



Country Partnership Strategy

Review and Assessment of Japan Fund for Poverty Reduction (JFPR) Financed Projects in Afghanistan, 2002-2006

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This document is part of a series of background assessments, diagnostics, and discussion papers commissioned by the Asian Development Bank (ADB) to underpin the development of its new Country Partnership Strategy (CPS) for Afghanistan.

The findings, opinions, and recommendations contained in this document may not reflect those of the Asian Development Bank, but are posted to generate stakeholder comment and overall input into the CPS process.

Such comment is welcomed by ADB, and can be sent to: gcurtis@adb.org

ABBREVIATIONS

ABEC	Afghanistan Basic Education Consortium
ADB	Asian Development Bank
AFRM	Afghanistan Resident Mission
AKDN	Aga Khan Development Network
CARE	Cooperative for Assistance and Relief Everywhere, Inc.
CDC	Community Development Councils
CHA	Coordination of Humanitarian Assistance
CHW	Community Health Worker
CSP	Country Strategy and Program
CSPU	Country Strategy and Program Update
DMC	Developing Member Countries
DP	Displaced Persons
GAA	German Agro Action
GIU	Grant Implementation Unit
GOJ	Government of Japan
ICM	Implementation Completion Memorandum
IP	Implementing Partner
JBIC	Japan Bank for International Cooperation
JFPR	Japan Fund for Poverty Reduction
JICA	Japan International Cooperation Agency
LOA	Letter of Agreement
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MEW	Ministry of Energy and Water
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
MPW	Ministry of Public Works
MRRD	Ministry of Rural Rehabilitation and Development
NGO	Non-governmental Organization
NSP	National Solidarity Program
OC	Oversight Consultant
OJT	On-the-Job Training
PIU	Project Implementation Unit
PMU	Project Management Unit
PTA	Parent/Teacher Associations
RB-CPS	Results-Based Country Partnership and Strategy
RNGO	Resource Non-governmental Organization
SMEC	Snowy Mountains Engineering Corporation
SOW	Scope of Work
TIC	Traditional Irrigation Component
TOR	Terms of Reference
UNDP	United Nations Development Programme
VEC	Village Education Committee

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EXECUTIVE SUMMARY

As part of the preparation of a new results-based Country Partnership Strategy (CPS) for Afghanistan, the Asian Development Bank's Afghanistan Resident Mission commissioned a series of diagnostic and other assessments to provide input into the development of the CPS document. This is one of those assessments. This report reviews and assesses Japan Fund for Poverty Reduction (JFPR) financed projects in Afghanistan.

The objective of JFPR is to provide grants in support of innovative poverty reduction and social development activities to help alleviate poverty in ADB developing member countries. The predominant criteria for grant selection are projects (i) which focus on the poorest and most vulnerable groups, (ii) that lead to rapid, tangible benefits with good potential for sustainability, and (iii) that build ownership, capacity, empowerment and participation of local communities, non-governmental organizations (NGOs), and other civil society groups to facilitate their involvement in projects.

In 2002, to respond to Afghanistan's distinct need for assistance, the Japanese Government opened a special JFPR window for Afghanistan with a funding level of \$50 million. This funding has since been increased. JFPR in Afghanistan differs from the general JFPR program on two specific counts. First, the grant ceiling of \$3 million is waived and second, while the focus remains on poverty reduction, the path to achieve this is flexible and allows for indirect impacts on poverty reduction, such as those resulting from development of national roads.

The review, conducted through interviews with stakeholders and documents review, assesses the seven JFPR projects funded over the period 2002-2005. These projects, totaling \$60 million, address needs in the education, transport (roads), health, community development, and natural resources (agriculture and irrigation) sectors and sub-sectors. They are implemented by various ministries—Education, Public Works, Health, Rural Rehabilitation and Development, and Energy and Water—in collaboration with international and local NGOs and firms. Of the seven projects, one has been completed, five are ongoing, and one is expected to begin the first quarter of 2007. Project funding ranges from \$3 million to \$20 million. Project duration ranges from 24 to 42 months. Projects are geographically located in various provinces, primarily in northern Afghanistan in provinces identified by the Government of Japan (GOJ) for targeted development, but also in Kandahar, also an area targeted by GOJ.

A. Project Descriptions

The projects reviewed are briefly described below. For purposes of this summary, an abbreviation for each is noted in brackets.

JFPR 9019, Community-Based Gender-Sensitive Basic Education for the Poor [Education]. This \$4 million project helps rebuild the education system by constructing or rehabilitating schools, providing necessary equipment and materials, and organizing Village Education Committees to support schools. The Project closed October 2005.

JFPR 9024, Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons [Social Component]. The \$3.5 million Social Component complements a larger JFPR-funded road construction project (\$11.5 million) and is implemented along the road constructed under the larger project. The Project builds and rehabilitates schools and health facilities, supports children's education and health service delivery, and provides vocational training for adults. The Project is ongoing.

JFPR 9030, Primary Health Care Partnership for the Poor [Health]. This \$3 million core poverty intervention project explores mechanisms for ministry, NGO, and community partnerships for health service delivery. The Project also constructs,

rehabilitates, and staffs health facilities to deliver health services in extremely remote, difficult to reach areas in northern Afghanistan. The Project is ongoing.

JFPR 9037 Emergency Road Rehabilitation [Road]. Funded at \$20 million, this project rehabilitates 112 km of the northern ring road, including 57 km of the Khulum-Mazar-i-Sharif-Balkh road and 55 km of the Naibabad-Hairatan international road link with Uzbekistan. The Project is ongoing.

JFPR 9038, Integrated Community Development [Community Development]. This \$3 million project supports Community Development Councils, originally established through Afghanistan's National Solidarity Program, to improve living standards in their communities through infrastructure development and natural resource management. Participating Community Development Councils receive approximately \$40,000. To implement projects they identify, plan, implement, and monitor. The Project is ongoing.

JFPR 9039, Rural Recovery through Community-Based Irrigation Rehabilitation [Irrigation]. This \$5 million project supports the rehabilitation and maintenance of irrigation systems and structures through assisting communities to identify, prioritize, plan, and implement such infrastructure subprojects. The Project is expected to begin first quarter 2007.

JFPR 9060, Balkh River Basin Integrated Water Resource Management [Water Resources]. A \$10 million project, this project improves water resources management institutions and constructs irrigation infrastructure in the Balkh River Basin as a means to increasing agricultural productivity and providing greater livelihood opportunities in the area. The Project is ongoing.

B. Project Assessments

Although best measured several years after project closure, this assessment broadly examines the relevance, effectiveness, sustainability, and impact of the individual projects in order to build-up a current picture of JFPR project status. In this light, JFPR's contribution to AFRM's overall program, particularly to poverty reduction in Afghanistan is also assessed.

Relevance, effectiveness, and sustainability are judged on a four-point assessment scale, from not to highly. This means, for example, from not *relevant, partially relevant, relevant*, to *highly relevant*. Assessment findings are tabled on page 30 of this report and summarized below.

1. Relevance to JFPR Parameters.

Four projects are deemed highly relevant, two partially relevant, and one not directly relevant to JFPR parameters. Differences are largely due to the extent to which the projects meet the criteria of targeting the poor and of involving communities in the project.

Highly Relevant: The Education, Social Component, Health, and Community Development projects were highly relevant in this regard.

Partially Relevant: The irrigation and Water Resources projects less-well target the poor and involve communities. They are judged partially relevant.

Not Directly Relevant.: The one project judged not directly relevant is the Road Project. It was not designed to target a specific portion of the population and was not meant to significantly engage communities in its implementation. The funding of this Project, however, is fully-justifiable based on its indirect impact on poverty reduction and on the Japanese Government's interest in funding a portion of the link road.

2. Relevance to Country Program at Time of Approval.

Highly Relevant: Six of the seven projects are assessed as highly relevant to the Country Program at the time of the project's approval. They all address the ADB pectoral emphases in place at the time of their approval.

Relevant: The Community Development project is deemed relevant because as originally planned, it was to be linked to a transport sector project. This did not occur. Nonetheless, the project addresses needs in the agriculture and natural resources sector and is therefore still considered relevant.

3. Relevance to Current Country Program.

In 2003, at Government's request, ADB's pectoral emphasis changed. Whereas in 2002, sectors included transport, power, agriculture and natural resources as well as social sectors, in 2003, the social sector was largely removed from ADB's portfolio.

Highly Relevant: Both the Irrigation and Water Resources projects are clearly within the current natural resources sector emphasis and are thus judged as highly relevant.

Relevant: The Community Development Project is considered relevant. While addressing needs in the agriculture and natural resources sector, it focuses more on a social sub sector, community development.

Partially Relevant: The first three JFPR projects—Education, Social Component, and Health—were approved in 2002 when ADB pectoral emphasis included the social sectors. Thus, these three projects are judged partially relevant to the current Country Program.

4. Effectiveness.

Highly Effective: The Education and Health projects are considered highly effective. Both met the large majority of their stated outcomes and objectives.

Effective: The Social Component has experienced delays in achieving its objectives, particularly in completing work on the last school planned for construction. Although the Project has experienced delays in school construction due to the declining security situation in the Project area, the primary reason for the assessment of effective rather than highly effective focuses on the issue of training for road workers. The picture of who is responsible for this training is blurry. Nonetheless, such training was not carried-out, representing an important missed opportunity for increasing the skill-level of road workers. The Community Development Project, though it experienced significant delays in start-up due to problems in recruiting a management consultant, is making progress in achieving its goals and objectives.

Partially Effective: The Water Resources Project has had less support from Government than is needed to move forward. The Project achieved fewer on-the-ground results than expected and is considered partially effective. The Irrigation project has yet to begin and is thus not assessed.

5. Sustainability.

Two projects are considered sustainable, two projects partially sustainable, and one project not sustainable. The Road Project is not assessed due to its entire focus on roads and the Irrigation Project is not assessed as it has yet to begin.

Sustainable: The Health Project planned its exit strategy early and Project activities will be transferred to and supported by other donors. Thus, it is likely sustainable. Although early to judge, the Community Development Project is also viewed as sustainable because of its close and significant working relationship with its ministry implementing partner and with the communities in which it operates. These two factors are likely to increase the Community Development Project's sustainability.

Partially Sustainable: The Education and Social Component projects are both partially sustainable. The Ministry of Education indicates it will continue to work with schools supported under the Education Project. The Ministry of Education also advises the community-based organizations developed through the Education Project will require more effort than the Ministry may be able to provide to ensure sustainability.

Not Sustainable: The Water Resources Project is currently considered not sustainable. There is no evidence to suggest otherwise. However, this assessment may be premature and likely to change as the Project increasingly involves the Government and communities in Project activities.

6. Impact. While it is very early to fully assess project impact, the following provides a sense of the impact projects have made and are making.

- The Education Project changed community attitudes towards girl's school attendance. Before the Project, few villagers felt girls over 12 should attend school. After the Project, this changed significantly with the majority of villagers supporting education for girls over 12.
- Social Component health activities resulted in a healthier population able to more readily access services than before. Project school activities—construction, reconstruction, and teacher training—have created a positive learning environment and will likely increase school enrollment.
- The Health Project increased the access and the quality of health services to poor populations in areas of the country very difficult to reach and developed the Ministry of Health's capacity to manage donor-funded projects.
- The Road Project proposed having important impacts including equal employment opportunities for men and women and screening for social impacts. Against these lofty impacts, there is no evidence to suggest this was accomplished.
- The Community Development Project assisted Community Development Councils in the Project area to implement re-elections in which community member participation was high. The types of subprojects being proposed by Councils suggests the Project will impact community member abilities to generate income and improve their livelihoods.
- The Irrigation Project has yet to begin and is thus not assessed.
- The Water Resources Project will have a positive impact on improving irrigation infrastructure in the Balkh River Basin through its construction of the Bangalaya Bridge Offtake.

C. Key Issues

Key issues in project administration and implementation, identified for each project, are detailed in the body of this report and incorporated in the Lessons Learned and Recommendations section of this report. Issues range widely from security, delays in payment of invoices, significant changes in Scope of Work, lack of attention to project audits, how to balance JFPR parameters with ADB goals, to lack of cost recovery for ministry Implementing Partners.

D. JFPR Contributions

JFPR projects in Afghanistan have made and will continue to make important contributions to AFRM's overall program. ADB has well-utilized JFPR funding to address shared development goals articulated by the Government and advanced in collaboration with the GOJ and ADB. JFPR funds support projects—all in-line with GOJ emphasis in Afghanistan on comprehensive rural development—in transport, energy, agriculture and natural resources, education, health, and community development sectors and sub-sectors. These various projects collectively bolster ADB poverty reduction and economic development efforts by addressing Millennium Goals, helping to bring stability to the countryside through advancing the well-being of Afghanistan's rural citizens, promoting alternative livelihoods, developing social capital, and sustaining reasons to hope for a brighter future.

The ADB formally adopted poverty reduction as its overarching goal in 1999. JFPR projects uphold and contribute to achieving this goal. JFPR projects directly target the poorest and most vulnerable groups. This targeting is one of the most important

contributions JFPR makes to poverty reduction in Afghanistan. Targeting sharpens and maintains the focus on the poor and vulnerable. This is singularly important in light of the debate over the role of economic development in poverty reduction. While some economic development projects affect the poor indirectly as the overall economic situation improves, the JFPR approach promotes a more direct and immediate affect. JFPR projects improve family income, increase access to basic social services, decrease illiteracy levels, and promote the participation of local people in planning and managing their development.

ADB has developed a very strong, complementary, and cooperative working relationship with the Embassy of Afghanistan in Japan. This has fully-facilitated the contributions JFPR makes to ADB's overall program as well as to poverty reduction in Afghanistan.

E. Lessons Learned

Numerous lessons have been learned through JFPR project implementation. Such lessons are highlighted below.

- JFPR projects have proven to be a vital and viable funding mechanism contributing substantially to ADB's overall program and poverty reduction in Afghanistan.
- JFPR projects represent an important and effective instrument for decentralizing ADB efforts to the province, district, and community-levels.
- JFPR projects are reliable vehicles for facilitating bottom-up planning and development, building local capacity, and increasing local participation in development projects.
- Embassy of Japan in Afghanistan is committed to raising the voice and ideas of people at the community level and increasingly utilizing their input and feedback in project design and implementation.

F. Recommendations

Recommendations, designed to strengthen JFPR projects, range from the broad to the specific. Recommendations for consideration are:

1. Overall

- (i) Develop a more systematic, strategic approach to planning and proposing JFPR projects while simultaneously exploiting the opportunity JFPR provides to experiment with increasingly innovative pilot projects.
- (ii) Attach JFPR projects to larger loan or otherwise-financed projects ensuring the linkage between the two is substantively strong and JFPR adds social value to the loan project and/or utilize pilot JFPR projects to inform the development of larger national-level projects.
- (iii) Maximize JFPR strength in decentralizing projects and target JFPR projects at provincial, district, and particularly community levels, building capacity and creating impacts at these levels.
- (iv) Elevate local community participation in JFPR projects to encompass not only participation in project implementation but also in design, monitoring, and evaluation.

2. Design

- (v) Enhance project design, give voice to people at the grassroots level, and increase stakeholder participation in grant proposal development by utilizing the preparatory funds JFPR makes available to do so.

VIII

- (vi) Emphasize the pilot element of JFPR projects, allocating project staff time and funds to document pilot successes/difficulties and to develop models for replication based on pilot projects.
- (vii) Assess project targets against field realities and acquire stakeholder input into project design to mediate tendencies toward overly-ambitious targets.
- (viii) Support community participation by including in each project a socialization and communication strategy designed to inform and dialogue with the community at large about project goals, objectives, activities, progress, and community role and responsibilities in the project.

3. Implementation

- (ix) Embed JFPR projects in ministries and include ministry capacity building in all JFPR projects, articulating plans and funds for such capacity building in project proposals.
- (x) Obtain early concurrence on location and counterparts in ministry-based PIUs, PMUs, and GIUs.
- (xi) Invite Japanese NGOs, Embassy staff, and aid agencies to project meetings and field-site visits to promote understanding of JFPR projects.

4. M&E

- (xii) Improve project monitoring and evaluation: incorporate standard ADB design and monitoring frameworks in JFPR proposals; standardize and streamline project reporting formats; convince all projects to systematically report progress against their identified goals and objectives; ensure projects schedule and conduct annual audits; and emphasize the importance of the Implementation Completion Memorandum.
- (xiii) Ensure projects implement poverty impact assessments, by developing a simple assessment tool for use by JFPR projects, and ensure proposals include plans and budget to support assessments.
- (xiv) Review project exit strategy and sustainability plans midway through project implementation.

