service delivery and governance (Indicator 1). They also indicated that most people appreciated local governance institutions positively (Indicator 2).

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

After the project completion, the project effects have continued. The questionnaire survey conducted during the ex-post evaluation study showed that the awareness levels of population on their institutional arrangements for service delivery and governance were high. This was also obvious from the continuation status of Outputs; all of the 44 sub-projects except one have been in operation and properly maintained after the project completion (Supplemental Information 1). Ninety one new projects were implemented after the project completion with the funds from external donors. ASUDVO was proven to be a useful mechanism as a liaison between the community and districts. However, it did not continue as it was and its function only remained in the MSDSP (Supplemental Information 2). This was due to that its responsibility was reduced with VOs being more empowered by law and the funds to support the mechanism from central and local government became unavailable. Various cross-border activities including meetings took place during and after the project completion (Supplemental Information 3). Those achievements made by the project have contributed to the high level of performance evaluation on local governance institutions by local community; all districts except Rushan rated the performance of their local governance institutions as high.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

It is observe that the Overall Goal, "Improved quality of life of the population in the project target area as a result of improved infrastructure and socio-economic services" has been achieved. According to the questionnaires, across five districts, the qualitative aspect of people's life was evident from the biggest changes brought by the sub-projects for drinking water facility, health facility, bridge and road and irrigation system. It was judged that those facilities greatly contributed not only to providing the people with better quality of social services, such as in health care, drinking water but also to helping them to allocate more time for productive activities to earn income. The quantitative aspect of people's life was evident from the positive change in agricultural production and income. Agricultural production slightly increased from 2012 to 2017 for grains. The reduced access to quality seeds affected the production volume of potatoes decreased during the same period. As for the animal foods, the cultivated hectare for five districts combined increased by 10.2% during the same period. The agricultural income for GBAO as a whole increased by 46.4% from 2012 to 2017. However, considering that the figure includes two districts that were not targeted by the project, it is difficult to conclude that the agricultural income of five districts have also increased.

<Other Impacts at the time of Ex-post Evaluation>

The study showed some ripple effects. The vertical institutional platform of village – sub-district/jamoat - district to bring local needs up to the district level, which was developed by the project, was replicated across all of GBAO. This platform structure has been carried on by MSDSP and the GBAO has admitted that having the platform contributes to the work efficiency for developing local development plans, noted by the interview at the time of ex-post evaluation. One example is the "Strengthening Civil Society Capacities for Greater Community Empowerment in Reducing Poverty (2014-2016)" funded by European Commission (EC). In this project, the MSDSP partnered with local government to develop or update 325 Village Development Plans (VDPs), 35 Jamoat Development Plans (JDPs), 7

¹ Source: ODA Data Book in 2011.

District Development Plans (DDPs), 1 Khorog Town Development Plan, and 1 GBAO oblast level Socio Economic Development Plan. Through this process, the priorities and plans of the VDPs were incorporated into the JDPs, which fed into the DDPs and Khorog Town Development Plan, all of which were taken into consideration during the development of GBAO Socio Economic Development Plan. Another ripple effect is for women in all districts who were actively participating in the sub-project from the beginning. With the effort by the project setting the meetings for women separately from men in the area where expressing the voice by women is not common, women could openly express their opinions. As a result, the need of women and children were properly captured, so that the sub-projects were tailored to their needs. With the drinking water facilities constructed under the sub-projects, they do not have to fetch water, so that they can allocate more time to generate income through knitting and needlework, etc.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

