



EVALUATION OF THE PROJECT FOR CITY RESILIENCE IN AFGHANISTAN APRIL 2017 – MARCH 2019



**END-OF-PROJECT EVALUATION
OF THE PROJECT FOR CITY RESILIENCE
IN AFGHANISTAN**

APRIL 2019

Evaluation of the project for city resilience in Afghanistan

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ACRONYMS AND ABBREVIATIONS

ANDMA	Afghanistan National Disaster Management Authority
ANPDF	Afghanistan National Peace and Development Framework
ANSA	Afghanistan National Standardization Authority
CAP	Community Action Planning
CCNPP	Citizens' Charter National Priority Programme
CDC	Community Development Council
DDP	Department of Disaster Preparedness
DRR	Disaster Risk Reduction
ECO	Economic Cooperation Organization
FGDS	Focus Group Discussions
GA	Gozar Assembly
GETI	Global Education and Training Institute (UNISDR)
GFDRR	Global Facility for Disaster Reduction and Recovery
GOIRA	Government of the Islamic Republic of Afghanistan
HQ	Headquarters
IDLG/DMM	Independent Directorate of Local Governance/ Deputy Ministry of Municipalities
IIEES	International Institute of Earthquake Engineering and Seismology
INGO	International Non-governmental Organisation
KM	Kabul Municipality
KIIS	Key Informant Interviews
MOE	Ministry of Education
MOFA	Ministry of Foreign Affairs
MOU	Memorandum of Understanding
MRRD	Ministry of Rural Rehabilitation and Development
MTR	Mid-term Review
MUDL	Ministry of Urban Development and Land
NGAGS	Non-government Armed Groups
NPP	National Priority Programmes
PCR	Project for City Resilience
M&E	Monitoring and Evaluation
RAP	Resilience Action Plan

ROAP	Regional Office for Asia and the Pacific
SDGs	Sustainable Development Goals
SF	Sendai Framework
SF DRR	Sendai Framework for Disaster Risk Management
SP	Strategic Plan
SRACAD	Strengthening the Resilience of Afghanistan's Vulnerable Communities against Natural Disasters
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UN DRR WG	United Nations Disaster Risk Reduction Working Group
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNEG	United Nations Evaluation Group
UN-HABITAT	United Nations Human Settlements Programme
UNISDR	United Nations Office for Disaster Risk Reduction
UNPP	Urban National Priority Programme
UNSDF	United Nations Sustainable Development Framework
USD	US Dollars
WB	The World Bank

EXECUTIVE SUMMARY

EVALUATION OVERVIEW

Between April 2017 and March 2019, UN-Habitat Afghanistan implemented the Project for City Resilience (PCR). The project was funded by the Government of Japan with a budget of USD 3,296,800. PCR aimed to strengthen the capacity of selected Afghan cities for disaster risk reduction through a people-centred preventive approach and to demonstrate innovations in localizing the Sendai Framework and other post-2015 frameworks and agendas.

The project's expected accomplishments were: (1) Enhanced urban communities' resilience to disaster and climate risk (Outcome 1), (2) Strengthened municipal capacity for people-centred preventive disaster risk management (DRR) (Outcome 2), and (3) Strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring (Outcome 3). PCR's main activities were a combination of structural (e.g. house and school retrofitting, and the building of flood canals) and non-structural (e.g. awareness raising, resilience action plans, training, workshops, strategy development and risk assessments) activities in two cities, Kabul and Mazar.

The evaluation was conducted at the request of UN-Habitat and is part of UN-Habitat's effort to perform systematic and timely evaluations of its projects and to ensure that UN-Habitat evaluations provide a full representation of its mandate and activities. It is in-line with the UN-Habitat Evaluation Policy and the Revised UN-Habitat Evaluation Framework which require that a project of US\$1 million and above should have an end of project evaluation. Evaluation is central to UN-Habitat's mandate and activities, including programme planning, budgeting and the implementation cycle. Evaluation also supports UN-Habitat to manage for results by assessing the extent to which UN-Habitat humanitarian and development interventions are effectively delivering results.

As stated in the ToR, the purpose of this final evaluation is to, "Assess project performance and extent to which the Project's objectives and expected accomplishments were achieved."¹ This evaluation synthesized the project achievements, results and lessons learned.

The key objectives of the evaluation are:

1. To assess the design, implementation and achievement of results at the outcome level of the Project. This will entail the analysis of actual versus expected results achieved by UN-Habitat
2. To assess the project's value-for-money, visibility and performance of the Project in terms of relevance, efficiency, effectiveness, sustainability, and impact outlook
3. Taking into account the intended users of the evaluation, identify lessons learned and provide recommendations for improving future resilience-building projects.

This evaluation covered the project implementation period from April 2017 to March 2019. The evaluation is independent and evidence-based and assessed objectively as possible the performance by level of achievement of outcomes and rated level of satisfaction with relevance, effectiveness, efficiency, impact outlook, and sustainability of the project. This evaluation also assessed the integration of cross-cutting issues (gender equity, human rights, youth and climate change) in the project design and implementation.

The evaluation results will contribute to UN-Habitat's planning, reporting and accountability. The sharing of findings from this evaluation will inform UN-Habitat (Country Programme, ROAP and HQ) and key stakeholders in the project, including governing bodies, donors, partners, and Member States, on what was achieved and learned from the Project.

1 UN-Habitat, Terms of Reference, End-of-Project Evaluation of the Project for City Resilience (PCR) in Afghanistan, 7 December 2018

METHODOLOGY

The evaluation was conducted by two independent consultants, Dr Stephen Van Houten (International Lead Evaluator) and Mr Hamidullah Nooristani (National Evaluator), in close consultation with the UN-Habitat Evaluation Unit, the Regional Office for Asia and Pacific, and the UN-Habitat Country Office Afghanistan. The evaluation was carried out between February and April 2019.