5. Administration

- (xv) Appoint a full-time Kabul-based JFPR officer to manage all aspects of JFPR projects, being responsible for proposals, projects, communications with stakeholders, and administrative capacity building of project staff.
- (xvi) Capitalize on JFPR project experience to produce a JFPR Project Protocols and Procedures Handbook to facilitate new project start-up and implementation detailing such issues as, for example, fund flow, disbursements, and reporting guidelines.
- (xvii) Improve access to JFPR reports and documents by establishing a JFPR documentation system which identifies types of documents to be obtained, such as changes in SOW, and maintains such documents (this could be part of the responsibility of a dedicated JFPR Officer in AFRM).
- (xviii) Hold regional and internal JFPR-wide ministry/project workshops and exposure visits to increase awareness, share information, and build synergy among the countries, projects, and ministries involved in JFPR projects.

6. General

- (xix) Commission several action-research studies to (a) explore ways to include the private sector in JFPR projects, (b) identify methods to increase rural women's participation in project activities and benefits, and (c) assess the feasibility to JFPR programming of highly-innovative poverty reduction initiatives such as the "Millennium Villages Project" and "One Laptop per Child"

I. INTRODUCTION

1. The Asian Development Bank's (ADB) Afghanistan Resident Mission (AFRM), in collaboration with the Afghanistan Country Team, has recently embarked on the preparation of Afghanistan's first Results-Based Country Partnership Strategy (RB-CPS).
2. The new RB-CPS will be based on a series of diagnostic and other assessments that consider the overall context for ADB's assistance to Afghanistan. This is as per guidance in several related ADB documents including the December 2001 Business Processes for the Reorganized ADB, the 2005 Practice Note on Results-Based Country Strategies and Programs, and the August 2006 Further Enhancing Country Strategy and Program and Business Processes.
3. As close to \$100 million in JFPR (Japan Fund for Poverty Reduction) financed grant investment projects in Afghanistan were approved by end-2006, JFPR funding represents an important complement to ADB's overall country program. Thus, a review and assessment of JFPR projects will serve as an important "building block" for the RB-CPS, and also will serve as the basis for discussions with the Government of Japan (GOJ) with respect to further JFPR financing in support of ADB's activities in Afghanistan.
4. This report details findings and recommendations of the consultant tasked with reviewing and assessing JFPR projects in Afghanistan. The consultancy was carried-out December 2006 – January 2007. Appendix 1 provides Consultant TORs.

II. JFPR PROGRAM

A. Establishment and Funding

Following ADB's adoption of its Poverty Reduction Strategy in November 1999, the GOJ and ADB established JFPR in May 2000. The Fund contributes to addressing ADB's overarching goal of eliminating poverty from the region and to its requirement of mobilizing new resources and funding methods appropriate for directly reducing poverty. The GOJ, beginning with an initial funding of \$92.6 million, has contributed over \$360 million as of March 2006¹. All ADB development member countries (DMC) are eligible. As of October 2006, 86 projects—totaling almost \$238 million—were approved (Appendix 2)². These projects consist of two across-country regional?? Projects with the remaining projects implemented in 20 countries, including Afghanistan.

B. Parameters

The JFPR Directional Guidance for 2006 and the JFPR 2006 Guidelines and Operating Procedures for Application, Approval and Execution of JFPR Grants provide details of JFPR grant-related processes³. Sections of these documents particularly relevant to this assessment are highlighted below.

1. Objective and Focus

The objective of JFPR is to provide grants in support of innovative poverty reduction and social development activities to help alleviate poverty in ADB DMCs. JFPR grants are to focus on activities which:

- (i) respond directly to the needs of the poorest and most vulnerable groups through new and innovative methods;

¹ *Japan Fund for Poverty Reduction*. Updated 28 November 2006. Available: <http://www.adb.org/JFPR>

² This includes a recently approved Rural Business Support Project for Afghanistan. Source: *JFPR. Approved JFPR Projects as of 16 October 23006*. Available: <http://www.adb.org/JFPR/fjprapproved.asp>

³ ADB. 2006. *JFPR Directional Guidance for 2006*. Manila.

- (ii) support initiatives that lead to rapid, demonstrable benefits with positive prospects of developing into sustainable activities; or
- (iii) build ownership, capacity, empowerment and participation of local communities, non-governmental organizations (NGOs), and other civil society groups to facilitate their involvement in ADB supported operations.

2. Partnership with Civil Society

JFPR emphasizes and promotes participation of local communities and civil society organizations, including NGOs, in the development process. Community groups and NGOs may work together with ADB to develop JFPR project proposals and/or JFPR grants may be executed by central/local governments or by civil society organizations.

3. Grant Selection Criteria

The selection criteria for funding of grant proposals are:

- (i) rapid, demonstrable benefits to the poor and vulnerable;
- (ii) innovative approach;
- (iii) specific and concrete goals and objectives with measurable indicators or criteria identified;
- (iv) linkage to country strategy;
- (v) recipients ownership of the grant;
- (vi) participation of stakeholders (e.g., NGOs, community groups, local governments) in grant preparation and/or implementation;
- (vii) sustainability or exit strategy after grant is completed;
- (viii) disciplined budget process;
- (ix) capacity of grant executing/implementing agency to implement, monitor, and supervise grant;
- (x) justification of incremental ADB costs; and
- (xi) involvement of Japanese NGOs, Civil Society Organizations, and/or aid agencies.

4. Grant Development

The lack of preparatory funds to ensure stakeholder participation in JFPR grant development is cited as a major constraint to submitting JFPR grant proposals. To address this constraint, seed money to support such activities (vi above), may be requested⁴. Eligible expenditures include: consulting services (participatory process including community consultation experts); local consultants costs; and ADB staff travel and subsistence. ADB staff time may not be included. Total costs for the seed money request should not exceed \$20,000.

5. Grant Amount

With the exception of JFPR grants for Afghanistan, further discussed below, grants range from \$200,000 to \$3 million. Excluding grants to Afghanistan, the average JFPR grant amount is \$1.82 million. For 2006, again excluding Afghanistan, \$35 million is JFPR's indicative allocation, to be approved through four cycles during the year.

6. Auditing and Reporting Requirements

The 2006 Guidelines indicate annual audits by independent auditors are required. ADB Project Officers should receive all audit reports within 6 months after the end of the fiscal year or closing date. Among others, audit reports should include the auditors' opinion on the use of JFPR Funds, the operation of any imprest account, and the application of any

⁴ ADB. 2003. *Operations Manual: Operational Procedures (OP) JFPR*. Manila

statement of expenditures procedure authorized under the JFPR Project. Financial Management Specialists in the relevant ADB Regional Department should review the audits.

For JFPR grants, two specific reports are required. These are: (i) a Semi-Annual Grant Status Report, to be prepared by Project Officers and submitted through the ADB Director General of the relevant Regional Department to the ADB Office of Co-Financing Operations and (ii) an Implementation Completion Memoranda, due 6 months after Grant Closing Date, to be disclosed in the JFPR website. The 2006 Guidelines state that Regional Departments will keep copies of JFPR-related documentation, in accordance with ADB's administrative policies and procedures.

7. Involvement of Japanese

The Japanese Government approves JFPR grants. To obtain input reflecting GOJ development strategy, all proposals are to be discussed with the local Japanese Embassy at an early stage, as well as with other Japanese organizations such as the Japan International Cooperation Agency (JICA) or the Japan Bank for International Cooperation (JBIC). As noted above, the inclusion of Japanese NGOs, Civil Society Organizations, and/or aid agencies in grant proposal development/implementation is one criterion in proposal selection. Letter of Agreement signing ceremonies are important opportunities for dissemination of information regarding the Japanese Government's and ADB's collaborative poverty-reduction activities. Inclusion of Japanese Embassy officials, Government representatives, and the press is encouraged.

C. JFPR in Afghanistan

Within the general JFPR framework, the JFPR Program in Afghanistan is unique. The devastation of its economic, social, and physical infrastructure, due to prolonged violence and upheaval, has placed Afghanistan in a position requiring extraordinary remedial measures. In 2002, the Japanese Government opened a special JFPR window for Afghanistan with a funding level of \$50 million. This funding has since been increased. JFPR in Afghanistan, overall in line with JFPR parameters, differs from the general JFPR program on two specific counts. First, the grant ceiling amount of \$3 million is increased with JFPR Afghanistan grants ranging from \$3 million to \$20 million. Second, while the focus remains on poverty reduction, the path to achieve this is flexible and allows for indirect impacts on poverty reduction, such as those resulting from development of national roads.

Since 2002, the level of funding for individual JFPR projects in Afghanistan has ranged from \$3 million to \$20 million. Between 2002 and 2005, the proposed duration of projects has ranged from 24 months to 42 months. Since approval of the first three grants in 2002, ADB and the GOJ have subsequently approved three grants in 2003, one grant in 2004, and most recently two new grants in 2006. As of end 2006, one JFPR project has been completed, five were ongoing, one was in process, and two have just recently been approved.

III. ADB AFGHANISTAN PROGRAM

ADB's Afghanistan Country Strategy and Program (CSP) and CSP Update (CSPU) are detailed in four documents developed annually beginning in 2002⁵. Each CSPU covers a period of 2 years.

⁵ ADB. 2002. *Initial Country Strategy and Program (2002-2004) Afghanistan*. Manila.
 ADB. 2003. *Country Strategy and Program Update (2003-2005) Afghanistan*. Manila.
 ADB. 2004. *Country Strategy and Program Update (2004-2006) Afghanistan*. Manila.
 ADB. 2005. *Country Strategy and Program Update (2006-2008) Afghanistan*. Manila

May 2002. Initial CSP 2002-2004. Afghanistan's Initial CSP was based on the comprehensive needs assessments articulated by the Interim Administration of Afghanistan, ADB, the United Nations Development Programme (UNDP), and the World Bank. These assessments provided the basis for the Government's presentation at the International Conference on the Reconstruction of Afghanistan held in Tokyo in January 2002. At the Conference, ADB pledged \$500 million in aid to Afghanistan for the period 2002-2004.

In support of Afghanistan's 2002 National Development Framework, ADB's Initial Country Strategy and Program stressed broad-based, pro-poor growth and focused on capacity building, physical infrastructure rehabilitation, revitalizing agriculture and rural development, private sector development, social development, and gender empowerment. The lending and non-lending program addressed needs in infrastructure; agriculture and natural resources; microfinance; and social sectors. Among other projects, the Other Nonlending Program for 2002 included three grant projects ultimately funded by JFPR. Concept papers for these projects—a multisector road (with a social component) project, an education project, and a health project—were included in the Initial CSP and approved by ADB and the GOJ in 2002.

April 2003. CSPU 2003-2005. In March 2003, the Government requested its development partners to focus assistance on three or fewer sectors to reduce duplication of effort and increase coordination and aid effectiveness. As a result, ADB's 2003-2005 CSP Update de-emphasized ADB's involvement in the social sectors and microfinance, given that the Government preferred grant-based bilateral donor assistance rather than loans for social sector activities. As per the CSPU, the Government and ADB would consider revisiting this issue, particularly for the education sector, at a later time. ADB also pledged to address social sector needs through mainstreaming. As per the CSPU, ADB began to focus loan and technical assistance on the natural resource management, energy, and transport sectors. The former included agriculture, irrigation, and the environment; energy included power and gas; and transport consisted of roads and civil aviation.

The CSP confirmed that the three JFPR projects—road, education, and health—already approved in 2002, would continue. Three additional JFPR projects were introduced in this CSPU and approved by ADB and the GOJ in 2003⁶. These included one transport and two agriculture and natural resources projects. A Renewable Energy Development Project Concept Paper, specifically proposing JFPR funding, was put forward although JFPR funding ultimately was not realized.

August 2004. CSPU 2004-2006. This CSPU was prepared following the preparation of Securing Afghanistan's Future, the strategy document tabled at the April 2004 Berlin International Conference. The CSPU aligned Afghanistan's economic growth targets with the Millennium Development Goals (MDGs). At the Berlin Conference ADB pledged some \$1 billion over the 2005-2008 period, bringing ADB's total pledge to some \$1.5 billion over the period 2002-2008.

The CSPU introduced ADB's three-pronged approach to supporting reconstruction: building capacity, establishing an appropriate policy and institutional framework, and rehabilitating essential infrastructure. The pectoral focus on natural resource management, energy, and transport continued with technical and loan assistance to support governance and the financial sector included. ADB's program expanded to include increased support to the private sector and attention to co financing. The Concept Paper for a JFPR funded agriculture and natural resources (water management) project was introduced in this CSPU and subsequently approved by ADB and the GOJ in 2004.

August 2005. CSPU 2006-2008. In 2004, the new minister of finance reaffirmed Afghanistan's continuation of its approach to reconstruction and development, including

⁶ The project concept papers put forward the overall idea for the projects. Major modifications were made prior to their submission to JFPR

strong focuses on poverty reduction, capacity development, private sector-led economic growth, and provision of basic services to the poor. The CSPU is in line with Government's gradual movement from post conflict crisis management to more long-term sustainable development planning. In terms of focus areas, the CSPU mirrors the 2004-2006 CSPU. The three-pronged approach continues, as does the pectoral focus.

Notable mention is made of constraints to inclusion of JFPR projects in the Afghanistan assistance pipeline. The CSPU reports that proposed projects were dropped due (i) to reduction in size of JFPR grants and (ii) to limited staff, in both project divisions and AFRM, to administer such grants. Thus, there were no new proposals for JFPR projects in the CSPU. The CSPU continues on to state that depending on staff availability, inclusion of JFPR projects, or other grant-financed projects, in ADB's overall assistance program in Afghanistan may be reconsidered.

IV. REVIEW AND ASSESSMENT FRAMEWORK

Under the umbrella of its Special Evaluation Studies, ADB Operations Evaluation Department plans to begin evaluating selected JFPR projects in 2007⁷. To date, guidelines for review, assessment, or evaluation—of JFPR projects in specific—have not been developed by JFPR and ADB. The following draws on ADB's overall evaluation guidelines which have been adapted for this particular review and assessment⁸.

A. Purpose and Scope

The purpose of the review and assessment is to describe and assess the seven JFPR projects approved between 2002 and 2005, so as to provide background and input to ADB's new RB-CPS. The seven projects are:

- (i) JFPR 9019, Community-Based Gender-Sensitive Basic Education for the Poor;
- (ii) JFPR 9024, Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons (Social Component);
- (iii) JFPR 9030, Primary Health Care Partnership for the Poor;
- (iv) JFPR 9037 Emergency Road Rehabilitation;
- (v) JFPR 9038, Integrated Community Development;
- (vi) JFPR 9039, Rural Recovery through Community-Based Irrigation Rehabilitation; and
- (vii) JFPR 9060, Balkh River Basin Integrated Water Resource Management⁹.

B. Objectives

All but one of the JFPR projects to be examined are ongoing or have yet to begin. The objectives of the review and assessment must be viewed within this context. Assessment criteria, such as relevance, effectiveness, sustainability, and impact in particular, are best measured several years after project completion. A broad qualitative assessment of these criteria is included in the objectives in order to build-up a current picture of JFPR project status. Excluding impact, each criterion is judged on a four-point scale (i.e., for relevance: not relevant, partially relevant, relevant, and highly relevant).

Review and assessment objectives are:

⁷ ADB. 2006. *2006 Annual Evaluation Review*. Manila

⁸ ADB. 2006. *Guidelines for Preparing Performance Evaluation Reports for Public Sector Operations*. Manila.

ADB. 2006. *Project Administration Instructions: Technical Assistance Completion Report*. Manila

⁹ The two JFPR projects approved in 2006 have not yet begun and are not part of the review and assessment

- (i) Broadly identify relevance, effectiveness, sustainability, and impact of the Projects from the perspectives of ministries, implementing partners, ADB staff, and Embassy of Japan staff involved.
 - Relevance:** Is the project in line with JFPR parameters and ADB Country Strategy and Program at the time of its approval and of this review?
 - Effectiveness:** Is the project achieving progress toward (or did the project achieve) its stated outcome/objectives¹⁰.
 - Sustainability:** Is the activity likely to continue after donor funding? Impact: What difference has the project made to beneficiaries?
- (ii) Assess JFPR contribution to ADB's overall program of assistance as well as to poverty reduction in Afghanistan.
- (iii) Identify critical issues and lessons-learned through JFPR Project implementation.
- (iv) Comment on possible strategic role of JFPR in ADB's new Country Partnership and Strategy and in poverty reduction in Afghanistan.

C. Methodology

A combination of methodologies is used including interviews, documents review, and a survey questionnaire.