	Achievement of Project Purpose and Overall Goal							
Aim	Indicators	Results						
(Project Purpose)	Indicator 1:	Status of the Achievement: Achieved (continued)						
	% of population in	(Project Completion)						
•	the target area is	• Interviews conducted during the completion inspection of sub-projects revealed that most						
population	aware of	people knew and could respond how they should consult with local governance institutions if						
through	institutional	issues of operation and maintenance or funding requirement arise. No negative comments						
-	arrangements for	were made on sub-projects. It was judged that the people in most of the targeted areas were						
governance and	service delivery and	aware of institutional arrangements for service delivery and governance. The increase of						
improved	governance	households' access to basic infrastructure seems to confirm their awareness level to some degree. In all 5 districts combined, the average accessibilities of household for all						
	(Target Value: 80%)	infrastructures except bridge reached to 100% by Feb. 2015.						
collaboration.		(Ex-post Evaluation)						
		· ·	• · · · · ·	, approach introduced by the project, local communities took initiatives by				
		prioritizing the area to be improved, reached the consensus and carried out the sub-projects,						
		thus continued to be aware of institutional arrangements of service delivery and governance.						
				of Outputs confirms the achievement of this indicator.				
				All of sub-projects except one have been in operation and properly maintained				
		1	Progress of 44	since the end of the project. One sub-project, a bridge for vehicle crossing in				
		1	sub-projects	Shugnan district, has not been in operation as it was destroyed due to the heavy				
				mudslides and flood in 2015.				
			Development of	With the enhancement of local government, ninety-one (91) projects have				
			new projects	progressed after the project completion by obtaining the funds from external				
			1 5	donors, such as Swiss Agency for Development and Cooperation (SDC), EC, but not using three Micro Lending Organizations (MLOs) of which originally				
		2		envisaged, as these three merged into one and their profit was only enough for				
			G	minor repair and purchasing some equipment, but not for the new project.				
			Status of ASUDVO	The position of ASUDVOs does not exist partly due to lack of funds to support				
			ABOD VO	the system, but its function has been maintained in the MSDSP.				
				During the process of the implementation, several joint meetings among state				
			Cross-border	structures, civil society and target group were organized. Various cross-border activities were conducted during and after the project, such as two irrigation				
		3	meetings/	systems in Darvaz district constructed in collaboration of Afghan villages, a				
			activities	canteen in the market constructed to meet with Afghan practices to separate				
				women, etc.				
	Indicator 2:	Statu	is of the Achieve	ement: Achieved (continued)				
	% of population		ect Completion					
rating the		· •	-	spection and the site visit by JICA expert revealed that most people in the				
	performance of			imunicated or collaborated with local governance institutions in planning				
	local governance			operation stages. District/Jamoat governments actively participated in				
	institutions as	d technical/financial support. Thus, it was assessed that most people						
	responsive and			vernance institutions positively.				
	inclusive	1 2						
	(Target Value: 70%) (Ex-post Evaluation) • Questionnaires on Performance evaluation of local governance institutions in sub-d level in terms of level of responsiveness /inclusiveness examined by district level							
		governance show that all districts except Rushan District rated the performance of loc governance institutions as high (more than 80%). Rushan district answered it as mediu						
	(more than 50% and less than 80%)							

Improved quality life of people Three biggest changes* to the people's life before and after the sub-projects of life of the residing in Sub-projects Diracting class Save time to fetch waster, allocate more time for other work'study, may be fore and after the sub-projects as a result of 1) Biggest changes to the people's life 3 Bridge and road Convenience for distribution sole diseases services. before and after 1 Easy access to safe water More opportunities to receive care, vaccination mobilizes to receive care, vaccination mobilizes to receive care, vaccination mobilizes to the sub-projects services. the sub-projects Three biggest changes* to the economy before and after the sub-projects the sub-projects Sub-projects Direct effects Indirect Effects 1 Health facility Earlier access to health care Prevent people from being seriously ill, security the labor to earn morey (household moder) sub-projects 2 Drinking water facility Increase of arable land Produce more vegetables, agriproducts and get more income for productive work indired. This sub-striptic labor fore 2) Increase in agricultural production outmone of potatoes decreased due to the reduced access to the quality seeds 2)	(Overall Goal)	Im	proved quality of	(Ex-	post Evaluation) Achieved				
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								<u> </u>		•
	Source : Project C	omj	pletion Report, Qu	lestic	onnaire survey a	nd interviews w	vith implemen	ting ag	gencies, AKF-T and	d local communities

3 Efficiency

While the project period was within the plan, the project cost exceeded the plan (ratio against plan: 100%, 108%). The Outputs of the Project Design Matrix were not changed. Therefore, the efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

The core country development plan, such as "National Development Strategy (2016-2030)" focuses on raising the level of life of local population, solving the social and economic problems and expanding the cross-border cooperation with Afghanistan and strengthening transportation and economic connectivity. In local levels, "District Development Plan (2016-2020)", "Jamoat Development Plan (2015-2020)" and "Village Development Plans (2016-2019)" state development priorities at respective levels.

<Institutional Aspect>

The organizational structure has been well established. At GBAO level, the structure formed by the project as Technical Verification Group (TVG) to supervise the operation of rural development, which consists of in-service heads of Depts., such as Education, Finance, Agriculture and Water and Melioration, and managers from AKF-T/MSDSP, such as Local Governance, Infrastructure and Cross Border Infrastructure, have been maintained and functioned well. At District level, the similar structure was formed by the project as Technical Working Group (TWG) to proceed the implementation and management of sub-projects, which consisted of in-service heads of Depts., managers from MSDSP and ASUDVO. The position of ASUDVO was not sustained, however, its function has been maintained in the MSDSP. At the sub-District level, the function of SUDVOs and VOs has been well maintained. It was confirmed by the Ex-Post Evaluation team, these structures involving all government departments and key community-based civil society organizations made it effective to jointly plan and implement rural development activities through experience gained from the project as well as other projects with the same approach. Currently, 43 staff assigned from MSDSP Regional Office in GBAO are working to support these structures. Out of those, with at least 7 district-level representatives, 13 technical staff based in MSDSP Regional Office are dispatched to districts when required and remaining are 23 administrative staff. It was confirmed by the study that the current number of MSDSP staff is sufficient to cope with

workload to manage active projects/grants. The relationship and collaboration among different levels, such as GBAO, District and Sub-District levels, have been effective through the bottom-up approach managed in collaboration with the Strategic Partner (AKF-T/MSDSP) who has fostered a committed relationship through a long-term collaboration. <Technical Aspect>