The evaluation used Theory of Change and a variety of multi-faceted and mixed design methods were used to collect information during the evaluation, all of which are participatory, inclusive and target group sensitive and ensure gender considerations are integrated in data collection and analysis methods. These methods are shown in figure 1.

Figure 1: Data Collection Methods



In the ToR, UN-Habitat proposed using the following five evaluation criteria to collect data: Relevance, Effectiveness, Efficiency, Impact Outlook and Sustainability. Evaluation questions based on these criteria informed the key informant interviews (KIIs) and the focus group discussions (FGDs). These questions can be found in Annex 4.

This evaluation used purposive sampling to best answer the evaluation questions by focusing on the relevant population involved in the project. More specifically, the type of purposive sampling used was maximum variation sampling, which allowed the evaluators to gain greater and wider insights into a project. The evaluators were thus able to identify common themes that were evident across the sample.

The stakeholder list was drawn up with the assistance of the core project staff. The evaluators reviewed this list and selected the stakeholders. This list was used for planning and adjusted, as required, after discussions with key project staff. The stakeholders included project staff in Kabul and Mazar, government partners, targeted

communities (community-level project), project partners, ROAP and the donor. KIIs and FGDs were conducted in Kabul and Mazar. Skype and telephone interviews were used where required. FGDs were used to accommodate larger groups of key respondents. The total number of respondents was 90, with 21 KIIs, 4 FGDs, 6 site visits and 4 questionnaires. These details can be found in Summary in Annex 2.

Various tools were utilised to collect, triangulate and validate the data, including: Collaborative Advantage; Programme Logic; Maximising Accountability and Learning Opportunities; and Quality of Evidence. This evaluation ensured the data quality through the application of the BOND Principles (Voice and Inclusion, Appropriate, Triangulation, Contribution, and Transparency)² and the ALNAP criteria (Accuracy, Representativeness, Relevance, Generalisability, Attribution, and Clarity around contexts and methods).³

² BOND, Evidence Principles, <https://www.bond.org.uk/resources/evidence-principles>

³ ALNAP, Strengthening the quality of evidence in humanitarian evaluations, May 2017, www.alnap.org/system/files/content/resource/files/main/alnap-eha-method-note-5-2017.pdf

In the interviews, descriptive, normative, and impact questions were used to ensure that past, present, and future conditions were described and that cause-and-effect relationships were explored.

The consultants communicated throughout the evaluation, where required, with the country team, PCR management team and the Evaluation Unit. This independent evaluation was conducted in accordance with the United Nations Evaluation Group's Norms and Standards for Evaluation.⁴ All KIIs, FGDs and other discussions were conducted in accordance with best ethical practice in research, particularly with respect to ensuring participants' safety, anonymity, the protection of data, and risk mitigation.

Language posed a limitation to this evaluation. This will be dealt with by working with the national evaluator who is fluent in English, Dari

and Pashto. Where necessary, all of the KIIs and FGDs were planned with translation support. All questionnaires were sent to staff who are fluent in English. Another limitation was access and security. For example, movement was restricted in Mazar. The evaluators received a security briefing at the beginning of the fieldwork, communicated with Security throughout the fieldwork, and adhered to all of UN-Habitat security guidelines and rules. Given that there are only a limited number of primary data sources in this evaluation, purposive sampling was the most appropriate sampling method available.⁵ This method choice was also strengthened by its high rating on cost- and time-effectiveness.

MAIN FINDINGS

This evaluation found fully achieved delivery against outcomes as listed in table 1.

Table 1: Achievement of Outcomes

Outcome 1	Enhanced urban communities' resilience to disaster and climate risk	Fully Achieved
Outcome 2	Strengthened municipal capacity for people-centred preventive DRR	Fully Achieved
Outcome 3	Strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring	Fully Achieved

This evaluation shows strong overall and project-specific results for the PCR. These achievements were noted primarily in the area of disaster risk reduction. This project did strengthen the capacity of selected Afghan cities for disaster risk

reduction through a people-centred preventive approach and demonstrate innovations in localizing the Sendai Framework and other post-2015 frameworks and agendas.

4 United Nations Evaluation Group (UNEG), Norms and Standards for Evaluation, 2005 (updated 2016), <http://www.unevaluation.org/document/detail/1914>

5 <http://research-methodology.net/sampling-in-primary-data-collection/purposive-sampling/>

A summary of the findings according to the five evaluation criteria is provided below.