Twenty individual interviews were held. Those interviewed include AFRM, implementing partner, government ministry, and Embassy of Japan staff involved with JFPR (Appendix 3).

Numerous JFPR and other ADB documents were reviewed, both general documents and those specific to individual projects (Appendix 4). This includes ADB and implementing partner documents such as the JFPR proposals as well as available inception and progress reports, monthly/quarterly/annual reports, mission review reports, and Back-to-Office Reports. The availability of Grant Status Reports is not clear and obtaining them was not pursued. Final evaluation documents, available only for JFPR 9019, were reviewed.

A survey questionnaire was e-mailed to ADB Manila staff involved with the Afghanistan JFPR projects (Appendix 5). Unfortunately, return responses were not received. Potential respondents may have been too busy to respond, out-of-the-office, or no longer responsible for the JFPR project (to cover the latter case, the e-mail requested receivers to forward the questionnaire to appropriate others involved).

V. FINDINGS

The following Table 1 gives basic information on the seven projects of concern. Further findings are organized by individual JFPR project. A description of the project precedes a discussion of the four assessment criteria outlined above. Key issues in project administration and implementation are also noted.

A. JFPR 9019 Community-Based Gender-Sensitive Basic Education for the Poor

1. Project Description

This education sector project introduced community-based basic education planning and management to 150 communities in 16 provinces. Communities and Government worked together to reconstruct schools and provide learning and teaching materials. The

¹⁰ The first three JFPR proposals use ADB's Project Framework which identifies Goal, Purpose, and Outputs. The four later proposals follow the new JFPR proposal template and identify Grant Development Objectives and Expected Key Performance Indicators

project included school-based teacher training and nonformal education. Beneficiaries were young people, particularly girls.

The goal of this \$4 million core poverty intervention project was to reduce poverty by equipping the young people of Afghanistan, particularly girls, with values and education that stimulate their self-help capacities for overcoming poverty. Its purpose was to pilot a sustainable and comprehensive approach to community-based, gender-sensitive basic education in post-conflict rural poor Afghanistan.

The project objectives were to:

- (i) build capacity and strengthen partnerships between the Government, schools, NGOs and communities, for participatory planning and development of basic education for the poor;
- (ii) increase access to basic education, particularly for poor girls;
- (iii) improve the quality of basic education for children in poor communities, particularly for girls and other disadvantaged groups;
- (iv) promote innovative community and NGO partnerships for integrated child and youth development services focusing on reconciliation and development in a post-conflict society;
- (v) support, where possible, income generation schemes related to school rehabilitation and furniture production; and
- (vi) support for policy discussions to up-scale the pilot scheme developed under the JFPR to a broader coverage through follow up ADB loans.

The Project components included:

- (i) community-based basic education planning and management;
- (ii) community-government partnership for school reconstruction;
- (iii) provision of essential teaching and learning equipment and materials;
- (iv) school-based teacher training;
- (v) innovative demand-based education approaches to nonformal education and training; and
- (vi) project management, monitoring, and impact assessment.

Table 1: JFPR Project Information

JFPR #	Project Name	Budget (US mil)	Original Duration (mo)	Date ADB Approval	Status	Date Expected Completion	Sector/ Poverty Classification	Geographic Focus	Intended Beneficiaries
9019	Community-Based Gender-Sensitive Basic Education for the Poor	4	24	10 Sept 2002	Completed 31 Oct 2005	31 Sept 2004	Education/ Core Poverty	10 communities in 16 provides (revised to 88 communities in 8 provinces)	Young people, particularly girls
9024	Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons (Social Component)	15 (3.5 for Social)	30	04 Oct 2002	Road Completed Nov 2005 Social Ongoing	Extended: 31 Aug 2007	Multisector/ Core Poverty	Along Kandahar-Spin Boldak road; settlement areas around Kandahar	Returning refugees and Displaced Persons (DP)
9030	Primary Health Care Partnership for the Poor	3	42	19 Dec 2002	Ongoing	Extended: May 2007	Health, Nutrition, Social Protection/ Core Poverty	10 districts in 5 provinces (revised to 9 districts in 2 provinces, Ghor & Badakhshan)	Vulnerable groups and communities, particularly women & children
9037	Emergency Road Rehabilitation	20	36	19 Dec 2003	Ongoing	Extended July 2007	Transport	57 km of northern primary ring road and 55 km of Naibabad-Hairatan road link to Uzbekistan	Poor, DPs, demobilized combatants, and women
9038	Integrated Community Development in Northern Afghanistan	3	36 revised to 24	26 Dec 2003	Ongoing	Jan 2008	Agriculture & Natural Resources	72 communities in 5 provinces (revised 40 communities in 2 provinces: Balkh & Samangan).	Inhabitants of the 40 communities, especially the poor
9039	Rural Recovery through Community-Based Irrigation Rehabilitation	5	24	26 Dec 2003	In Consultant Selection Process	Feb 2009	Agriculture & Natural Resources	40 micro watersheds in Jowzjan, Faryab, and Sar-e-Pol.	Households having agri-based livelihoods
9060	Balkh River Basin Integrated Water Resource Management	10	42	15 Dec 2004	Ongoing	April 2008	Agriculture & Natural Resources	Balkh River Basin 5 provinces: Jowzjan, Balkh, Samangan, Bamyān, Sar-e-Pol	Mirabs representing water users

The Project Implementing Agency was the Ministry of Education (MOE) working in collaboration with a consortium of institutions named the “Afghanistan Basic Education Consortium” (ABEC). ABEC was composed of a “Resource NGO”, Cooperative for Assistance and Relief Everywhere, Inc. (CARE), along with Catholic Relief Services, International Rescue Committee, Save the Children Federation/US, and University of Massachusetts. A Project Steering Committee with representatives from, among others, MOE, ADB, the Japanese Embassy, and ABEC provided overall guidance. CARE operated the Project Coordination Unit (PCU), facilitating the MOE-NGO partnership arrangement.

Approved by ADB and the GOJ on 10 September 2002, the Letter of Agreement (LOA) was signed on 11 October 2002. The original closing date of this 24 month Project was 30 September 2004. However, the Project Management contract was signed on September 2003 and the project began actual implementation on 1 January 2004, indicating a delay of about 16 months from approval to implementation. Thus, a no-cost extension to 31 October 2005 was approved by ADB. The project was completed 31 October 2005.

2. Assessment

a. Relevance

The Project was highly relevant to JFPR parameters. It focused on the poorest and most vulnerable groups, particularly girls who have had few opportunities for education. The Project was innovative in that it sought to establish new mechanisms for partnerships among civil society and Government, via its NGO consortia interaction with the Ministry of Education and the formal school system and its support of local community involvement in the development process. The Project empowered and increased the ownership and participation of local communities in the educational system through its promotion of Parent/Teacher Associations (PTAs) and Village Education Committees (VECs).

When approved in 2002, the Project was highly relevant to the ICSP. ADB was critically involved in the comprehensive needs assessment for the education sector. Its portfolio incorporated social sector projects including gender empowerment. Changes in ADB pectoral focus, in place at the project’s completion date, resulted in a decrease in the project’s relevance with regard to the 2006-2008 CSPU. However, as an education sector project, the Project contributed overall to poverty reduction by improving the population’s educational level and to gender empowerment, most specifically by encouraging girl’s enrollment in schooling. As well, the Project specifically addressed several Millennium Development Goals and Targets included in the CSPU (2003-2005). The Project contributed to the educational and gender equality goals and targets of Achieving Universal Primary Education, ensuring that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling and eliminating gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.

b. Effectiveness

The Project was designed as a community-based education project. However, activities were carried-out in collaboration with the formal school system under the Government. Typically, community-based schools are distinct from government schools. MOE only recently certified community-based schools. To this extent, the Project was only partially effective. Overall, however, the Project met the very large majority of its outputs and, as described below, was highly effective.

The Project proposal did include a project design and monitoring framework because the proposal was written prior to JFPR’s new 2006 proposal format which does not require

such framework (footnote 3). Significant changes, approved by ADB, from the proposals original performance indicators include:

- (i) decrease in the number of schools benefiting from civil works assistance and number of target communities benefiting from Project support from 150 to 35;
- (ii) omit stipends for 7,000 girls;
- (iii) increase school based teacher training activity; and
- (iv) implement the Project in 8 provinces rather than 10 regions in 16 provinces¹¹.

While the Project reports collecting baseline data against which to assess Project goals and purpose (i.e., increased enrolment and attendance especially of girls and increased gross enrolment rates), the data are not structured to facilitate such assessment. Project representatives advise the Project benefited 50,622 students. Of these 14,465 are girls, representing 29% of beneficiaries. Anecdotal evidence suggests this represents an important increase in girl student enrollments. As well, the construction/rehabilitation of schools provides a place for teaching/learning. All indications are this increased enrollments as did the involvement of communities in their schools. The Project thus met its revised performance indicators: 88 communities developed and implemented basic education plans; 31 schools were constructed/rehabilitated and provided basic furniture and teaching/learning materials; 4,813 teachers in 91 schools received a range of teacher trainings; various nonformal education initiatives were implemented in the 8 provinces; and communities, assisted by NGOs, managed and monitored projects. Accommodation for teachers does not appear to have been addressed.

c. Sustainability

The Program can be viewed as only partially sustainable. Major sustainability issues relate to school maintenance, community involvement, and leveraging teacher training. Over the life of the project, communities and provincial education offices developed plans for school maintenance. The sustainability of these plans is linked to continued community involvement in school management and MOE encouragement of plan implementation. The relevant MOE Department indicates willingness to continue to support community involvement, primarily through PTAs and VECs. However, Department representatives indicate there was insufficient time for these organizations to mature and MOE may be unable to provide the level of support needed. The Project made substantial investments in teacher training. While individual teachers retain skills developed, refresher training improves application of such skills. Linkage with upcoming Teacher Education Projects will increase sustainability.

d. Impact

Changing community attitudes towards girl's school attendance represented the Project's most notable impact. In the first baseline survey, communities initially disagreed as to school attendance for girls over twelve. After 18 months of project implementation, analysis of the second survey shows a highly statistically significant difference in attitudes with almost every community stating that girls over twelve should go to school. Interestingly, community attitudes toward schooling for girls under twelve did not change. The majority surveyed disagree with schooling for girls under twelve. The community-based planning and management component of the Project, whereby PTAs and VECs are established and supported, also had important impacts. Anecdotal evidence suggests these organizations contributed to an increase in girl student enrollments. As well, the capacity of these groups to manage and monitor development projects was strengthened. Although there were some

¹¹ Arthur, Linda (Education Specialist). 2006. *Back-to-Office Report of the Project Completion Review Mission, 9 October 2006*. Manila. Project staff report 31 rather than 35 target schools/communities

construction-related problems, such as delays in completion and security, the Project's largest financial investment—construction/reconstruction of schools—resulted in positive impacts on school enrollments. The changing attitude of the MOE toward the Project represents an additional important impact. The MOE moved from limited interest to full and active participation in the Project. This not only strengthened Project delivery, but also built MOE/NGO capacity to collaborate. As MOE participation in the Project increased, so did their level of satisfaction with the Project overall. By the end of the Project, the MOE was highly supportive, interested, satisfied, and prepared to continue its participation with other Ministry/NGO collaborative projects.

3. Key Issues

- Project outputs were significantly altered suggesting proposed outputs were impractical and inadequately screened against field realities.
- The changing security situation constrained Project work in some provinces.
- As is often the case in Afghanistan, identifying and hiring qualified staff presented a major challenge, particularly in the provinces.
- The initial overhead budget for the NGOs was reduced by the Government constraining some NGO management activities.
- Initial fund flow arrangements were unwieldy resulting in cash flow shortfalls. Arrangements were later modified, smoothing the disbursement process.
- Communities have proven they have huge potential for contributing to their own development.
- Identification of Ministry counterparts was not achieved and Ministry involvement occurred late in the Project. This contributed to the Project's minimal involvement with Ministry staff at the central, provincial, and district levels, resulting in weak Ministry-ownership of the Project.
- Two audits were conducted by an independent audit firm acceptable to ADB.
- Although noted as an activity in the initial proposal, no poverty impact assessment was conducted.
- To have strengthened the Project, there is indication that greater support, in terms of feedback on progress, and oversight from ADB would have been appreciated.

B. JFPR 9024 Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons

1. Project Description

This Project has two major components: a road component and a social component. The review and assessment focuses on the social component. The road component rehabilitated a major section of the Kandahar-Spin Boldak road, one of the six major cross-border links with neighboring countries. The geographic focus of the social component was on areas around Kandahar where beneficiary returning refugees and displaced persons (DP) settled or were likely to settle. The social component provided training, supporting social services such as education, health and child care, and micro credit for start-up income-generating activities for home-based women.

The overall goal of this \$15 million core poverty intervention Project (\$3.5 million allocated to the social component, \$11.5 to road component) was to reduce poverty in the Project area. Its purpose was to facilitate settlement of returning refugees and DPs.

Project objectives were to:

- (i) assist refugees in their repatriation, resettlement, and reintegration within their communities, provide livelihoods, and develop sustainable capacities and skills;
- (ii) contribute to economic development and social stability by providing employment opportunities to returning refugees and DPs through rehabilitation of roads; and
- (iii) provide an opportunity to pilot test a transition from humanitarian aid to reconstruction.

Other general objectives include reducing cost of transportation; supporting international trade; and building the capacity of local contractors to construct, rehabilitate, and maintain major roads and bridges.

Components of the Project as a whole included:

- (i) road improvement;
- (ii) training and community mobilization;
- (iii) education;
- (iv) health;
- (v) micro credit; and
- (vi) project management and monitoring.

Within the Project as a whole, road improvement and possibly training were part of the road component. Training and community mobilization, education, health, and micro credit were part of the social component.

The Executing and Implementing Agencies for the Project are the Ministry of Finance (MOF) and Ministry of Public Works (MPW) respectively. For the social component, HOPE worldwide, an international NGO with presence in Afghanistan, is Resource NGO (RNGO). HOPE subcontracts four local Kandahari NGOs to facilitate Project implementation: Afghan Rehabilitation and Reconstruction; Afghan National Coordination Construction; Khorasan Therapy Corporation; and Faiza Welfare Trust. The Project Management Unit (PMU) for the Project as a whole is attached to the MPW Kabul. A Steering Committee, made-up of representatives from MPW, Ministry of Health (MOH), and MOE, provides overall direction. A coordinating unit at the provincial level Public Works Department in Kandahar, established by HOPE, provides guidance to the social component and approves their construction contracts. This coordinating unit, working directly with the social component, is also referred to as the PMU.

Approved by ADB and GOJ on 4 October 2002, the Project Management Contract with HOPE was signed on 19 August 2003. The original closing date of this 30 month Project was August 2006. However, closing was extended until 31 August 2007 to allow time for completion of one major (i.e., construction of a high school), and several minor, activities. The delay in construction is due largely to the deteriorating security situation in the Project area.

2. Assessment

a. Relevance

The social component of the Project is highly relevant to JFPR parameters. Through its education, health, and vocational training activities, it responds directly to the needs of refugees and DP's, among the poorest and most vulnerable groups in Afghanistan. It is innovative in that the Project as a whole combines infrastructure and social sector assistance. Benefits, such as newly-constructed or renovated schools and health facilities

are clearly demonstrable. Project targets are reformulated based on extensive consultation with local communities, including shuras, indicating the Project empowers local communities and increases their ownership of Project activities and outputs. (See Appendix 6 for details). The Project makes important contributions to capacity building of several of the local NGOs involved.

When approved in 2002, the social component was highly relevant to the ICSP. Social development was part of the overall ICSP program. Since then, changes in AFRM focus (at Government request) decrease to some extent the relevance of the social component to the current CSPU. The transport sector is a focus of the current CSP suggesting the current relevance of the social component is dependent on its links to the road component. The links between the road project and the social component are tenuous at best. Nonetheless, as a stand alone social sector activity, given Afghanistan's overall lack of education, health, and training opportunities, the social component is highly relevant. It contributes to reducing poverty, creating universal primary education, reducing child mortality, and achieving maternal health Millennium Development Goals.

b. Effectiveness

Effectiveness is assessed based on two documents: (i) Project Framework as revised per the Aide Memoire of Review Mission 9-21 February 2004 and micro credit-related documents¹² and (ii) Reformulated Targets as provided by the RNGO in January 2007 (Appendix 6).

Changes noted in the Aide Memoire include:

- (i) education targets change from 15 and 50 schools to 14 and 16 schools to be constructed and rehabilitated respectively;
- (ii) health targets change from 18 facilities to be constructed/rehabilitated to 6 facilities to be constructed/rehabilitated and managed with staff and supplies; 17 Health Posts to be established; and Community Health Workers (CHWs) to be trained to provide village-level health and nutrition services; and
- (iii) micro credit activities are dropped, with funding to be used for other activities in the social component.