It was identified by the Ex-Post Evaluation team that some of counterparts have been transferred to other position due to the promotion, etc., but they have not had any difficulties to operate sub-projects. According to the interviews with chairmen and deputy chairmen of five targeted districts, it is often the case that the person can continue working on the same issue at the position to be transferred. Trainings have continuously been provided by AKF-T/MSDSP in Jamoat and village levels. The number of trainings conducted since 2015 was more than 500 cases, which has contributed to maintaining the necessary technical levels.

<Financial Aspect>

The budget of GBAO allocated for rural development has been increasing since 2015.

				Currency Unit: TJS
	2015	2016	2017	% Change between 2015-2017
GBAO Budget allocated for Rural Development	1,833,600	2,437,000	2,450,000	33.6%
Source: GRAO				

Source: GBAO

Infrastructure facilities such as schools and hospitals are considered as the national property, and the budget from the national government is secured upon requests from District level. Besides, there is the mechanism to secure the budget for the facility maintenance from the people's contribution, such that the Parent Teacher Association, Water Users Association and the community people as individual have been contributing some money in order to maintain the facility built/rehabilitated through the sub-projects.

Therefore, the sustainability of the effects through the project is high.

5 Summary of the Evaluation

The project achieved the Project Purpose to improve social service delivery through sub-national good governance and better Tajik-Afghan collaboration." The effect of the project has continued after the project completion and the Overall Goal to improve quality of life of the population in the project target area with improved infrastructure and socio-economic services has been achieved. As for sustainability, no problems have been observed in terms of policy, institutional, technical and financial aspects. As for efficiency, the project cost exceeded the plan.

Considering all of the above points, this project is evaluated to be highly satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

To: The State Executive Body of GBAO

GBAO should recommend the national government (Ministry of Economic Development and Trade, Committee on Local Development) that it should financially support the bottom-up approach as one of effective methods to expand the rural development and replicate it to other part of the country.

The project has proved its effectiveness of the bottom-up approach in which the sub-projects have been well sustained after the project completion by the communities who have demonstrated the strong ownership. Furthermore, this approach was replicated by external donors' assistance as explained above. In order to further promote this approach to other part of the country, the national government should finance such projects by itself.

Lessons Learned for JICA:

JICA should make good use of the latent abilities of the communities and incorporate them into the project formulation. The approach
of community mobilization and involvement can be applied to any other projects/sub-projects, and the key is to trust and involve the
people from the very early stage and not to ignore their idea, but to assist them to formulate the project based on their own ideas and
needs. In this respect, it is integral to involve the strategic partner, who has maintained a committed relationship with communities,

Through this ex-post evaluation study, it was identified that there have been untapped potentials of the communities. People in the community prioritized area to be improved and participated the decision making with local government. People have made contribution to take care of the facilities regardless of their severe financial situations. Also, they appreciated the benefits gained through sharing common resources with Afghan and through the promotion of cross-border communication. Those latent abilities of the communities could serve as valuable resources in the project formulation. The strategic partner, AKF-T/MSDSP, played a significant role to anticipate the needs of the community and to mobilize them to the right direction.

2) In order to encourage the participation by women, where the role of women is traditionally limited to the domestic one and expressing the voice by women is not common, it is important to directly capture and respond to their needs by creating the environment to make their voice heard.

The project set the meetings for women separately from men in the area where it is not common for women to express their own opinions due to religious and customary practices. By this way, the needs of women and children were openly expressed and the sub-projects in those areas were tailored to their needs.

3) Creating a new coordination body, namely ASUDVO in case of the project, was instrumental in binding the community and district together into generating the meaningful outcome.

The mechanism of ASUDVOs to serve as liaison between the community and districts was effective to connect the various stakeholders in different levels together for collective actions. Though the ASUDVO as the organization body was not sustained after the project completion, the knowledge and experiences learned by the members remained in the local body and MSDSP.

Pictures



The foot bridge constructed through the project made the walking distance for schoolchildren drastically shorter. As a result, they gained more time for other activities.



The provision of drinking water supply freed women and children from fetching water at the river. The clean water also bettered sanitary situation and reduced incidence of infectious diseases.