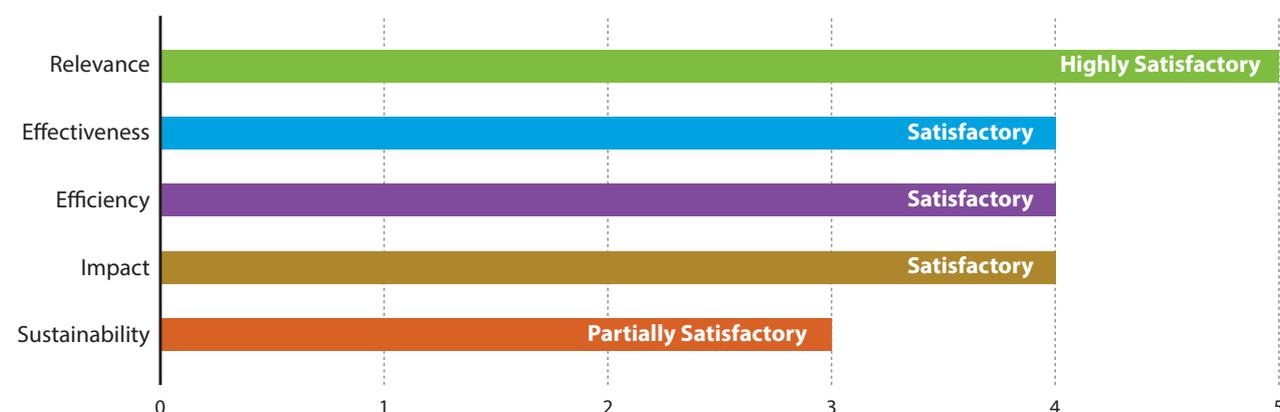
1	RELEVANCE	Highly Satisfactory
<p>PCR was relevant and useful in response to the beneficiary, country, organisational, and international development DRR priorities. Of particular relevance is the project's response to the urgent DRR needs and priorities in the country. The project objectives were valid, and the project responded to the needs of stakeholders. Based on the significant and urgent DRR needs in Afghanistan and UN-Habitat's history and engagement in the country, PCR is well placed to remain relevant and useful.</p>		
2	EFFECTIVENESS	Satisfactory
<p>PCR was effective in achieving its expected outcomes of enhanced urban communities' resilience to disaster and climate risk, strengthened municipal capacity for people-centred preventive disaster risk management (DRR), and strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring. Monitoring and reporting on the implementation of the project were timely, meaningful and adequate. The main driver of this success was the robust project model that addressed improved resilience at the community, municipal and national levels. Other drivers included: well trained and effective staff, building on established government relationships, the use of participatory and inclusive processes involving local and national stakeholders, the establishment of CDCs and GAs, and partner collaboration. The major challenges faced were the delays in implementation due to low DRR community awareness, staff turnover during the project, changing leadership in government ministries, and the lack of government DRR capacity. The cross-cutting issues of climate change, gender, human rights, and to a lesser degree youth, were relevant to the project and integrated into the project design, implementation and delivery. There were strong levels of awareness amongst beneficiaries regarding the contribution of the funding partner, visibility materials in the field and other communication materials.</p>		
3	EFFICIENCY	Satisfactory
<p>PCR was implemented efficiently. The team acquired appropriate resources with due regard for cost, implemented activities as simply as possible, attempted to keep overheads as low as possible, achieved deliverables on time and budget, and addressed duplication and conflicts. The donor commended the team on its punctuality and use of the budget. The assessment showed that there was good value for money according to the project economy, efficiency, and effectiveness. One of the main challenges related to the delays in the initial implementation of the project due to the extra time required to raise community DRR awareness. Other challenges related to low government DRR capacity, changes in ministry leadership as well as PCR management, and the future use of outputs like the Seismic Hazard and Risk Assessment.</p>		
4	IMPACT OUTLOOK	Satisfactory
<p>Despite it only being a two-year project, this evaluation showed that the outcomes (1-3) were achieved, and thus it can be stated that the impact outlook is positive towards achieving impact. Impact was noted in the areas of community, municipalities and national government. These impacts were seen on the structural and non-structural levels. Impacts were noted across the micro (individual), meso (family community) and macro (policy, institutional) levels. One of the highlights of this project was the development (intended) and launch (unintended) of Afghanistan's first National DRR Strategy based on the Sendai Framework and the consensus of the strategy at an outcome level. This achievement has been noted by those working for the UNISDR and the Sendai Framework, and Afghanistan is being held up as an example of achievement in the drawing up of a DRR strategy. One challenge for the next PCR phase is the creation of demand for house retrofitting, which, this evaluation has shown, is too costly for community members to take on themselves.</p>		
5	SUSTAINABILITY	Partially Satisfactory
<p>PCR did build stakeholder DRR capacity and develop ownership, as evidenced in the impacts of both the structural and non-structural activities. The main challenges in sustainability are funding, timeframes between the end of the project and new funding, costs of structural activities, lack of government capacity, and the current political uncertainty in Afghanistan. The project's positive intended and unintended gains seem sustainable in terms of project extension, expansion and adaptation. There is no doubt of stakeholder support for this project and their desire to see it continue to grow and eventually be institutionalised in Afghanistan.</p>		

CONCLUSIONS

This pilot project was implemented over a period of two years, and it showed strong results in the achievement of the three outcomes: (1) Enhanced urban communities' resilience to disaster and climate change, (2) Strengthened municipal capacity for people-centred preventive DRR, and (3) Strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring. This was achieved by capacity building and increased resilience at the community, municipal and national levels. The project used structural and non-structural activities in order to do this.

The TOC analysis showed a high level of connectedness between the outputs and outcomes and between the outcomes linked to the objectives. This high degree of connectedness and articulation of the outputs, outcomes and objective indicate a good project design. The five evaluation criteria scores are shown in figure 2.

Figure 2: Ranking Scores



KEY

Highly Satisfactory	Project had several significant positive factors with no defaults or weaknesses
Satisfactory	Project had positive factors with minor defaults or weaknesses
Partially Satisfactory	Project had some strengths & weaknesses, but overall there was no measurable change
Unsatisfactory	Project had negative factors with some defaults or weaknesses
Highly Unsatisfactory	Project had negative factors with severe defaults or weaknesses

One of PCR's main strengths was its relevance as a response to Afghanistan's high vulnerability to disasters, particularly flooding, droughts and earthquakes. Moreover, despite various attempts by the government to respond to DRR over the last decade-and-a-half, these attempts were fragmented and largely ineffective. PCR was relevant and useful in its successful provision of coordinated DRR activities. PCR made a significant contribution to reigniting government DRR interest and responses, which led to the development and launch of the first National DRR Strategy based on the Sendai Framework. This evaluation found that government respondents were grateful for PCR and are now enthusiastic and optimistic about the future of DRR in Afghanistan.