Further related changes noted in the Reformulated Targets include:

- (i) education targets change from 14 and 16 schools to 6 and 2 schools to be constructed and rehabilitated respectively;
- (ii) health targets change from 6 to 7 facilities to be constructed/rehabilitated and managed with staff and supplies and from 17 to 33 Health Posts to be established and stocked.

Regarding the social component in specific, and due largely to the issue of training in construction, the social component is assessed as effective rather than highly effective¹³. This judgment is further discussed below.

¹² De Wit, Vincent (Senior. Health Specialist), Bonu, Sekhar (Health Specialist). 2004. *JFPR 9024-AFG. Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons (Social Component, Kandahar-Spinboldak)*, Aide Memoire of Review Mission 9-21 February 2004. Manila. ADB. 2006. *JFPR 9024-AFG. Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons – Request for Concurrence of a Major Change of Scope and Reallocation of Funds. 2 March 2006*. Manila

¹³ There is no ADB documentation indicating a change in scope regarding construction training

For the Project as a whole, it is not clear which component, social or road, is responsible for measuring and reporting progress toward achieving the goal (poverty reduction) and purpose (settlement of refugees and DPs) of the Project. However, these data are not available. While the February 2004 Review Mission Aide Memoire (footnote 12) indicates a poverty baseline and impact assessment would be conducted by the RNGO, ADB later agreed the security situation in the Project area precludes such activity.

It is also not clear which component is responsible for the training output targeting “at least 10,000 refugees/DPs trained in construction”. Both components suggest such training is not in their SOW. Road component representatives advise the road component required 50,000 person days of work (only men were employed, thus man days is appropriate here), equivalent to \$750,000 and that as such, on-the-job (OJT) training is provided. The road component did address the training target via efforts to build capacity of five local engineers and four subcontractors. The social component advises workers were already hired under the road component and there was no further need for the social component to train workers for the road project. A primary and expected link between the social and the road component is based on the proposed skills training for labor-based construction and maintenance of roads and structures. Such training is to improve construction/rehabilitation skills and to develop refugee and DP sustainable livelihoods. Confirmation that this training would be provided is documented in the February 2004 Review Mission Aide Memoire (footnote 12). OJT requires a level of planning for learning above that of simply doing a days work on the job. A major weakness of the Project as a whole, and an important opportunity missed, is the lack of attention paid to this element of training.

To its credit, the Project proposal indicates the education and health status of both residents and refugees of the target area is poor and status improvements should target both in an integrated manner. At the same time, the proportion of residents, refugees, and/or DPs benefiting from the social component is not known.

Training and Community Mobilization. Over 3,500 persons total—more than twice the target of 1,500—received vocational training including computer training, English, tailoring, embroidery, literacy, plumbing, tire repair, carpet weaving, and poultry production. Through the development of health facilities, many thousands of women had access to informal training in nutrition and child care.

Education. Revised targets indicate 8 schools are to be constructed or rehabilitated. The social component reports completing construction of 5 schools and completing rehabilitation of 2 schools. The Airport High School Kandahar, the largest construction project in the social component, is the one major activity remaining to be completed. This includes completing construction, providing book bags and school supplies to students; and delivering teacher training. All indications are these activities will be completed by end of the Project. Progress is being made. Delays are due largely to the declining security situation in the Project area. The Project exceeds its literacy and adult basic education targets. Around 2,500, as compared to the target of 2,000, beneficiaries—including approximately 1,000 women—participated in literacy and basic education courses.

Health. Afghanistan standardizes, to the extent possible, its public health care system and services. Services are provided through a set of facilities. Starting at the village through to the provincial center, services are provided at Health Posts (staffed by CHW); Basic Health Centers, Comprehensive Health Centers, District Hospitals, and Provincial Hospitals. The Project health targets accomplished include three health facilities constructed and four rehabilitated. This includes four Basic, two Comprehensive, and one District Hospital. As well, the Project set-up and stocked 33 Health Posts. Following MOH policy, the Basic Package of Health Services is delivered at these facilities. The social component meets its revised health targets.

c. Sustainability

The social component is partially sustainable. RNGO representatives advise all health facilities are currently supported under USAID funding. While this ensures sustainability in the short term, and transfers sustainability responsibility, long term sustainability remains questionable. However, it is to be noted this is a large national-level issue that must be addressed comprehensively, and at the national level. The last Review Mission, August 2006, recommended the RNGO pursue discussions with MOE Kabul and Department of Education Kandahar regarding their willingness to provide full support to Project constructed and rehabilitated schools and to teachers, recruited and paid under the Project. The MOE requests (i) school teachers be registered with the civil service commission; (ii) school management committees be established; and (iii) local Community Development Councils become involved with schools. Results of discussion and MOE requests, which will impact sustainability of Project education inputs, have yet to be determined.

d. Impact

The Project generated considerable employment in the Project area via its hiring of laborers. An injection of \$.75 million in wages is likely to have had positive effects on the Spin Boldak Road area economy. The Project provided health services to around 161,500 individuals through Project supported health facilities with an average of 8,000 men, women, and children receiving services on a monthly basis. Anecdotal evidence suggests services result in a healthier population able to more readily access services than before, representing a very important impact. Schools were newly-constructed or rehabilitated and it is expected that enrollments will increase. Interviewees for this assessment advised that communities involved with the Project were extremely pleased with the assistance provided. In particular, villagers are able to see for themselves the advantages of the road and other construction activities.

3. Key Issues

- The Project is the first JFPR project in Kandahar and is to be commended for overcoming the considerable difficulties it faces as a result of working in the area. The security situation in Kandahar presents major challenges to Project implementation. Project staff have been threatened. One staff member was kidnapped and later released. Progress on construction of the Airport High School is delayed largely due to security constraints. The original contractor was replaced with a contractor able to work in the area.
- Project targets were significantly altered based on community input suggesting proposed targets were impractical and/or communities were initially inadequately consulted in the development of targets.
- Project audits are not mentioned in reports. This needs to be addressed prior to Project closure.
- Delays in payment of invoices causes problems for the RNGO which has used its own funds to support implementing NGOs.
- Issues of skill training for laborers and management training for construction contractors as well as how to involve women in road construction projects deserves further study.
- Capacity building for NGOs and Government Ministries and Departments is put forward as a major concern requiring further attention.
- The JFPR Project proves a good vehicle for decentralizing donor activity to the provincial and district levels.

- While the Project appreciates the support it receives from Manila, communications between Kabul and Manila sometimes delay decision-making. The Project would appreciate a Kabul-based management system.

C. JFPR 9030 Primary Health Care Partnership for the Poor

1. Project Description

This health sector project, as a pilot for replication nationwide, explores the potential partnership of MOH, NGOs, and communities to develop sustainable community-based primary health care in poor rural communities that currently do not have Government or NGO services. Its target beneficiaries are vulnerable groups and communities, particularly women and children.

The goal of this \$3 million core poverty intervention Project is to reduce poverty by improving health, nutrition, and reproductive health of the rural poor. The aim is two-fold: to build the capacity of the MOH to manage donor/NGO projects and provide the Basic Package of Health Services in two provinces. The overall objectives of the Project are to reduce the child mortality rate by 30%, the prevalence of common infectious diseases and malnutrition in children, the maternal mortality ratio, and the birth rate in the targeted communities over a period of 3 years and demonstrate the potential of partnership of MOH, NGOs, and communities in developing sustainable community-based health care for possible replication nationwide.

Specific Objectives are to:

- (i) improve access to specific cost-effective health, nutrition, and birth spacing interventions through health centers and CHWs;
- (ii) provide quality care at less cost by training health staff and CHWs, providing equipment, and developing a drug supply system;
- (iii) improve water supply and sanitation through the provision and repair of water pumps and latrines, including for schools;
- (iv) promote healthy life styles and timely referral, through health, nutrition, and birth spacing education, by providing access to radio education programs for women and by training local leaders, CHWs, and health staff;
- (v) strengthen local leadership in community development activities for health, with linkages to other sectors such as education and agriculture; and
- (vi) build the capacity of MOH, NGOs, and communities in sustainable partnership.

The Project has five components:

- (i) community organization and support through NGOs;
- (ii) health center development;
- (iii) a CHWs program;
- (iv) design and testing of a drug supply system; and
- (v) project management and coordination.

The proposed project was to operate in 10 districts in 5 provinces. This was revised to 9 districts in 2 provinces, Ghor and Badakhshan. Districts selected are extremely remote, difficult to reach and seriously underserved. In Badakhshan, several districts are accessed via Tajikistan. The alternative to reach these districts is an eight to ten day journey by foot, horse, or donkey from the provincial capital, Faizabad.

The Project Implementing Agency is the MOH working in collaboration with the Resource NGO, Ibn Sina. Ibn Sina, a health-focused NGO with considerable experience in Afghanistan, subcontracted two NGOs to implement the Project in the provinces. These are the Aga Khan Development Foundation (AKDN) and Coordination of Humanitarian Assistance (CHA). A Project Steering Committee guides the Project Implementation Unit (PIU). Ibn Sina facilitated the establishment of the PIU in the MOH. Three Ibn Sina consultants and two MOH counterparts staff the Unit.

Approved 19 December 2002, the LOA was signed 25 April 2003. Ibn Sina, a health-focused NGO with considerable experience in Afghanistan, contracted in September 2003, is the RNGO. The RNGO began work in October 2004 with the two implementing NGOs, ALF and CHA subcontracted in August 2005. While contracting implementing NGOs typically requires considerable time, the reasons are not clear for the more than 2 year delay between LOA signing, RNGO start-up, and implementing NGO contracting. Security and severe weather delayed Project implementation in Badakhshan, but this occurred after NGO contracting. Originally a 42 month Project, it has been extended until May 2007 and is currently ongoing.

2. Assessment

A. Relevance

The Project is highly relevant to JFPR parameters. It directly responds to the health needs of the poorest and most vulnerable groups living in remote and difficult to reach areas in two of Afghanistan's provinces. The Project is without doubt relevant to Government emphasis, which began around the time of Project approval, on providing its Basic Package of Health Services to Afghanistan's rural areas through innovative collaboration with NGOs. Afghanistan's population has the worst health status of any country in Asia. Child and mortality rates are among the highest in the world. The benefits of health care are demonstrable to the individuals who receive them and to their families. The Project facilitates NGO involvement in ADB financed operations and, most particularly, involves communities through establishment of community health committees. These committees actively support and contribute to Project activities.

At the time of its approval in 2002, the Project was highly relevant to ADB's program in Afghanistan, as social development was included as part of ADB's assistance. As with other projects approved in 2002, changes in AFRM pectoral focus since 2002 decrease to some extent the relevance of the Project to the current CSP. Still, the Project contributes directly to Millennium Development Goals which target reducing by two-thirds and three-fourths, between 1990 and 2015, the under-five and the maternal mortality rate respectively.

b. Effectiveness

The August 2006 Review Mission notes that baseline surveys for the Project were completed in January 2005 and the mid-term surveys are to be completed by end September 2006 to evaluate project outputs and outcome¹⁴. A post-project survey was originally planned but will not be conducted due to lack of funds. However, new donors may carry-out baseline surveys as well as continue Project activities in Project districts.

Mid-term survey results are currently unavailable. Project effectiveness in reducing child mortality and increasing access of the poor to quality health care services can be

¹⁴ Shiroishi, Y. (Mission Leader/Health Specialist). 2006. *JFPR 9030-AFG: Primary Health Care Partnership for the Poor, Aide Memoire, Review Mission (23-30 August 2006)*. Manila

measured as survey results become available. Thus, the tentative assessment that the Project is highly effective may be revised in light of survey results.

The challenges of working in Project districts cannot be overstated. In cases, boats are used to cross the river from Tajikistan in order to most expeditiously reach Project areas. Areas are snowed-in up to 6 months a year. One district is referred to as a “natural prison” as travel out is so challenging. In spite of these challenges, Project accomplishments are noteworthy. The Project improves access to and the quality of health services through its construction, rehabilitation, and/or upgrading of health facilities, provision of equipment and supplies, and training of health staff, most specifically village-based CHWs (Appendix 7).

In Badakhshan, AKDN, the implementing NGO, has provided the bulk of construction financing, building or extensively renovating five health facilities. This includes one Comprehensive Health Center plus Emergency Obstetric Center, two Comprehensive Health Centers, and two Basic Health Centers. The Project supports these facilities by providing staff salaries, equipment, supplies, drugs, and training. The Project established 37 Health Posts and trained both male and female CHW's to staff the Posts. Health Posts deliver health and nutrition education at the village level in addition to basic health services.

In Ghor, the Project sponsors one Comprehensive Health Center plus Emergency Obstetric Center, constructed with other external funding. The Project rehabilitated four facilities in Ghor including two Comprehensive Health Centers and two Basic Health Centers. As in Badakhshan, the Project supports these facilities. To improve access to quality health services at the village level, the Project established Health Posts and trained 600 male and 61 female CHWs to staff the Posts.

The Project gave considerable attention to capacity development of the PIU. Verbal reports by PIU representatives suggest they are now well-able to manage large-scale donor funded health projects. The Project promoted the development of Health Committees at several levels and provided training to build their capacity. Project efforts to improve water supply and sanitation and to provide radio education programs are apparently limited, representing one of the very few objectives yet to be met. As per the 2004 Review Mission, the drug testing component of the Project was canceled. The high cost and lack of expertise to manage a revolving fund for procurement of drugs were reasons cited for this decision.

c. Sustainability

The Project is sustainable to the extent that other donors have agreed to provide financial support to cover Project recurrent costs, including salaries of health workers. While other JFPR projects have transferred responsibility for their Project outputs to others, this Project differs in the level of effort it gives to planning, pursuing, and achieving its exit strategy. Sustainability is an issue discussed early in the Project and referred to frequently in subsequent Project reports. Such heightened awareness of the need to explicitly plan for and pursue an exit strategy facilitates transition and appears to have paid off. USAID will continue to support Badakhshan clinics through a contract with AKDN. The EC will continue to support the clinics in Ghor province.

d. Impact

While survey results will provide quantitative data on numbers of persons served through health facilities, all qualitative data indicate the existence of facilities, staffed with better trained personnel, increased the access and the quality of health services to poor populations in very difficult to reach areas of the country. Increased access and improved quality of services are very significant impacts resulting from Project implementation.

Additionally, the capacity of the PIU is developed such that other donor-funded projects are under their management. The MOH is reportedly very pleased with the Project.

3. Key Issues

- The Project audit has yet to be accomplished. The PIU is aware and intends to act on this prior to Project closure.
- While security in the Project areas is generally satisfactory, certain events delayed implementation. The AKDN office in Badakhshan was attacked and destroyed. Staff were evacuated, returning after about 2 months. Fighting between commanders in Ghor created tension and delayed project survey work.
- Project coverage decreased from five to two provinces, suggesting initially proposed coverage did not sufficiently consider field realities.
- Delayed payment of NGO invoices negatively affected Project efficiency in cases such as when NGO funds were insufficient to keep needed stocks of medicines.
- The Project addressed the lack of female health providers in several innovative ways, in cases recruiting female doctors and midwives from Tajikistan.
- The Project enjoyed considerable co-financing of health facilities from its implementing partners, indicating the perceived importance of these facilities and contributing to the overall sustainability of health facilities.
- The Project receives limited feedback on the various reports it submits and would welcome additional input from ADB.
- While Project support from Manila was satisfactory, a person responsible for JFPR in AFRM would be appreciated and could provide timely support for and response to Project needs.

D. JFPR 9037 Emergency Road Rehabilitation

1. Project Description

This \$20 million transport sector Project, approved in December 2003, co finances part of the road rehabilitation component of a much larger ADB project, the \$150 million Emergency Infrastructure Rehabilitation and Reconstruction Project (EIRRP). The EIRRP, approved in June 2003, focuses on rehabilitation of roads, electricity, and gas infrastructure. The EIRRP rehabilitates and constructs a 447-km section of the primary national road network, including the international link to Uzbekistan. The direct and indirect impact of the EIRRP Project will be pro-poor, since the poor will benefit through employment generation and increased household income. While EIRRP will generate short-term employment during the construction period, operation and maintenance of facilities rehabilitated under EIRRP will generate permanent employment. Additional long-term employment will be generated from increased production, trade, transport, and services attributable to improved roads, power, and gas supply. There will be both direct employment impact as well as impact through inter-industry linkages.