While it is not expected to show major impacts, given the relatively short project length, PCR showed effects as a result of both of its structural and non-structural outputs. On the structural level, the project's main activities were the retrofitting of houses and schools and the building of flood canals. There were already reports of the effectiveness of the flood canals during the recent rains. The effectiveness of retrofitting will only be able to be assessed after an earthquake. The non-structural outputs were numerous and significant across the targeted communities, municipalities and national government. The combination of capacity building, technical assessments, production of reports, the launch of the National DRR Strategy, and the information sharing with partners had a strong impact.

This evaluation found that PCR contributed to cross-cutting issues of climate change, gender, human rights and, to a lesser degree, youth. The initial inception report and project documents show planned consideration for the environment, gender equality and human rights.

PCR is undoubtedly relevant, effective, efficient and impactful but the major challenge lies in how best to take forward this project. There is clear stakeholder commitment to and ownership of the project but there are challenges. The first challenge is securing funding for PCR's next phase. While there is a lot of interest from the donor and others, it might take up to a year to secure the necessary funding. This timeline is regarded as a challenge by some stakeholders who fear that the gains will be lost if too much time elapses between the end of the first phase and the beginning of the second phase. Yet, this could also be seen as an opportunity in that this time will give UN-Habitat the opportunity to appoint a new project leader, meet with potential partners, develop a concept note, support government, and develop proposals.

One of the major challenges remains the limited capacity of the government to take over the implementation and management of this project. A key component of the next phase will be the support and capacity development of the government. UN-Habitat already has a successful model to do this, that is, their support of the Citizens' Charter. As in the support of the Citizens' Charter, the goal should be to build the government's capacity, especially ANDMA, to be able to properly prepare for, coordinate and manage DRR in the decades to come.

This project has huge potential if it is to be extended, expanded and adapted. Stakeholders have high expectations for the project's potential. Yet, without ongoing funding and a strong plan, there is the risk that the newly created DRR momentum and coordination will wane and a unique and important opportunity to strengthen and possibly institutionalise Afghanistan's DRR responses and development initiatives might be lost.

LESSONS LEARNED

These lessons learned highlight the strengths and weaknesses of the project preparation, design, and implementation that affected performance, outcome, and impact.

- The lack of DRR awareness in communities can create delays in project implementation. Initial community engagement should consider existing levels of DRR knowledge and plan accordingly.
- In creating demand for retrofitting, community resources need to be considered. Other community members stated that they were not able to pay the USD 2,000 to have their own houses retrofitted.
- This project highlighted the benefit of retrofitting schools as well as houses. Strengthening school and hospital resilience might be a good entry for the second phase of PCR.
- The next phase of the project needs to be longer, with significantly more funding and resources. This issue is important in creating a sustainable DRR response.
- CDCs and GAs play an important role in connecting communities and local government. Building on this lesson will strengthen future projects.
- The inclusion of women in this kind of project remains a challenge in Afghanistan, where the low number of people with the necessary technical and engineering skills are mostly men. Strengthening women's capacity is key.
- Development gains of planned urbanization through urban legislation, urban planning, urban economy and urban basic services can only be achieved and sustained with urban resilience. Resources are required to ensure that DRR is mainstreamed in different government ministries.
- This project model is strong with its focus on strengthening communities, municipalities and national government through structural and non-structural activities. This model can be used as the basis for the second phase.
- The people-centred approach is effective in ensuring stakeholder inclusion, participation and ownership throughout the project cycle, for example, the engagement of women and youth.
- This project provided lessons on how to adapt targets under circumstances where targets change due to external circumstances. It highlighted the importance of a mid-term review, the ability to adapt targets, and communication with the donor and stakeholders.

RECOMMENDATIONS

The evaluation findings and lessons learned form the basis of the Recommendations. These Recommendations reflect the main areas that require attention, and issues that are currently being addressed are not included in this list. They apply across the planning, implementation, monitoring, and evaluation levels.

1 **Develop a plan for the next phase of PCR**

As there will be a transitional phase before new funding is secured, it is recommended that the planning starts immediately. The new PCR plan must be risk-informed and take a preventative approach that clearly outlines the roles of UN-Habitat and government. Other activities include the appointment of a senior staff member who will be responsible for the preparation of the concept note and proposal and follow-up with donors (within 2 months).

ROAP and Afghanistan Country Office

2 **The PCR modality should be embedded in government structures and the government should drive the project**

This issue created much discussion and it was generally agreed that based on previous UN-Habitat work in Afghanistan, the project modality should reflect existing government structures. It would be most effective and efficient to use the successfully created structures that UN-Habitat used in their support and capacity building of the Citizens' Charter(CC). It would be useful here to learn from those projects in terms of the successes, challenges and lessons learned.

ROAP, future PCR Project Manager, and relevant CC colleagues

3 **Support ANDMA to develop its DRR capacity to mainstream resilience and DRR in the Citizens' Charter and other ministries**

This is a key issue because, without the support and capacity building of ANDMA, the chances of a second phase PCR being successful is very limited. ANDMA itself is asking for support to build its capacity. ANDMA believes that this is the opportunity to finally have a coordinated and successful DRR agency in Afghanistan. In support of this, UN-Habitat should also discuss how to support ANDMA and the municipalities during this transitional phase so that the commitment and enthusiasm are built and not lessened.

ROAP, Country Director, and future PCR Project Manager

4 **Support the government in the development of local-level DRR strategies**

The development of local-level DRR strategies is one of the important next steps for PCR. One of the DRR challenges in Afghanistan before PCR was the lack of detailed and area-specific data that could be used. This data is vital for future DRR preparation and responses.

PCR Team and Partners

5 **Strengthen project ownership, especially at the municipal level**

While ANDMA should be the DRR coordinating body, the municipalities are responsible for DRR implementation. UN-Habitat has an important role in supporting and building the capacity of municipalities in order to strengthen their participation and ownership of DRR activities.

Future PCR Project Manager and PCR Team

6 Identify possible partners (UN agencies and INGOs)

There are opportunities for the next phase of PCR to include more partners. These partners could include UN partners. For example, UNESCO is already working on getting DRR into the school curriculum and they are keen to discuss using the Safer Schools model in future PCR work with UN-Habitat. Also, the World Bank is currently engaged in mapping work that could support PCR.

ROAP, Country Director and future PCR Project Manager

7 Develop a larger donor base

The PCR team spoke strongly about the need to have a broader donor base as the project is upscaled. There are also interesting opportunities to work with partners in identifying and applying to other donors with an interest in resilience and DRR.

ROAP, Country Director and future PCR Project Manager

8 Ensure that the Seismic Hazard and Risk Assessment are worked into practical and useful findings for different stakeholders

This recommendation addresses the need to ensure the effectiveness and efficiency of the assessment through the processing and arranging of the findings according to different stakeholders (e.g. government, municipalities, and communities) and according to specific areas and their unique risks. This should be done immediately so that the findings can be shared and utilised.

ROAP and future PCR Project Manager

9 Support the updating of the Building Code

The Building Code is in the process of being revised by ANSA. UN-Habitat should contact ANSA for any updates and explore how best to support them through the revisions. Not only is a short, 40-60 page guide in Dari, Pashto and English required, but also discussions should be started on how best to enforce the Code once it is revised. Various stakeholders spoke of the strengths of using incentives rather than punishment to enhance compliance.

Future PCR Manager and Team

10 Develop the DRR capacity of other potential stakeholders

Various respondents outlined the importance of building the DRR awareness and capacity of other potential stakeholders in the next phase of PCR. These stakeholders included children, university students and religious leaders. Following this, other stakeholders spoke about the possibility of establishing a DRR institute in Afghanistan.

Future PCR Manager and Team

1. INTRODUCTION

1.1 BACKGROUND AND CONTEXT

Disasters have a significant toll on development prospects, conservatively estimated at US\$314 billion per year in the built environment alone.⁶ Between 2005 and 2015, more than 1.5 billion people across the globe have been affected by disasters in various ways, with women, children, youth and other vulnerable populations disproportionately affected. The estimates would be higher if the additional losses due to climate change are considered. UNISDR argues that, “Without a radical change of course to address the economic and human costs of disasters, development gains will be significantly set back in affected countries, hampering the prospect of achieving the Sustainable Development Goals (SDGs).”⁷

The government of Afghanistan has estimated that since 1980 disasters caused by natural hazards in the country have affected over 9 million people and caused over 20,000 fatalities.⁸ Earthquakes cause the highest loss of life, while droughts affect the most people and flooding results in the most economic damage. Afghanistan is susceptible to sudden-onset disasters including avalanches, landslides and flash floods.⁹ The flash floods of this last season are due to El Niño and the increased precipitation is anticipated to lead to devastating consequences due to current drought conditions. The drought has intensified food insecurity, decreased livelihood opportunities and increased WASH and health needs, particularly in rural areas. The protracted conflict and recurrent disasters have contributed to Afghanistan’s cycle of underdevelopment. Afghanistan’s risk of humanitarian crisis and disaster is assessed as very high (7.8/10), with a rating of 8.8/10 for hazard and exposure and 7.5/10 for a lack of coping capacity.¹⁰

Climate change has accelerated the risk of natural disasters. Furthermore, the rapid urbanization and the influx of Returnees and IDPs have increased the exposure of those vulnerable urban populations more to hazards because of insufficient basic services, housing, and infrastructure. Those people living in informal settlements are vulnerable to small-scale recurrent natural disaster, where, due to floods and earthquakes, they have lost their assets and suffered from health problems due to unsanitary conditions.

As of 5 March 2019, the heavy rains and flooding had affected several thousand people in nine provinces.¹¹ Seven provinces had been affected by heavy snowfall and avalanches. The resulting death toll stood at 40 people with at least 10 people missing. Over 3,800 houses were damaged or destroyed, as well as major damage to agricultural land and infrastructure. Water systems were damaged with an increased risk of water and vector borne diseases. Response gaps include emergency shelter, food, non-food items, winter clothes and emergency latrines. At this point, it is estimated that 6,300,000 people have acute humanitarian needs; 4,500,000 people are in urgent need of food and livelihood assistance; 2,400,000 people are in acute need of protection; and 2,100,000 people are in acute need of WASH assistance.

The IFRC assessed that, at the end of March 2019, ten million Afghans (more than a quarter of the population) face severe food insecurity and need urgent help after the recent floods and drought.¹² Climate change is contributing to people’s hardships in Afghanistan in that temperatures are rising, which leads to changes in the snowmelt, and rainfall is more inconsistent, which contributes to the increased risk of floods and droughts.