In June 2003, GOJ indicated its willingness to consider financing a portion of the EIRRP, particularly the national roads around Mazar and the link to Uzbekistan. These roads are located in areas, along with other areas in northern provinces, targeted for comprehensive development by the GOJ via the "Ogata Initiative". Of the 447 km section, the resulting JFPR Project finances 57 km of the primary national ring road (Khulum-Naibabad-Mazar-i-Sharif-Balkh) and the 55 km Naibabad-Hairatan road link to Uzbekistan. The beneficiaries of this JFPR project are the poor, DPs, demobilized combatants, and women. Starting in 2004, the Project was initially for a period of 20 months but was

subsequently extended due to implementation delays (which also have affected the EIRRP). The JFPR Project's expected completion date is July 2007.

The Project's Implementing Agency is the Ministry of Public Works. Sheladia Associations and Samwhan Corporation are the international collaborating firms. Discussion indicates ADB oversight of this Project may be officially delegated to AFRM in the foreseeable future.

2. Assessment

Due to the road building nature of the JFPR 9037 Project, its relevance and impact are of most interest to this review and assessment. These two factors alone are examined.

a. Relevance

The Project is not directly relevant to JFPR parameters. However, its funding is justified based on its timing, geographic focus, and contribution to Afghanistan's overall economic development. In 2003, Afghanistan was resource hungry and fraught with immense challenges. Most of its infrastructure was destroyed or badly damaged. Lack of resources and capacity prevented maintenance and led to major deterioration of roads. Revival of the economy and resumption of growth depended on reconstruction and rehabilitation of key infrastructure via the EIRRP. By supporting the EIRRP, JFPR was able to provide timely emergency investment in Afghanistan's road infrastructure and hence the country's economic future. The geographic focus of the Project, as mentioned above, is in line with GOJ priorities articulated in the Ogata Initiative. Finally, it is widely-accepted that road development serves as a stimulus to economic growth. In the short-term, road development creates employment and generates income at the local level. In the longer-term, road development facilitates communication, increases access to social services, increases employment opportunities attributable to improved roads, and decreases transport costs. These short- and long-term benefits are expected to positively impact the JFPR Project targeted beneficiaries.

The Project is highly relevant to the CSP/U. This is the case both at the time of its approval and currently, with transport consistently being a key pectoral focus.

b. Impact

The proposal advises that the use of local labor will be maximized, for example, for road embankment rehabilitation. It states that the Government will work closely with local community leaders in project areas to ensure both men and women are given equal employment opportunities and contractors will be required to ensure equal pay for equal work. While these are lofty potential impacts, there is no evidence to suggest these envisioned actions were attempted, much less fully implemented. The proposal maintains the Project and the Ministry of Public Works will screen for likely social impacts, developing a social screening and assessment framework. The impact of developing and applying such a mechanism would be noteworthy. Again, however, there is no evidence to suggest this was carried-out.

3. Key Issues

- Overall, this Project highlights the question of how to balance JFPR parameters with ADB goals in the selection of JFPR projects. While this Project is clearly justifiable, exploring other alternatives that create synergy and build complementarities between JFPR social focus and ADB infrastructure focus is called for.

- While the large majority of Project staff are local, there is a relative large number of third country national staff holding skilled to semi-skilled jobs in the Project, working as foremen, laboratory technicians and assistants, surveyors and assistant surveyors, and equipment operators. Training Afghans to fill these posts—through formal short and long-term training programs, planned on-the-job training, and/or internships—warrants urgent consideration as part of overall efforts to build national capacity.
- Based on the Project's recent Safety Audit, it is likely workforce health and safety would benefit from increased attention.
- Annual audits, mentioned in Project reports, have yet to be documented or have yet to be completed.

E. JFPR 9038 Integrated Community Development in Northern Afghanistan

1. Project Description

This \$3 million agriculture and natural resources sector project, approved in December 2003, began implementation in February 2006. The Project is ongoing. As originally designed, the Project was directly linked to ADB's larger EIRRP road project. It aimed to support communities along the road being rehabilitated via EIRRP in order to improve livelihoods and strengthen capacities of these communities to benefit from road development. The lengthy delay between approval and implementation of JFPR 9038 results in the linkage being largely irrelevant. A geographic focus and linkage remains as the EIRRP rehabilitated road runs through the two provinces in which the Project operates, Balkh and Samangan. These two provinces are identified by the Implementing Agency, the Ministry of Rural Rehabilitation and Development (MRRD) and its National Solidarity Program (NSP), as provinces where a high percentage of vulnerable groups reside.

Project beneficiaries are residents, particularly the poor, of Project areas in the two provinces. The Project utilizes and supports Community Development Councils (CDCs), established under the NSP, as the primary mechanism to advance community development in these areas. The Project provides direct block grants and training and facilitates micro-credit to CDCs to support their rehabilitation or development activities.

The Project's Grant Development Objective is to enhance the living standards of communities in northern Afghanistan through social and economic development with the purpose of enabling communities to participate in and make informed choices leading to social development and sustainable livelihoods. As per the Project Proposal, outputs, key performance indicators, and components are:

Outputs:

- (i) participatory decision-making structures at the community level;
- (ii) key infrastructure to promote the production and/or sale of goods and services;
- (iii) availability of extension services and inputs to foster growth in the forestry-horticulture sector; and
- (iv) access to credit and marketing knowledge through microfinance.

Key Performance Indicators¹⁵:

¹⁵ Given the later than expected start-up date, target years noted in the key performance indicators will change

- (i) 15% increase in income of poorest households in project area by June 2015;
- (ii) 10% decrease in incidence of diseases due to malnutrition, and unsafe drinking water by June 2007;
- (iii) 90% of communities achieving 70% of objectives within their community development plan for 3 years by June 2007;
- (iv) 72 village organizations established by June 2005; and
- (v) 70% of a community with access to improved resources and making use of the infrastructure built under the project by June 2007.

Components:

- (i) community mobilization;
- (ii) infrastructure development;
- (iii) natural resource management;
- (iv) micro credit development;
- (v) project impact assessment; and
- (vi) project management.

Project scope is changed from establishing 72 community organizations in 5 provinces to working with 40 mature CDCs in 2 provinces. In each province, the Project focuses on 1 district. These changes are reportedly due to increase in project costs since Project design resulting in insufficient funds to cover 72 communities¹⁶. Additional changes include a change from one district to another due to security constraints. As well, the criteria for selection of community organizations is narrowed to mature CDCs only. A mature CDC is one that has used all their NSP Block Grant monies and completed all NSP funded projects. Thus, out of the 40 communities selected for Project participation, only 3 are communities identified in the original proposal.

CDCs are established by NSP to identify, plan, manage, and monitor their own development projects. The Project will support mature CDCs to strengthen them to continue to carry-out their own development projects. CDC projects may include infrastructure development, training, and other activities (see Appendix 8 for examples). Based on these changes, the Project Program Manager clarifies the Project's Key Objectives to include:

- (i) improving the socio-economic infrastructure through direct implementation of projects by CDCs using block grants;
- (ii) improving and strengthening the capacity of CDCs by providing community-based training;
- (iii) setting-up small-scale income generating activities and business development by providing training and/or micro-credit; and
- (iv) training key Ministry of Rural Rehabilitation and Development (MRRD) staff in project management including training of provincial MRRD and NGO staff in conflict management/gender mainstreaming.

The Project Implementing Agency is the MRRD. MRRD works in collaboration with German Agro Action (GAA), the Oversight Consultant (OC). Two NGOs, ActionAid and Afghanaid are Implementing Partners (IP), working in Dawlatabad District, Balkh Province and Hazrat Sultan District, Samangan Province respectively. The Project is led by a PIU having staff from MRRD and GAA. The Project Director, Finance Focal Point, and Gender Focal Point are from MRRD. The Program Manager, Assistant Project Manager, Monitoring & Evaluation Officer, and Finance Manager are from GAA.

¹⁶ GAA. 2006. *JFPR 9038. Integrated Community Development in Northern Afghanistan. Inception Report. June 2006.* Kabul: GAA

Approved by ADB on December 2003, the Oversight Consulting contract was signed in November 2005. Project implementation began February 2006, indicating a delay of over 2 years from approval to implementation. Originally a 36 month Project, the Project duration has been revised to 24 months. The current expected completion date is January 2008. However, a 6 month extension past January 2008 is likely to be requested to account for late start-up.

2. Assessment

a. Relevance

The Project is highly relevant to JFPR parameters. It targets the poor and in particular seeks to include women in Project-related decision-making and activities. The Project is innovative in leveraging and extending the previous work of NSP by providing additional support to mature CDCs. Expected support to CDCs is in the range of \$40,000. per CDC. NSP focuses on infrastructure projects. While not precluding infrastructure projects, this Project will actively encourage CDCs to expand their range of possible projects to include, for example, human capital development through training in horticulture, business development, and income generating activities. The initiatives supported by the Project are to be identified and implemented by communities. They range from training in animal husbandry, carpentry, weaving, and literacy to procurement of tractors and construction of fire brick ovens. Ownership and benefits of projects are apparent to communities as they select the Projects they believe they need. While the path from identification to implementation may be challenging, communities are increasingly empowered to own and participate in operations financed by ADB, as they are increasingly involved in decision-making about those operations.

In July 2006, representatives of the Embassy of Japan in Afghanistan, including the First Secretary, participated in a field visit to Project sites in Hazrat Sultan, Samangan. Reports indicate they were impressed by the CDC re-election process, particularly the election of women leaders, and by the rapid progress of the Project. JFPR 9038 is the sole JFPR Project to directly engage Embassy of Japan staff in Project activities and is thus importantly instrumental in responding to this element of JFPR parameters.

The Project is relevant to AFRM Country Strategy and Program, both at the time of its approval in 2003 and currently, as it addresses needs in the agriculture and natural resources sector. For example, some CDCs propose to improve field crop production through facilitating village-level provision of seeds and fertilizers and by digging irrigation wells while other CDCs propose increasing poultry, beef, dairy, and sheep production through training in animal husbandry including breeding program training. While outside the agriculture and natural resources sector, the Project meets other needs identified by communities, such as the need for vocational training in non-agriculture income-generating activities. As originally proposed, this Project was directly linked to another ADB road rehabilitation Project. The linkage between this Project and the road rehabilitation Project is quite limited. Project relevance based on complementarities with transport sector needs is far less than Project relevance based on complementarities with agriculture and natural resources sector needs.

b. Effectiveness

The Project is making progress in achieving its revised objectives and is assessed as effective in this regard. There were significant difficulties in identifying an appropriate consultant/implementing agency for the Project, resulting in a 2 year delay between ADB approval and Project implementation. Although this has since changed and various

firms/NGOs have developed community mobilization and organization expertise in the Afghan context, at the time of contract discussions in 2003/2004 there were few firms/NGOs having this requisite expertise. Contract negotiations with GTZ, the first NGO considered, were unsuccessful based on disagreement over the cost of consulting services. Negotiations with the NGO GAA were successful and a contract was signed in November 2005 with Project implementation beginning in February 2006. In spite of the delay in effective start-up, it is now being implemented normally and activities are being accelerated to compensate for early delays in implementation. The Project has almost finished its first of 2 years of implementation.

The Project PIU is established with headquarters in MRRD Kabul and a branch office in Mazar-e-Sharif. PIU is staffed by both MRRD and GAA personnel. As one of its key objectives, MRRD staff are being trained in project management through on-the-job training and in gender concerns. Several MRRD staff participated in an official MRRD delegation to projects in India to learn about income-generating activities for women's groups. The Project ensures a close and productive working relationship with its executing agency, the MRRD, by including MRRD staff on the PIU, applying a counterpart training strategy, and systematically communicating with MRRD on Project progress, problems, and plans.

Implementing partners, identified and contracted, are engaged in achieving Project objectives in the two Project provinces. Progress towards the objective of improving the socio-economic infrastructure in the Project area through direct implementation of projects by CDCs using block grants includes identification of the 40 mature CDCs, re-elections of CDC leaders, and completion of CDC training needs survey. Criteria for eligibility and selection of sub-projects is prepared. CDCs are in process of developing and submitting their sub-project proposals for PIU consideration and funding. The Project is planning to meet its objective of community-based training provision by, among others, exploring the implementation of literacy and business skills training in communities.

c. Sustainability

While it is very early to assess Project sustainability, indicators suggest the Project is likely sustainable. The following discussion explores the issue. Within the community context, the premise on which the Project is based—that of full and transparent community participation in project decision-making and activities—provides a strong platform on which to build sustainability. At the sub-project level, the hypothesis is that sustainability is positively related to ownership and the Project supports mechanisms that increase ownership. Thus, community-level sub-projects proposed, managed, implemented, monitored, and evaluated by the community are likely more sustainable than such projects put-forward and carried-out by outsiders. At the CDC-level however, donor funding of CDCs is unlikely to be sustainable in the long term. The Project itself takes over funding of existing CDCs, originally funded under the NSP. The extent to which the Project is able to organize and empower CDCs to generate funds for community development—through mechanisms such as self-help, revolving funds, partnerships, private enterprise, and accessing government and donor funding—will have a direct impact on CDC sustainability and on further community-development activity.

The sustainability of the Project's MRRD institutional development element, which focuses largely on staff development, is likely high although limited for the most part to MRRD colleagues with whom the Project works directly. The Project invests in their colleagues' training, both at the Ministry and provincial levels. The Minister advises he is very pleased with the Project and particularly appreciates the notably close collaboration the Project promotes between MRRD and the Project. This contributes to Project sustainability.

d. Impact

As with sustainability, it is very early to assess impact. One specific component of the Project is a participatory impact assessment. It is expected that results of this assessment will evaluate increase in household income in the Project area, as identified in the Project's Performance Objectives, and will fully describe Project impact, particularly its impact on the goal of enhancing livelihoods. The Project has already had an important impact in the communities in which it operates in that CDCs have undergone a re-election process in which community member participation was high. As CDC sub-projects have yet to begin, their impact cannot be assessed. However, the type of training sub-projects being proposed by CDCs suggests the Project will have an impact on the skills of community members and their ability to generate income and improve their livelihoods. The Project has also had a positive impact in developing a meaningful working relationship with the MRRD.

3. Key Issues

- The development of communities is a long-term continuous process.
- Designed to complement a road rehabilitation project, this design element was not realized.
- The Project scope is changed significantly indicating additional attention to scope is needed in the design phase.
- Currently, there is no mention of Project audits.
- There is no cost recovery mechanism for the Ministry to recover its costs of supporting the Project. The Ministry supports the Project through provision of office space, vehicles, and staff time.
- Setting-up disbursement procedures and mechanisms with the Government is a slow process which constrained Project progress.
- Protocols and procedures, based on lessons learned in previous JFPR projects, need to be developed to facilitate new project start-up.
- JFPR projects are relatively isolated from each other. ADB facilitation of information sharing to learn from each other and build synergy would be appreciated.
- An AFRM-based dedicated staff person is needed to manage all aspects of JFPR projects from concept development to impact evaluation.
- Strengths of the Project are its realistic focus on fully-developing a reasonable number of specific CDCs and its emphasis on the community level in two, rather than many, districts.
- Building on the Project, the Minister would like to see larger more fully-integrated projects in order to continue to strengthen CDCs and to further address much needed rural enterprise development.

F. JFPR 9039 Rural Recovery through Community-Based Irrigation Rehabilitation

1. Project Description

This \$5 million 24 month agriculture and natural resources sector Project, approved by ADB and GOJ in December 2003, is expected to commence in the first quarter of 2007. There are two reported reasons for the delay in start-up. First, the Project was originally linked to JFPR 9038, the integrated community development project discussed above. The expectation was that JFPR 9038 would develop community capacity to manage and more fully participate in the JFPR 9039 Project which focuses on community-based irrigation. As the JFPR 9038 was delayed, so was the JFPR 9039. However, based on other factors, the two Projects will end-up operating in different provinces and different communities. Thus, the rationale for delaying JFPR 9039 in order for JFPR 9038 to build communities is no longer relevant. The second reason for delaying JFPR 9039 rests on the anticipation that

experiences gained and lessons learned from the integrated community development Project would inform the irrigation rehabilitation Project. This has occurred. Experiences, which should facilitate the start-up and implementation of the irrigation Project, are shared with the irrigation Project IP, the MRRD.

The Grant Development Objective of the Community-Based Irrigation Rehabilitation Project is to contribute to the reduction of widespread poverty in the more vulnerable, low food security areas in Jowzjan, Faryab, and Sar-e-Pol provinces in northern Afghanistan. To examine the Project's contribution to poverty reduction, the Project proposal includes a poverty impact assessment.