6 UNISDR, Sustainable Development and DRR, <https://www.preventionweb.net/sendai-framework/sdg>

7 UNISDR, Sustainable Development and DRR, <https://www.preventionweb.net/sendai-framework/sdg>

8 GFDRR, Resilience in Afghanistan through Mapping and Risk Reduction, July 2017, <https://www.gfdr.org/en/feature-story/resilience-afghanistan-through-mapping-and-risk-information>

9 ACAPS, Overview, Afghanistan, 11 March 2018, <https://acaps.org/country/afghanistan>

10 ACAPS, Overview, Afghanistan, 11 March 2018, <https://acaps.org/country/afghanistan>

11 ACAPS, Overview, Afghanistan, 11 March 2018, <https://acaps.org/country/afghanistan>

12 IFRC, Ten million Afghans face severe hardship after extreme weather, 28 March 2019, <https://reliefweb.int/report/afghanistan/ten-million-afghans-face-severe-hardship-after-extreme-weather>

Ariel Kestens, IFRC Head of Country for Afghanistan, stated that, “The floods should be the wake-up call that triggers a massive investment to help people who at the moment are out of sight in an under-estimated, silent crisis with limited access by humanitarian agencies or media. They are out of reach because of conflict and out of scope because this is a large, slow-onset disaster, and because many people in need are displaced by disaster.”¹³

In Afghanistan, DRR was initially addressed in 1973 through the establishment of the Department of Disaster Preparedness (DDP), which is now known as the Afghanistan National Disaster Management Authority (ANDMA).¹⁴ In 2003, with the support of the UN, the government began developing key DRR policy documents. In 2007, ANDMA was tasked with the responsibility of coordinating all disaster related interventions. ANDMA is represented by its provincial Directorates in all 34 provinces. In October 2010, the government published the National Disaster Management Plan.¹⁵ This plan described the government’s approach, but it lacked a concrete long-term strategy and action plans. In March 2011, the government launched the Strategic National Action Plan for DRR.¹⁶ DRR was institutionalized in March 2012 with the enactment of the Law of Disaster Management.¹⁷ This document also articulated a basic DRR response that was not developed into any tangible action plans. In 2013, the Ministry of Rural Rehabilitation and Development (MRRD) published the Disaster Management Strategy for the period 2014-2017.¹⁸ This strategy was more comprehensive, with a solid log frame, yet the main challenge lay in the fact that MRRD does not have a DRR coordination function.

On 25 September 2016, the government launched the Citizens’ Charter (CC). This project aims to “reduce poverty and enhance living standards by improving the delivery of core infrastructure and social services to participating communities through strengthened CDCs.”¹⁹ This project supports the first phase of the government’s 10-year Citizens’ Charter National Priority Programme and aims to target all 34 provinces and one-third of the population. In the CC, the government states its support of disaster preparedness and humanitarian responses.²⁰ It highlights the importance of national community development programmes that “provide a unique opportunity to significantly improve both local level disaster-preparedness as well as cost-effective, rapidly mobilised post-disaster reconstruction.”²¹ The CC committed to an increased focus on DRR by:

- Finalising the national multi-hazard risk assessment that would inform resilient infrastructure designs, differentiated by provincial and district-level risk profiles.
- Rolling out a training programme for MRRD and IDLG staff and engineers to raise awareness of resilient infrastructure aspects.
- Developing easy-to-use checklists for provincial officials and FPs to use in their engagements with CDCs.
- Developing an Operations Manual to incorporate the issue of resilience.
- Designing a new CDC training module for rolling out a stronger and more coherent DRR approach across rural and urban communities.

13 IFRC, Ten million Afghans face severe hardship after extreme weather, 28 March 2019, <https://reliefweb.int/report/afghanistan/ten-million-afghans-face-severe-hardship-after-extreme-weather>

14 GoIRA, Directorate of Mine Action Coordination, About ANDMA, <http://dmac.gov.af/about/andma/>

15 GoIRA, National Disaster Management Plan 2010 Afghanistan, prepared for the National Disaster Management Authority, October 2010, https://www.preventionweb.net/files/31182_afghanistannationaldisastermanageme-451.pdf

16 GoIRA, Strategic National Action Plan for Disaster Risk Reduction: Towards Peace and Stable Development, March 2011, <http://extwprlegs1.fao.org/docs/pdf/afg152361.pdf>

17 GoIRA, The Law on disaster response, management and preparedness in the Islamic Sate of Afghanistan, 30 March 2012, www.humanitarianresponse.info/files/documents/files/Afghanistan-Disaster-Management-Law-English.pdf

18 GoIRA, MRRD, Disaster Management Strategy, 2014-2017, 2013, https://www.academia.edu/17509773/MRRD-Disaster_Management_Strategy_200414_1

19 World Bank, Afghanistan Government Inaugurates Citizens’ Charter to Target Reform and Accountability, 10 October 2016, <http://www.worldbank.org/en/news/feature/2016/10/10/government-inaugurates-citizens-charter-to-target-reform-and-accountability>

20 GoIRA, Citizens’ Charter National Priority Programme, December 2016, <http://policymof.gov.af/wp-content/uploads/2016/07/Citizens%E2%80%99-Charter-Program.pdf>

21 GoIRA, Citizens’ Charter National Priority Programme, December 2016, <http://policymof.gov.af/wp-content/uploads/2016/07/Citizens%E2%80%99-Charter-Program.pdf>

Outside of Government DRR initiatives, there are currently three main initiatives. One, the UN Disaster Risk Reduction Working Group (UN DRR WG) was formed in 2013, a technical group consisting of UN agencies working in the areas of DRR, resilience and emergency.²² Its goal is, “To help reduce the impact of natural disaster in the country through enhancing collaboration and coordination efforts among development actors, promoting information sharing, and advocating resilience in ongoing DRR activities.”²³ The working group is active with quarterly meetings. It is led by WFP and co-chaired by ANDMA.²⁴

The Afghanistan Resilience Consortium (ARC) was formed in 2014 as a partnership with Afghanaid, ActionAid, Concern Worldwide, Save the Children, and UN Environment.²⁵ In 2015, with support from DFID, ARC started its first project, “Strengthening the Resilience of Afghanistan’s Vulnerable Communities against Natural Disasters (SRACAD).”²⁶ This project aimed to build the resilience of Afghanistan’s rural communities, and it combined national and sub-national institutional strengthening and policy planning with the provision of direct DRR and humanitarian assistance to more than 400,000 people across 25 disaster-prone districts in eight of Afghanistan’s most vulnerable provinces. At the 2016 Brussels Conference on Afghanistan, ARC made four recommendations to government:

- Integrating environmental issues into humanitarian response
- Developing a national resilience framework that integrates ecosystem-based disaster risk reduction and climate change adaptation across all levels of national planning
- Building community-based resilience through local-level environmental initiatives across the country

- Strengthening the institutions and coordination mechanisms for planning and respond to shocks when they occur.