The purpose of the Project is to significantly increase economic livelihoods in the Project area through (i) income generation for the poor via irrigated agriculture and (ii) through development and testing of pilot approaches to building community capacity for decision-making and effective water utilization and management. The 2 year Project will support the rehabilitation and maintenance of community-based irrigation systems and structures and will assist communities to identify, prioritize, plan, and implement such rehabilitation and maintenance sub-projects. Project beneficiaries are about 50% (150,000) of all households having agri-based livelihoods in the Project area.

Project Key Performance Indicators are:

- (i) short-term employment opportunities for approximately 40,000-45,000 household members;
- (ii) long-term benefits accruing to approximately 150,000 households involved in agriculture-based livelihood activities;
- (iii) rehabilitation/improvement of approximately 120 small/medium-scale traditional irrigation schemes with an average command area of 200 hectares;
- (iv) improved knowledge and skills of communities, community-based organizations and local governments; and
- (v) monitoring and evaluation (M&E) guidelines developed, and community and summary M&E reports issued.

The Project's will be implemented by MRRD. International and/or local NGOs will work in collaboration with MRRD.

2. Assessment

Because this Project has yet to begin, the only criteria assessed is its relevance.

a. Relevance

As proposed, the Project is highly relevant to JFPR parameters. The Project will operate in provinces having high percentages of vulnerable populations. New methods to building community capacity to make and follow through on water usage and management decisions are to be developed and piloted. Participating communities will engage in short-term employment resulting in rapid and demonstrable benefits. Benefits are sustained by improving irrigation structures in order to increase agriculture production and family income. A component of the Project focuses on building community capacity to effectively participate in and build ownership of the Project.

The Project is also highly relevant to the CSP, both at the time of its approval and currently. Its emphasis is on irrigation and agriculture production, both fully within the agriculture and natural resources sector focus of the CSPs. The Project engages and promotes communities as the method to achieve its irrigation and agriculture emphasis.

G. JFPR 9060 Balkh River Basin Integrated Water Resource Management

1. Project Description

This \$10 million agriculture and natural resources sector Project was approved by ADB and GOJ in December 2004. According to Project documents, the Project began implementation in June 2005¹⁷. The Project is linked with the co-linked \$20 million JFPR 9037 Emergency Road Rehabilitation Project which is part of the \$150 million Loan 1997 EIRRP Project. In terms of finances, the GOJ \$20 million funding of JFPR 9037 allowed for the reallocation of \$20 million within the EIRRP. Of this, \$15 million was allocated to EIRRP Traditional Irrigation Component (TIC). The TIC and this Project, JFPR 9060, share a similar Scope of Work (SOW), further discussed below.

The direct beneficiaries of JFPR 9060 are mirabs (traditional, community-appointed managers of irrigation works) representing water users throughout the irrigation network. Mirabs are responsible for the traditional system of water management including allocation and water structure operation and maintenance. Other irrigation users will directly benefit based on improvements in the mirab system and physical infrastructure development. The Project aims to improve water management in the Balkh River Basin through a process of capacity building, institutional strengthening, and implementation of irrigation infrastructure works.

The Grant Development Objective of this Project is to improve water resources management and agricultural productivity and provide greater livelihood opportunities and reduce rural poverty in the Balkh River Basin. The Basin is encompassed in five provinces: Jowzjan, Balkh, Samangan, Bamyan, and Sar-e-Pol. The Project has three components: capacity development, institutional development, and rehabilitation of irrigation systems. Key Performance Indicators for the Project are:

- (i) improved livelihood opportunities, water management, and agricultural productivity, and reduced poverty in the Balkh River Basin;
- (ii) reduced conflicts over water allocation in the Balkh River Basin and developed mechanisms for water allocation, planning, and monitoring;
- (iii) improved infrastructure for irrigation and water management in the River Basin, and improved operation and maintenance of irrigation facilities;
- (iv) strengthened capacity of government officials, mirabs, and other stakeholders in the Balkh River Basin; and
- (v) institutional development for water resource management in the Balk river basin.

The Implementing Agency is the Ministry of Energy and Water (MEW) working with the contracted firms, Snowy Mountains Engineering Corporation (SMEC) PTY Ltd. in association with Agrisystems Ltd. The MEW is to (i) establish a grant implementation unit (GIU) to monitor project implementation and coordinate with other agencies concerned, (ii) appoint a Project Director for the GIU, and (iii) assign appropriate staff to assist in overseeing and monitoring project activities and milestones. As well, the MEW is to assign counterparts to the Project. A project steering committee, chaired by the MEW Minister, made-up of representatives from other stakeholders, is to be established to provide overall guidance and approvals.

¹⁷ The August 2005 *Project Inception Report* indicates the Team Leader came on-board 23 June 2005. Other documents indicate the Project began implementation in January 2005

Approved in December 2004 with the LOA signed in January 2005, consultants were mobilized in June/July 2005. Originally planned as a 42 month Project, it is currently ongoing. Its expected date of completion is April 2008.

2. Assessment

a. Relevance

As designed, the Project is partially relevant to JFPR parameters. The Project does not target the poorest and most vulnerable groups although the expectation is they will benefit from improved water management and infrastructure. Some initiatives, particularly infrastructure construction, are likely to lead to demonstrable benefits in the short-term while developing water management systems is a longer-term effort. While the Project engages mirabs, an important civil society group, there is limited evidence to suggest the Project strategically engages communities and NGOs in Project implementation.

The Project is highly relevant to the CSP, both at the time of its approval and currently. Its emphasis is on water management and irrigation infrastructure, fully within the agriculture and natural resources sector focus of the CSPs.

b. Effectiveness

The Project is partially effective. As noted earlier, the Project is linked to EIRRP TIC. Because both share a geographic focus and both address irrigation-related issues, negotiations were held and changes in project SOWs were made. This proved to be a challenging process requiring considerable time, with reversals in decisions made several times. One outcome of this process is a less-focused Project than is needed to effectively and efficiently reach Project goals and objectives. This is exacerbated by Government's apparent lack of support for the water management emphasis of the Project, including the social and institution building elements. The Government and ADB are keen on rapid tangible results. The Government promotes infrastructure construction to obtain these results. While the Project produced designs and plans, more rapid observable action on-the-ground was favored. It may be the prominence of River Basin, sub-basin, and water-user group management promoted by the Project is premature, at least from the Government's perspective.

Underlying and sharpening the above, the Project has faced considerable constraints. The Project Steering Committee has yet to be established. It is not clear whether a GIU exists. Delays in assignment of counterpart staff occurred and, in cases, continue. Due to prolonged discussion with the Ministry of Finance regarding establishment of disbursement procedures and mechanisms, disbursements have been far less than timely. USAID construction of irrigation infrastructure in the Project area was left unfinished with the Project required to finalize construction. The Project Team Leader has changed. Government's appointment of the Project Director was delayed and the duly appointed Project Director has since changed.

Progress has been made in clarifying work plans, fielding consultants, conducting studies and needs assessments, and importantly, promoting dialogue with mirabs. Nonetheless, the above factors combine to collectively result in the Project achieving less than expected to date. This may change. The Project has undergone staff and work plan changes and is becoming increasingly better poised for progress.

Opinion varies on the extent to which the Project has changed since its design. There is the very strong suggestion that the Project has changed considerably and is now more of a construction than a social and institution building project as originally envisioned.

Conversely, the percentage of funds allocated to civil works has increased from about 40% to 50% of the original budget, a relatively small reallocation, indicating a limited change with considerable funds remaining for the other two components.

The overall goal of the Project is under question. While farmers and district governors are reportedly supportive of the social aspects of the Project, saying that the need for rules and regulations for the management of water is higher than the need for construction, others are advising that as infrastructure is built, Government's and others' understanding of the importance of management may increase. The disconnect here—between needs and wants, proposals and field realities—requires substantial attention.

c. Sustainability

The Project is assessed as not sustainable. There is virtually no evidence yet to suggest otherwise. As Project efforts to engage the Government, communities, mirabs, and water users in Project activities is achieved, this sustainability assessment may change. Such stakeholder involvement is expected to increase sustainability. As Government support for the Project increases, the likelihood of its sustainability increases. The Project could be assessed as partially sustainable in that irrigation infrastructure will be put in place. However, the continued operation and maintenance of structures is questionable.

d. Impact

Given the history of change in this Project, it is too early to assess the Project's impact. What can be said with some confidence is that the Project will have a positive impact on improving infrastructure for irrigation in the Balkh River Basin through its construction of the Bangalaya Bridge Offtake. It is also clear the project has had an impact on the thinking of many involved in its design and delivery in that it highlights the question of balance between infrastructure construction and infrastructure management.

Project documents do not call for a specific poverty impact assessment. However, the Development Objective targets poverty reduction, suggesting an assessment will need to be conducted.

3. Key Issues

- The difficulties in finalizing a SOW acceptable to Government and other stakeholders suggest this Project would have benefited from additional design time including consideration of EIRRP TIC role and additional Government involvement in its design.
- Projects are limited in their power to address specific constraints which negatively affect their productivity such as delays in counterpart assignments and disbursements.
- There is no mention of plans for Project audits.
- While such JFPR projects require significant processing and administrative time, Project Officers have limited time to invest in such relatively small projects.

Table 2: Summary of Selected Assessment Factors: Relevance, Effectiveness, and Sustainability
(scale example: not effective, partially effective, effective, and highly effective)

JFPR #	Project	Relevance			Effectiveness	Sustainability
		to JFPR Parameters	to CSP at time of approval	to current CSP		
9019	Community-Based Gender-Sensitive Basic Education for the Poor	Highly Relevant	Highly Relevant	Partially Relevant	Highly Effective	Partially Sustainable
9024	Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons (Social Component)	Highly Relevant	Highly Relevant	Partially Relevant	Effective	Partially Sustainable
9030	Primary Health Care Partnership for the Poor	Highly Relevant	Highly Relevant	Partially Relevant	Highly Effective	Sustainable
9037	Emergency Road Rehabilitation	Not Relevant	Highly Relevant	Highly Relevant	Not assessed due to roads focus.	
9038	Integrated Community Development in Northern Afghanistan	Highly Relevant	Relevant	Relevant	Effective	Sustainable
9039	Rural Recovery through Community-Based Irrigation Rehabilitation	Partially Relevant	Highly Relevant	Highly Relevant	Not assessed. Project not yet started. Expected start date, 1 st quarter 2007.	
9060	Balkh River Basin Integrated Water Resource Management	Partially Relevant	Highly Relevant	Highly Relevant	Partially Effective	Not Sustainable

VI. JFPR CONTRIBUTIONS

A. AFRM Overall Program

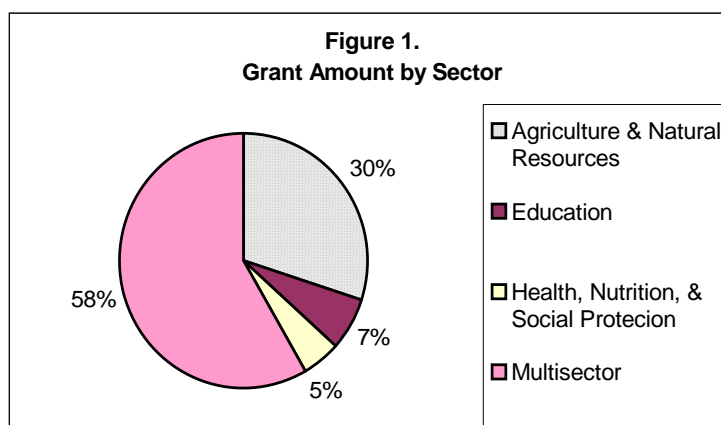
JFPR projects in Afghanistan have made and will continue to make important contributions to ADB's overall program. ADB has well-utilized JFPR funding to address shared development goals articulated by the Government and advanced in collaboration with the GOJ and ADB. JFPR funds support projects – all in-line with GOJ emphasis in Afghanistan on comprehensive rural development – in transport, energy, agriculture and natural resources, education, health, and community development sectors and sub-sectors. These various projects collectively bolster poverty reduction and economic development efforts by helping to bring stability to the countryside through addressing the well-being of Afghanistan's rural citizens, promoting alternative livelihoods, developing social capital, and reasons to hope for a brighter future.

Since 2002, JFPR project contributions have:

- encouraged girls' enrollment in schools;
- empowered and increased the ownership and participation of local communities in the educational system;
- developed and/or strengthened civil society organizations, such as Village Education Committees, Community Development Councils, and mirabs;
- constructed and rehabilitated roads, schools, health clinics, and irrigation infrastructure;
- increased the poor's access to quality health-services;
- created employment and generated income for local populations;
- trained project participants in various livelihood-enhancing skills;
- directed attention toward involvement of women in project activities;
- introduced innovations in project design;
- given emphasis to issues of project sustainability;
- engaged local communities in project activities and built community ownership;
- enhanced local and international NGO capacity to implement donor-funded projects and meaningfully involve local populations in such projects; and
- improved government ministry capacity to manage donor-funded projects.

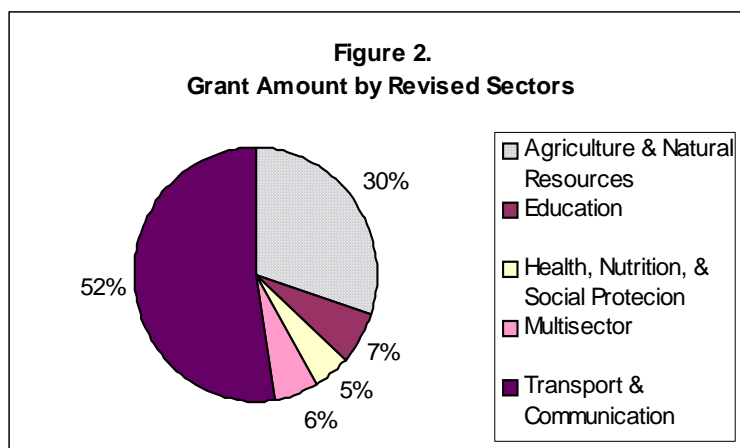
1. Pectoral Contribution

Over the approximately 3 year period, from September 2002 through December 2005, GOJ and ADB approved seven JFPR projects for Afghanistan totaling \$60 million¹⁸. Figure 1 shows the Multisector and the Agriculture & Natural Resources Sector projects receive the very large majority of 88% of funding with Education and Health receiving 12% of funds.



¹⁸ Two additional projects are approved in December 2006: (i) North-South Corridor Project, \$20 million, Transport Sector and (ii) Afghanistan Rural Business Support Project, \$18 million, Agriculture and Natural Resource Sector

Due to the categorization of these projects, JFPR funding in the Transport and Communication Sector is under-represented. Two projects totaling \$31.5 million, both focused primarily on road development, are categorized as Multisector projects. The Multisector categorization is due to a \$3.5 million Social Component included in one road construction project and an emphasis on poverty reduction through road construction in the other. If the transport project funds are removed from the Multisector categorization and considered in Transport and Communications, then the distribution of JFPR funds among sectors is as shown in Figure 2. Transport and Communications and Agriculture and Natural Resources thus together have received the bulk of JFPR funding, with the remaining funds distributed almost equally among the other three sectors.



2. Millennium Development Goals Contribution

JFPR projects expand AFRMs overall program contribution to Millennium Development Goals (MDG). JFPR projects in general contribute to MDG Goal 1 – the eradication of extreme poverty and hunger – through their targeting of beneficiaries, the poorest and most vulnerable groups. Due to the flexibility the GOJ allows in programming JFPR funds, JFPR projects are able to directly contribute to other MDG goals where contributions from other ADB projects are limited or more indirect. For example, JFPR 9019 and JFPR 9024 both address Goal 2, the achievement of universal primary education. Critically, JFPR 9019 and JFPR 9038 are two of the three AFRM projects explicitly considering Goal 3, the promotion of gender equality and empowerment of women. Finally, JFPR 9030 targets Goals 3 and 4, the reduction of child mortality and improvement of maternal health.

3. Factors Influencing Contributions

The prime factor influencing JFPR contributions to ADB's overall program in Afghanistan is the strong and cooperative working relationship which has developed between the Embassy of Japan in Afghanistan and AFRM. This was confirmed by the First Secretary in recent interviews for this review. The First Secretary emphasized three interrelated points: (i) ADB understands the Japanese assistance strategy, (ii) the close collaboration and consultation between ADB and Embassy staff underpins JFPR success, and (iii) the Embassy of Japan is very pleased with ADB's policy of collaboration and consultation and with the subsequent JFPR program in Afghanistan.

Other factors include the flexibility of JFPR grants, both in terms of substantive focus and time required from project concept to project approval. The former allows ADB to "think outside the box", involving, for example, the inclusion of the more social and human dimensions in a "hard" sector transport, irrigation, or energy project. The latter allows for action on opportunities and initiatives outside a planned pipeline.

B. Poverty Reduction in Afghanistan

Poverty is multidimensional, having monetary and non-monetary dimensions. Poverty involves not only a lack of income, but also lack of access to basic social services, illiteracy, and limited opportunity to participate in the processes that shape people's lives.

The ADB formally adopted poverty reduction as its overarching goal in 1999¹⁹. JFPR projects uphold and contribute to achieving this goal. JFPR projects directly target the poorest and most vulnerable groups. This targeting is one of the most important contributions JFPR makes to poverty reduction in Afghanistan. Targeting sharpens and maintains the focus on the poor and vulnerable. This is singularly important in light of the debate over the role of economic development in poverty reduction. While some economic development projects affect the poor indirectly as the overall economic situation improves, the JFPR approach promotes a more direct and immediate affect.

While early to assess JFPR project impact on poverty reduction, based on qualitative information obtained from project documents and provided by interviewees for this review, JFPR projects have made and will continue to make important contributions to poverty reduction in project areas. Contributions include the following:

- **Incomes improve.** The various project NGOs employ national staff in project implementation. Road building projects engage local populations in wage employment. Skills training improves employment opportunities and strengthens self-employment capacities. Block grants are transferred to communities providing funds, which remain largely within the community, to implement community projects. Better irrigation infrastructure leads to increases in agriculture production resulting in increases in producer incomes. Small-scale income generating activities are developed and supported through availability of micro-financing.
- **Access to basic social services increases.** Construction of schools provides more seats for more children to attend school. Rehabilitation of schools allows children to return to school environments more conducive to learning. Construction and rehabilitation of health facilities, along with preparing staff to work in these facilities, increases access to health services and improves the quality of health services provided.
- **Illiteracy levels decline.** Program participants engage in learning to read and write in their own language thus empowering them to function in the literate world.
- **Local people participate.** Communities join together to plan and manage their village schools. Shuras, elders, and community members are consulted and trained in participatory decision-making resulting in increased participation and in community-owned and managed projects.

The extent to which JFPR projects reach their target beneficiaries and the level of JFPR project contribution to poverty reduction have yet to be determined. Several factors will influence this determination. First, AFRM is in process of carrying-out a comprehensive poverty assessment that examines income as well as non-income dimensions of poverty. This assessment will inform efforts to evaluate the contribution of JFPR projects to poverty reduction. Second, while the overarching aim of poverty reduction is noted in each of the JFPR projects included in this review, no assessments have been conducted to date.

¹⁹ ADB. 2004. *Enhancing the Fight Against Poverty in Asia and the Pacific: The Poverty Reduction Strategy of ADB*. Manila

Although a poverty impact assessment was called for in the JFPR 9019 proposal, such assessment was not conducted. JFPR 9024 had originally planned to conduct a poverty assessment. However, Project reports note security precluded the initial baseline and thus an end-of-project assessment will not be carried-out. While JFPR 9030 survey data may provide some information to assess poverty impact in terms of health indicators, this data is currently not available. All other project proposals either specifically call for a poverty impact assessment or such an assessment will be needed to measure project impact on poverty reduction. Given the difficulties of designing, staffing, implementing, and reporting poverty impact assessments, it is unlikely projects will carry-out assessments without ADB intervention. Intervention/support by ADB thus is essential to ensure projects measure their performance in this regard.

VII. LESSONS LEARNED

A number of lessons have been learned through implementation of JFPR projects. Not all are specific to JFPR projects. Some apply to field-based projects in general. Lessons include the following:

- (i) JFPR projects have proven to be a vital and viable funding mechanism contributing substantially to ADB's overall program and poverty reduction in Afghanistan.
- (ii) JFPR projects represent an important and effective instrument for decentralizing ADB efforts to the province, district, and community levels.
- (iii) JFPR projects are reliable vehicles for facilitating bottom-up planning and development, building local capacity, and increasing local participation in development projects.
- (iv) Community potential to plan and manage their own development is huge and should be maximized.
- (v) While there are important cultural constraints to working with women, these constraints can be overcome as evidenced by one JFPR project where communities became less skeptical and more supportive of project work with school girls and community women as they gained experience in such work.
- (vi) Embassy of Japan in Afghanistan is committed to raising the voice and ideas of people at the community level and increasingly utilizing their input and feedback in project design and implementation.
- (vii) Embassy of Japan is interested in exploring proposals that link rural areas surrounding Kabul with Kabul's economic and social development.
- (viii) Unrealistic project targets holdup project implementation and hamper project success.
- (ix) Negotiating policies and procedures, particularly fund flow arrangement details, with ADB and Executing and Implementing agencies is time-consuming and delays project implementation.
- (x) Strong commitment on the part of Government and early identification, selection, and assignment of counterparts committed to projects is crucial to project success.
- (xi) Early, systematic, and consistent interaction with Government Executing and Implementing agencies is key to project success, PIU/PMU/GIU development, and ministry capacity building efforts.
- (xii) Early emphasis on exit strategy development boosts likelihood of project sustainability.
- (xiii) Projects invite increased oversight from ADB, as well as additional feedback on project progress, to smooth project implementation and maximize project performance.

- (xiv) Time required to process and administer JFPR projects is significant while ADB Project Officers have limited time to invest in such relatively small projects.
- (xv) Recognizing that most JFPR projects are administered centrally from Manila, with few as yet delegated to AFRM, project documentation which should be available at AFRM are disorganized, difficult to obtain, or not available.
- (xvi) JFPR projects present opportunities, which have yet to be fully exploited, to design and implement cutting-edge innovative pilot projects for model development and national replication.

VIII. RECOMMENDATIONS

The following recommendations are put forward for consideration.

A. Overall

- (i) Develop a more systematic, strategic approach to planning and proposing JFPR projects while simultaneously exploiting the opportunity JFPR provides to experiment with increasingly innovative pilot projects.
- (xx) Attach JFPR projects to larger loan or otherwise-financed projects ensuring the linkage between the two is substantively strong and JFPR adds social value to the loan project and/or utilize pilot JFPR projects to inform the development of larger national-level projects.
- (xxi) Maximize JFPR strength in decentralizing projects and target JFPR projects at provincial, district, and particularly community levels, building capacity and creating impacts at these levels.
- (xxii) Elevate local community participation in JFPR projects to encompass not only participation in project implementation but also in design, monitoring, and evaluation.

B. Design

- (xxiii) Enhance project design, give voice to people at the grassroots level, and increase stakeholder participation in grant proposal development by utilizing the preparatory funds JFPR makes available to do so.
- (xxiv) Emphasize the pilot element of JFPR projects, allocating project staff time and funds to document pilot successes/difficulties and to develop models for replication based on pilot projects.
- (xxv) Assess project targets against field realities and acquire stakeholder input into project design to mediate tendencies toward overly-ambitious targets.
- (xxvi) Support community participation by including in each project a socialization and communication strategy designed to inform and dialogue with the community at large about project goals, objectives, activities, progress, and community role and responsibilities in the project.

C. Implementation

- (xxvii) Embed JFPR projects in ministries and include ministry capacity building in all JFPR projects, articulating plans and funds for such capacity building in project proposals.
- (xxviii) Obtain early concurrence on location and counterparts in ministry-based PIUs, PMUs, and GIUs.
- (xxix) Invite Japanese NGOs, Embassy staff, and aid agencies to project meetings and field-site visits to promote understanding of JFPR projects.

D. M&E

- (xxx) Improve project monitoring and evaluation: incorporate standard ADB design and monitoring frameworks in JFPR proposals; standardize and streamline project reporting formats; convince all projects to systematically report progress against their identified goals and objectives; ensure projects schedule and conduct annual audits; and emphasize the importance of the Implementation Completion Memorandum.
- (xxxii) Ensure projects implement poverty impact assessments, by developing a simple assessment tool for use by JFPR projects, and ensure proposals include plans and budget to support assessments.
- (xxxiii) Review project exit strategy and sustainability plans midway through project implementation.

E. Administration

- (xxxiv) Appoint a full-time Kabul-based JFPR officer to manage all aspects of JFPR projects, being responsible for proposals, projects, communications with stakeholders, and administrative capacity building of project staff.
- (xxxv) Capitalize on JFPR project experience to produce a JFPR Project Protocols and Procedures Handbook to facilitate new project start-up and implementation detailing such issues as, for example, fund flow, disbursements, and reporting guidelines.
- (xxxvi) Improve access to JFPR reports and documents by establishing a JFPR documentation system which identifies types of documents to be obtained, such as changes in SOW, and maintains such documents (this could be part of the responsibility of a dedicated JFPR Officer in AFRM).
- (xxxvii) Hold regional and internal JFPR-wide ministry/project workshops and exposure visits to increase awareness, share information, and build synergy among the countries, projects, and ministries involved in JFPR projects.

F. General

- (xxxviii) Commission several action-research studies to (a) explore ways to include the private sector in JFPR projects, (b) identify methods to increase rural women's participation in project activities and benefits, and (c) assess the feasibility to JFPR programming of highly-innovative poverty reduction initiatives such as the "Millennium Villages Project" and "One Laptop per Child".

CONSULTANT TERMS OF REFERENCE

Contract: A11132
Project: RSC - C60961 (AFG): Assessment of JFPR-Financed Projects
Expertise: Project Development Impact Evaluation Specialist

Objective/Purpose of the Assignment:

Support from a Staff Consultant is required to undertake a review of the delivery and effectiveness of Japan Fund for Poverty Reduction support as a direct complement to ADB's program in Afghanistan.

Scope of Work:

The Staff Consultant, working in collaboration with AFRM staff, the Afghanistan Country Team, and staff of the Embassy of Japan in Kabul, will review the following JFPR projects approved between 2002 and 2005.

Detailed Tasks:

The Staff Consultant, working in collaboration with AFRM staff, the Afghanistan Country Team, and staff of the Embassy of Japan in Kabul, will review the below JFPR projects approved between 2002 and 2005:

- Community-Based Gender-Sensitive Basic Education for the Poor (\$4 million)
- Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons (\$15 million)
- Primary Health Care Partnership for the Poor (\$3 million)
- Emergency Road Rehabilitation (\$20 million)
- Integrated Community Development in Northern Afghanistan (\$3 million)
- Rural Recovery through Community-Based Irrigation Rehabilitation (\$5 million)
- Balkh River Basin Integrated Water Resource Management (\$10 million)

As part of such an assessment, the Staff Consultant will undertake the following activities:

- Develop a draft evaluation design methodology that includes (i) evaluation goals, objectives, and scope; (ii) data collection and analysis methodologies including key themes and questions to guide data collection, and (iii) final report outline.
- Collect and review JFPR documents and reports.
- Assess JFPR projects against criteria of relevance, efficiency, effectiveness, and sustainability as well as their contribution to ADB's Afghanistan Country Strategy and Program and poverty reduction in Afghanistan. Such assessment will be undertaken through field research (visit to JFPR project sites) as well as interviews with Government and ADB and executing/implementing agency staff involved in the various JFPR-financed projects.
- Examine project performance by examining the extent to which project intended inputs were supplied and intended results (outputs, outcomes, and impact) have been achieved or are likely to be achieved (for projects still under implementation).
- Identify critical issues and lessons-learned in the implementation of the Afghanistan JFPR projects to date so as to inform future JFPR-financed activities in Afghanistan and to develop recommendations addressing specific implementation issues and/or other lessons-learned.
- Comment on the strategic role of JFPR funding with respect to ADB's overall program in Afghanistan, and particularly with respect to poverty reduction.

APPROVED JFPR PROJECTS

**Table A4.1: Approved JFPR Projects
(as of 16 October 2006)**

Developing Member Country	# Projects	Amount (US\$mn)
Afghanistan (includes recently approved Rural Business Support Project)	9	98.00
Azerbaijan	3	5.00
Bangladesh	2	1.69
Bhutan	2	1.50
Cambodia	9	16.317
Central Asian Republics	2	8.85
China, People's Republic of	1	1.00
Greater Mekong Region	2	8.75
India	3	10.30
Indonesia	9	17.45
Kyrgyzstan	3	3.00
Lao People's Democratic Republic	5	6.01
Maldives	1	1.00
Mongolia	4	5.20
Nepal	2	1.80
Pakistan	4	11.40
Papua New Guinea	1	1.74
Philippines	7	11.80
Sri Lanka	4	6.40
Tajikistan	5	9.70
Uzbekistan	3	5.54
Viet Nam	5	5.33
Total	86	237.78

Source: ADB. 2006. Approved JFPR Projects. Available: <http://www.adb.org/JFPR/jfprapproved.asp>

PERSONS CONSULTED

Mr. Joji Tokeshi	Deputy Country Director	AFRM
Mr. Grant Curtis	Senior Country Programs Specialist	AFRM
Mr. Rafi Fazil	Economic Officer	AFRM
Mr. Gul Ahmed Kamali	Project Implementation Officer (Transport)	AFRM
Mr. Abdul Waleed Hakim	Project Implementation Officer (Energy)	AFRM
Ms. Marzia Meena	Gender Specialist	AFRM
Ms. Nazifa Aabedi	Education Program Manager	CARE (JFPR 9019)
Mr. Abdul Razek Azizi	Deputy Education Program Manager	CARE (JFPR 9019)
Mr. Frank McNerney	Project Evaluator	Center for International Education, University of Massachusetts (JFPR 9019)
Anita Anastacio	Chief of Party	Partnership for Advancing Community Education in Afghanistan (PACE-A), USAID (JFPR 9019)
Mr. Mohammad Rahmati	Head of Extra Curricular Department	Ministry of Education (JFPR 9019)
Mr. Jeevanand Kumar Yazala	Project Coordinator and Finance Director	HOPE Worldwide (JFPR 9024)
Mr. G. R. Singal	Project Management Unit, Project Management Expert	Ministry of Public Works (JFPR 9024)
Ms. Patricia Garcia	Program Manager	German Agro Action (JFPR 9038)
HE Ehsan Zias	Minister	Ministry of Rural Rehabilitation and Development (JFPR 9038)
Dr. Mirza Jan	Assistant Team Leader	Ibn Sina (JFPR 9030)
Dr. Sarwar Hemati	Manager, Project Implementation Unit, Grants and Contracts Management Unit	Ministry of Public Health (JFPR 9030)
Mr. John Plusje	Team Leader	SMEC (FJPR 9060)
Mr. Thomas Panella	Sr. Water Resources Person	ADB Manila (JFPR 9060)
Mr. Yasushi Nakagawa	First Secretary Economic Assistance Section	Embassy of Japan in Afghanistan

KEY DOCUMENTS REVIEWED

CATEGORY	DOCUMENT TITLE
General	ADB. 2006. <i>Japan Fund for Poverty Reduction (JFPR). Directional Guidance for 2006</i> . Manila.
	ADB. 2006. <i>JFPR 2006 Guidelines and Operating Procedures for Application, Approval and Execution of JFPR Grants</i> . Manila.
	ADB. 2005. <i>Semi-Annual Progress Report to the Government of Japan on the JFPR for the Period Ending 31 December 2005</i> . Manila.
	ADB. 2003. <i>Operations Manual: Operational Procedures (OP) JFPR</i> . Manila.
	ADB. 2006. <i>Guidelines for Preparing Performance Evaluation Reports for Public Sector Operations January 2006</i> . Manila.
	ADB. 2006. <i>Project Administration Instructions: Technical Assistance Completion Report</i> . Manila.
	ADB. 2006. <i>2006 Annual Evaluation Review</i> . Manila.
	ADB. 2002. <i>Initial Country Strategy and Program (2002-2004)</i> . Manila.
	ADB. 2003. <i>Country Strategy and Program Update (2003-2005)</i> . Manila.
	ADB. 2004. <i>Country Strategy and Program Update (2004-2006)</i> . Manila.
	ADB. 2005. <i>Country Strategy and Program Update (2006-2008)</i> . Manila.
	ADB. 2004. <i>Enhancing the Fight Against Poverty in Asia and the Pacific: The Poverty Reduction Strategy of ADB</i> . Manila.
JFPR 9019 Community- Based Gender- Sensitive Basic Education for the Poor	ADB. 2002. <i>JFPR: AFG 36484. Proposed Grant Assistance to Afghanistan for Community-Based Gender-Sensitive Basic Education for the Poor</i> . August 2002. Manila.
	ADB. 2006. <i>JFPR 9019-AFG. Community Based Gender Sensitive Basic Education for the Poor. Aide Memoire</i> . Linda Arthur, Mission Leader/Education Specialist. September 2006. Manila.
	Arthur, Linda (Education Specialist). 2006. <i>JFPR 9019-AFG. Community Based Gender Sensitive Basic Education for the Poor. – Back-to-Office Report of the Project Completion Review Mission</i> . October 2006. Manila.
	CARE. Undated. <i>DRAFT JFPR Implementation Completion Memorandum</i> . JFPR 9019-AFG. Community Based Gender Sensitive Basic Education for the Poor. Kabul: CARE.
	McNerney, Frank (Evaluator). 2005. <i>Final Evaluation ABEC (Afghanistan Basic Education Consortium) Afghanistan</i> . JFPR 9019-AFG. September 30. 2005. Amherst: University of Massachusetts.