The Global Facility for Disaster Reduction and Recovery (GFDRR) is a “global partnership that assists developing countries to better understand and reduce their vulnerability to natural hazards and climate change.”²⁷ It is a grant-funding mechanism, managed by the World Bank, that supports disaster risk management projects worldwide. GFDRR provides knowledge, funding and technical assistance to over 400 local, national, regional, and international partners. Examples of its recent work in Afghanistan include: Strengthening Hydromet and Early Warning Services in Afghanistan: A Road Map, 17 December 2018 and Afghanistan Multi-Hazard Risk Assessment, 18 December 2018. The purpose of the former work was to assess the principal government ministries, departments, and agencies as stakeholders and implementing partners of hydromet and early warning information and services. The latter work provided a multi-hazard risk assessment at the national level, including assessments for selected geographic areas. The analysis covered flood, flash flood, drought, earthquake, snow avalanche, and landslide hazards.

Despite all of these government and partner DRR policies and initiatives, there has been little coordinated progress towards DRR implementation and management.²⁸ A more comprehensive, consistent and coordinated approach, tools and institutional instruments are required to facilitate effective DRR at the national level with clear linkages to the local level.

22 Disaster Risk Reduction Working Group Afghanistan, Terms of Reference, 12 June 2014, www.humanitarianresponse.info/files/documents/files/DRR_WG_TOR_FSAC_June_2014%20%28final%29.pdf

23 ACBAR, Afghanistan Working Groups Mapping, February 2017, <http://www.acbar.org/upload/1489480292490.pdf>

24 Hayatullah Rasoli, Programme Policy Officer (Asset Creation), WFP Country Office - Kabul, Afghanistan, email, 30 March 2019

25 UN Environment, Afghanistan Resilience Consortium Advocates for Eco-DRR and Climate Change Adaptation at Brussels Conference, 7 August 2017, <https://www.unenvironment.org/news-and-stories/story/afghanistan-resilience-consortium-advocates-eco-drr-and-climate-change>

26 UNEP, Afghanistan Fact Sheet, ARC, https://postconflict.unep.ch/publications/Afghanistan/ARC_SRACAD_FS_English.pdf

27 GFDRR, Who Are We, <https://www.gfdr.org/en/who-we-are>

28 Disaster Risk Reduction Working Group Afghanistan, Terms of Reference, 12 June 2014, www.humanitarianresponse.info/files/documents/files/DRR_WG_TOR_FSAC_June_2014%20%28final%29.pdf

1.2 EVALUATION MANDATE

The evaluation was conducted at the request of UN-Habitat and is part of UN-Habitat's effort to perform systematic and timely evaluations of its projects and to ensure that UN-Habitat evaluations provide a full representation of its mandate and activities. It is in-line with the UN-Habitat Evaluation Policy and the Revised UN-Habitat Evaluation Framework which require that a project of US\$1 million and above should have an end of project evaluation. Evaluation is central to UN-Habitat's mandate and activities, including programme planning, budgeting and the implementation cycle. Evaluation also supports UN-Habitat to manage for results by assessing the extent to which UN-Habitat humanitarian and development interventions are effectively delivering results.

1.3 OVERALL PURPOSE AND OBJECTIVES

As stated in the ToR, the purpose of this final evaluation is to, "Assess project performance and extent to which the Project's objectives and expected accomplishments were achieved."²⁹ This evaluation synthesized the project achievements, results and lessons learned.

The key objectives of the evaluation are:

- To assess the design, implementation and achievement of results at the outcome level of the Project. This will entail the analysis of actual versus expected results achieved by UN-Habitat
- To assess the project's value-for-money, visibility and performance of the Project in terms of relevance, efficiency, effectiveness, sustainability, and impact outlook
- Taking into account the intended users of the evaluation, identify lessons learned and provide recommendations for improving future resilience-building projects.

1.4 SCOPE AND FOCUS

This evaluation covered the project implementation period from April 2017 to March 2019. The evaluation is independent and evidence-based and assessed objectively as possible the relevance, effectiveness, efficiency, impact outlook, and sustainability of the project. These criteria were rated based on the performance characteristics used by UN-Habitat. This evaluation also assessed the integration of cross-cutting issues (gender equity, human rights, youth and climate change) in the project design and implementation.

1.5 INTENDED AUDIENCE

The evaluation results will contribute to UN-Habitat's planning, reporting and accountability. The sharing of findings from this evaluation will inform UN-Habitat (Country Programme, ROAP and HQ) and key stakeholders in the project, including governing bodies, donors, partners, and Member States, on what was achieved and learned from the project.