CATEGORY	DOCUMENT TITLE
JFPR 9024 Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons	ADB. 2002. <i>JFPR: AFG 36553. Proposed Grant Assistance to Afghanistan for Supporting the Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons.</i> September 2002. Manila..
	HOPE worldwide Ltd. 2006. <i>ADB Monthly Report. Project No: TA 9024-Afg. June 2006.</i> Kabul: HOPE.
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	HOPE worldwide Ltd. 2006. <i>ADB Monthly Report. Project No: TA 9024-Afg. November 2006.</i> Kabul: HOPE.
	HOPE worldwide Afghanistan. 2006. <i>Quarterly Report. JFPR 9024 AFG. November 2006.</i> Kabul: HOPE.
	De Wit, Vincent (Sr. Health Specialist), Bonu, Sekhar (Health Specialist). 2004. <i>JFPR 9024-AFG. Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons (Social Component, Kandahar-Spinboldak), Aide Memoire of Review Mission 9-21 February 2004.</i> Manila.
	ADB. 2006. <i>JFPR 9024-AFG. Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons – Request for Concurrence of a Major Change of Scope and Reallocation of Funds.</i> 2 March 2006. Manila.
Shiroishi, Yukihiro (Mission Leader/Health Specialist). 2006. <i>JFPR 9024-AFG. Aide Memoire. Road Employment Project for Settlement and Integration of Returning Refugees and Displaced Persons (Social Sector Component), Review Mission (23-30 August 2006).</i> Manila.	
JFPR 9030 Primary Health Care Partnership for the Poor	ADB. 2002. <i>JFPR: AFG 36628. Proposed Grant Assistance to the Islamic State of Afghanistan for Primary Health Care Partnership for the Poor.</i> December 2002. Manila..
	Bonu, Sekhar (Health Specialist). 2004. <i>JFPR 9030-AFG: Primary Health Care Partnership for the Poor, Aide Memoire of Review Mission 25-31 July 2004.</i> Manila.
	Ibn Sina. 2005. <i>Primary Health Care Partnership for the Poor: Annual Report for the Year 2004-5, JFPR 9030.</i> Kabul: Ibn Sina.
	Ibn Sina. 2006. <i>JFPR 9030. Primary Health Care Partnership for the Poor: Progress Report September 2006.</i> Kabul: Ibn Sina.
	Shiroishi, Y. (Mission Leader/Health Specialist). 2006. <i>JFPR 9030-AFG: Primary Health Care Partnership for the Poor, Aide Memoire, Review Mission (23-30 August 2006).</i> Manila.

CATEGORY	DOCUMENT TITLE
JFPR 9037 Emergency Road Rehabilitation	ADB. 2003. <i>JFPR Grant Proposal: Emergency Road Rehabilitation Project.</i> Manila.
	Sheladia Associates, Inc. 2006. <i>EIRRP. Monthly Program Report No. 30; Quarterly Report No. 10.</i> 31 October 2006. Kabul.
JFPR 9038 Integrated Community Development in Northern Afghanistan	ADB. 2003. <i>JFPR: AFG 37713. Proposed Grant Assistance to the Islamic State of Afghanistan for Integrated community Development in Northern Afghanistan.</i> December 2003. Manila.
	German Agro Action (GAA). 2006. <i>JFPR 9038. Integrated Community Development in Northern Afghanistan. Progress Report. June-September 2006.</i> Kabul: GAA.
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JFPR 9039 Rural Recovery through Community- Based Irrigation Rehabilitation	ADB. 2003. <i>JFPR: AFG 36222. Proposed Grant Assistance to Afghanistan for the Rural Recovery through Community-Based irrigation Rehabilitation Project.</i> December 2003. Manila.

CATEGORY	DOCUMENT TITLE
JFPR 9060 Balkh River Basin Integrated Water Resource Management	<p>ADB. 2004. <i>JFPR: AFG 38096. Proposed Grant Assistance to the Islamic Republic of Afghanistan for the Balkh River Basin Integrated Water Resources Management. November 2004.</i> Manila.</p>
	<p>Lee, Jonathan. 2006. <i>Second Mission Report of Social Water Management Consultant. March 2006.</i> Kabul: SMEC.</p>
	<p>SMEC. 2005. <i>Balkh River Integrated Water Resources Management Project TA JFPR 9060-AFG, Inception Report, August 2005.</i> Kabul: SMEC.</p>
	<p>SMEC. 2005. <i>Balkh River Integrated Water Resources Management Project TA JFPR 9060-AFG, Quarterly Report 1, December 2005.</i> Kabul: SMEC.</p>
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	<p>SMEC. 2006. <i>Balkh River Integrated Water Resources Management Project TA JFPR 9060-AFG, Quarterly Report III, June 2006.</i> Kabul: SMEC.</p>
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**MANILA STAFF SURVEY
(STAFF INVOLVED WITH JFPR AFGHANISTAN)**

TO:

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FROM: Vickie Sigman, Staff Consultant for Afghanistan Resident Mission JFPR Review

CC: gcurtis@adb.org; jtokeshi@adb.org

DATE: 12 December 2006

SUBJECT: Manila Staff Input to Afghanistan JFPR Assessment

**REVIEW OF JAPAN FUND FOR POVERTY REDUCTION (JFPR) FINANCED ACTIVITIES
AS PART OF ADB'S PROGRAM IN AFGHANISTAN**

A. INTRODUCTION

ADB's Afghanistan Resident Mission (AFRM) recently has embarked on the preparation of Afghanistan's first Results-Based Country Partnership and Strategy (RB-CPS). The new RB-CPS will be based on a series of diagnostic and other assessments that consider the overall context for ADB's assistance to Afghanistan.

JFPR funding is an important complement to AFRM's overall country program. Thus, an assessment of the delivery and effectiveness of the JFPR projects approved to date will be carried-out.

B. MANILA STAFF INPUT

To learn from your involvement with JFPR projects, I would appreciate your completing the following questions, returning your responses to me at vsigman@sigran.com by Monday 18 December 2006. Your input will be part of the above mentioned assessment. Please forward this for completion to anyone else who has been involved in the design or implementation the AFG JFPR projects under review, and who hence can provide useful input to this assessment. Thank you in advance for your kind assistance.

JFPR AFGHANISTAN SURVEY

Please complete and return to Vickie Sigman, Staff Consultant JFPR Review at vsigman@sigman.com by Monday 18 December 2006.

Respondents Name and Post:

JFPR Project Name/Number:

1. JFPR project administration:

- A. Constraints
- B. Supporting Factors

2. JFPR project implementation:

- A. Constraints
- B. Supporting Factors

3. For the JFPR Project in which you were/are involved, please assess the Project's:

- A. Relevance
- B. Efficiency
- C. Effectiveness
- D. Sustainability

4. JFPR contribution to ADB's Afghanistan Country Strategy and Program and poverty reduction in Afghanistan.

5. Critical issues identified through JFPR involvement:

6. Lessons learned through JFPR involvement:

7. Recommendations for future JRPR projects:

8. Other comments/suggestions:

THANK YOU

JFPR 9024: REFORMULATED TARGETS

(provided January 2007 by Resource NGO, HOPE worldwide Afghanistan)

Outputs	Targets per Project Proposal	# Achieved to Date
Training and Community Mobilization	At least 10,000 refugees/DPs trained in construction	0 ¹
	At least 1,500 refugees/DPs trained in income generating activities	3,500 ²
	At least 1,500 female refugees/DPs trained in nutrition and child care	>100,000 ³
Education Support	At least 15 community schools constructed	6 ⁴
	At least 50 education facilities rehabilitated/upgraded	2 ⁵
	At least 50 schools receive education support	16 ⁶
	At least 1,500 refugees/DPs benefit from literacy and basic education support	>1,500 ⁷
	At least 500 females participate in literacy and basic education courses	>1,000 ⁸
Improvement of Health Facilities	Construction of 5 health facilities	3 ⁹
	At least 13 existing health facilities rehabilitated/upgraded	37 ¹⁰

1. At least 10,000 refugees/DPs trained in construction

- a. At the time of starting of funding for this component, extensive construction had already begun on the road between Kandahar and Spin Boldak with workers already hired under the Road Component of TA 9024. There was no further need to train workers for the road project
- b. If training in this area was done, it was probably done under the Road Component, not the Social Component.
- c. When setting up the training classes we had extensive discussions with the village elders/leaders regarding the most useful and long-lasting class topics. It was determined that the construction activities relating directly to road construction were not the most needed skills that would provide long-term employment opportunities for the trainees. The only area that they selected that worked in conjunction with the road project was "tire repair", so this class was opened and very well received in the Spin Boldak area.
 - i. Tire repair – approximately 100 trainees

2. At least 1,500 refugees/DPs trained in income generating activities

- a. Over 3,500 individuals were trained in several potential income generating classes
 - i. Computer & English language training
 - ii. Tailoring & Embroidery
 - iii. Plumbing
 - iv. Poultry farming
 - v. Carpet weaving
 - vi. Tire repair
 - vii. Most trainees participated in local language literacy classes in addition to the practical income generating class

- 3. At least 1,500 female refugees/DPs trained in nutrition and child care**
 - a. Under the health component, many thousands of women had access to nutritional and child care training at the Health Post, BHC, CHC and DH level in Kandahar, Daman, Tahktapul and Spin Boldak Districts
 - b. Basic informal mother & child health training and health education was offered to upwards of 100,000 women over the course of the program between late 2003 and April, 2006.

- 4. At least 15 community schools constructed**
 - a. Six new schools constructed according to the advice of the Provincial Ministry of Education and the local Village Shura
 - i. Sadullah Middle School, Nawi Kaley, Spin Boldak District
 - ii. Baz Mohd Middle School, Nawi Kaley, Spin Boldak District
 - iii. Mail Middle School, Mail, Spin Boldak District
 - iv. Ghazi Abdullah Khan Primary School, Spin Boldak
 - v. Abdullah Zai Middle School, Tahktapul District
 - vi. Airport High School (*still under construction*)

- 5. At least 50 education facilities rehabilitated/upgraded**
 - a. Two schools underwent major renovation according to the advice of the Provincial Ministry of Education and the local Village Shura
 - i. Alinika High School, Spin Boldak
 - ii. Ghazi Abdullah Khan High School, Spin Boldak

- 6. At least 50 schools receive educational support**
 - a. 8 schools were used as venues to deliver educational training in the form of teacher training classes for 1,000 teachers
 - i. Three week summer break class in 8 locations
 - ii. Teachers were drawn from many different schools
 - iii. Classes in Computers, English, History, Science, Geography, Math
 - b. 8 schools will be the beneficiaries of the distribution of school book bags and school supplies (*planned – Winter, 2007*)
 - c. Training for 100 teachers for Airport High School (*planned – Spring, 2007*)

- 7. At least 1,500 refugees/DPs benefit from literacy and basic education support**
 - a. Over 1,500 individuals participated in literacy training during other community mobilization classes.
 - b. Participants in most classes also took local language literacy classes as well

8. At least 500 females participate in literacy and basic education courses

- a. Over 1,000 females participated in literacy training in local languages

9. Construction of 5 health facilities

- a. New construction of three Basic Health Centers according to the advice of the Provincial Ministry of Public Health
 - i. Baz Mohd Basic Health Center
 - ii. Rabath Shah Mohd Basic Health Center
 - iii. Loy Karez Basic Health Center
- b. These were constructed based on information gathered in the communities and according to a BPHS plan laid out by the Provincial Ministry of Health. The Program worked closely with the PMU to determine how many facilities were actually needed.

10. At least 13 existing health facilities rehabilitated/upgraded

- a. Rehabilitation of one Basic Health Center, one District Hospital, and two Comprehensive Health Centers according to the advice of the Provincial Ministry of Public Health
 - i. Shorandam Basic Health Center (minor improvements)
 - ii. Spin Bolkak District Hospital
 - iii. Tahktapul Comprehensive Health Center
 - iv. Mundisar Comprehensive Health Center
- b. Set up and stocking of 33 health posts scattered in the neighboring villages according to the advice of the Provincial Ministry of Public Health
 - i. These health posts consisted of either one dedicated room or were run out of the CHWs home
 - ii. One male and one female were selected for each village area (husband/wife team was first preference)
 - iii. These CHWs were the “first line” of care in the villages
 - iv. Only 9 medicines were authorized by the Afghan Ministry of Public Health to be distributed at this level
 - v. The Health Post served as the originating referral source to facilities with a greater level of care

**JFPR 9030 Primary Health Care Partnership for the Poor
Status as of 30 September 2006 as per Ibn Sina, RINGO**

Province	Facility	District	Status	Comments
Badakhshan	1 CHC + EOC	Nusai District	Completed	
	1 CHC	Kofab	Completed	
	1 CHC	Bashor	90% completed	
	1 BHC	Roshan	30% completed	
	1 BHC	Maimai	Completed	
	37 Health Posts	Various Locations	Completed	37 m/36 f CHW trained in 3 rounds; health post kits (drugs, equipment, supplied) provided
Ghor	1 CHC + EOC	Shahrak	Completed	
	1 CHC	Shahar	Completed	
	1 CHC	Tulak	Completed	
	1 BHC	Keminj in Shahrak	Completed	
	1 BHC	Dulena	Completed	
	45 Health Posts (2006 Aide Memoire says 60)	Various Locations	Completed	60 m/61 f CHWs trained. 5 district-level Health Committees and various village-level Health Committees established

CHC + EOC: Comprehensive Health Center plus Emergency Obstetric Center

CHC: Comprehensive Health Center

BHC: Basic Health Center

CHW: Community Health Worker

JFPR 9038: Examples of Samangan CDC Proposed Projects

District	Village	Village Number	Previous NSP project	Problems/Priorities		Proposed Solutions	
Hazrat Sultan	Arab Kabuli Payan	00 29	10 kw power generator and 3 shallow wells	1	Lack of agriculture equipment	1	Procurement of tractor and other equipment
				2	Providing seeds for irrigated/rain-fed land	2	Procurement and distribution of wheat seed
				3	Fire bricks production	3	Construction of fire bricks oven
				4	Poultry	4	Procurement of incubator with necessary equipment
				5	Animal husbandry	5	Raising sheep for meat and wool products
				6	Animal husbandry (raising cows)	6	Raising cows for their products
Hazrat Sultan	Lopan Naw	00 20	Water reservoir & road graveling	1	Lack of drinking water	1	3 Semi deep wells
				2	Lack of work and skill	2	Carpet weaving for men & women, providing cows/sheep
				3	Lack of work	3	Rug weaving for 10 men and women
				4	Lack of work	4	Poultry projects
Hazrat Sultan	Sarqia Afghania	00 36	Water reservoir & Semi deep wells	1	Lack of drinking water	1	Water reservoir
				2	Animal husbandry	2	Sheep farm & sheep distribution
				3	Lack of seeds for agriculture	3	Providing seeds and fertilizers
				4	Skill building	4	Embroidery training for 20 women
				5	Skill building	5	Carpentry training for 20 students
Hazrat Sultan	Hasan Khil Gargari	00 35	Road graveling, Semi deep wells and	1	Animal husbandry	1	Sheep raising for meat and wool production
				2	Lack of work	2	Carpet weaving for 40 women against wage
				3	Lack of water for irrigation	3	Excavating 2 semi deep wells & irrigating 300 jeribs of land
				4	Lack of work	4	Carpentry training for 20 students against wage on monthly base
Hazrat Sultan	Bamyanchi	00 21	Covered water reservoir and road graveling	1	Lack of drinking water	1	Covered water reservoir, 4 semi deep wells, and kanda
				2	Income generation project	2	Poultry project for women
				3	Animal husbandry	3	Sheep procurement, Animal husbandry farm, Animal husbandry training
				4	Illiteracy and lack of skills	4	Literacy course, Carpentry training
				5	Establish microfinance center	5	Self Help Group formation with budget
Hazrat Sultan	Ali Khil	00 42	Road graveling	1	Animal husbandry	1	Animal husbandry (sheep and cows) farm
				2	Skill building	2	Embroidery training for women
				3	Flooding on lands	3	3 culverts and excavation of 2 km (3x3m)
				4	Road problems	4	2 km road construction