1.6 PAST EVALUATIONS

An internal mid-term review (MTR) was completed in March 2018.³⁰ The MTR objectives were to: (1) Analyse the relevance, effectiveness, efficiency, sustainability and impact of the project concept and strategy, outcomes, outputs and impacts; (2) Review and revise the logical framework; and (3) Analyse and assess the progress of the project activities for major delays and corrective measures undertaken. The main finding was that the project was generally on track with some delays. These delays were due to the unexpected time that it took to get the necessary levels of DRR understanding in communities to begin with the implementation. The MTR's primary recommendation was a review and revision of the work plan, logical framework and risk management in views of these delays.

29 UN-Habitat, Terms of Reference, End-of-Project Evaluation of the Project for City Resilience (PCR) in Afghanistan, 7 December 2018

30 UN-Habitat, PCR, 4QR, 18 April 2018. Ms Fatima Rezayee (Programme Officer, PCR) conducted this MTR, which was managed by the Programme Manager.

1.7 REPORT OUTLINE

This report begins with an overview of the project, followed by the evaluation approach and methodology. The findings are then presented. These are followed by the evaluation conclusions, lessons learned and recommendations.



School Retrofitting, Amir Dost Mohammad Khan School, District 3, Kabul
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2. OVERVIEW OF THE EVALUATED PROJECT

2.1 EVALUATION CONTEXT

Overview

The United Nations Human Settlements Programme is the United Nations agency for human settlements.³¹ The UN General Assembly mandated the promotion of socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all, based on, inter alia, the Vancouver Declaration on Human Settlements, the Habitat Agenda, the Istanbul Declaration on Human Settlements, the Declaration on Cities and Other Human Settlements in the New Millennium, and UN Resolution 56/206.

UN-Habitat Afghanistan's work fits into UN-Habitat's Strategic Plan for 2014-2019, which serves as a global programme framework to address the priority areas of UN-Habitat and partner governments.³² UN-Habitat's goals are "well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy, and sanitation."³³ UN-Habitat works through strategic plans for successive six-year periods. The current strategic plan covers 2014 to 2019 and is implemented through two-year programmes.

The strategic readjustments in this plan stemmed from the current trends in rapid urbanisation together with recent global economic turmoil, increasing poverty, and growing consequences of climate change. UN-Habitat's Strategic Plan (2014 – 2019) outlines seven focus areas:

1. Urban legislation, land, and governance
2. Urban planning and design
3. Urban economy
4. Urban basic services
5. Housing and slum upgrading
6. Risk reduction and rehabilitation
7. Research and capacity development.³⁴

The plan prioritises the first four focus areas. In particular, the plan highlights the importance of developing adequate urban policies and legal frameworks in order to support proper urban planning and design and then implementation. The plan emphasizes UN-Habitat's role as a leading and acknowledged authority on urbanization matters. The plan also identifies four cross-cutting issues: Climate Change, Gender Equality, Human Rights and Youth. All cross-cutting issues are mainstreamed throughout the seven focus areas, ensuring that all policies, knowledge management tools and operational activities address these issues in their design and implementation.

As part of its commitment to sustainable development, UN-Habitat provides technical assistance to the Government of Afghanistan towards achieving the Sustainable Development Goals (SDGs), in particular, Goal 11, Sustainable Cities and Communities. Figure 3 provides an overview of the SDGs.

While 10 of the 17 SDGs have targets related to disaster risk (thereby emphasizing the important role of DRR in the realisation of the 2030 Agenda for Sustainable Development), UN-Habitat and this project focus on SGD 11. Specifically, under SGD 11, there six targets related to DRR:

- 11.1: By 2030, ensure access for all to adequate, safe and affordable and basic services and upgrade slums
- 11.3: By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries
- 11.4: Strengthen efforts to protect and safeguard the world's cultural and natural heritage
- 11.5 By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global

31 UN-Habitat, Country Programme Document, 2016-2019, Afghanistan, Regional Office for Asia and the Pacific, 2016

32 UN-Habitat, Strategic Plan 2014-2019, <https://unhabitat.org/un-habitats-strategic-plan-2014-2019/>

33 UN-Habitat, About Us, <http://unhabitat.org/about-us/goals-and-strategies-of-un-habitat/>

34 UN-Habitat, Strategic Plan, 2014-2019, <https://unhabitat.org/un-habitats-strategic-plan-2014-2019/>

Figure 3: Sustainable Development Goals



gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations

- 11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels
- 11.c: Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials .

In 2015, the UN General Assembly endorsed the Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework/SF).³⁵ The SF builds on the achievements and elements established under its predecessor, the Hyogo Framework for Action: Building the Resilience of Nations and Communities 2005- 2015.³⁶ The SF introduced a number of important innovations, including a stronger emphasis on disaster risk management, as opposed to disaster management. The Sendai Framework highlights that disaster risk reduction is essential to the achievement of sustainable development.

35 UNISDR, Sendai Framework for Disaster Risk Reduction 2015-2030, 2015, <https://www.unisdr.org/we/coordinate/sendai-framework>

36 UNISDR, Sustainable Development and DRR, <https://www.preventionweb.net/sendai-framework/sdg>

This was the first major agreement of the post-2015 development agenda, with seven targets and four priorities for action. It is a 15-year, voluntary, non-binding agreement which recognizes that the State has the primary role to reduce disaster risk, but that this responsibility should be shared with local government, the private sector and other stakeholders. It aims for the following outcome: The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.³⁷ UN-Habitat assisted the Afghanistan Government with the implementation of the SF.

In 2016, world leaders adopted the New Urban Agenda (NUA), which sets a new global standard for sustainable urban development.³⁸ The NUA is a “roadmap for building cities that can serve as engines of prosperity and centres of cultural and social well-being while protecting the environment.”³⁹ The NUA addresses the ways in which cities are planned, designed, managed, governed and financed to achieve sustainable development goals; focusing on transformation towards social inclusion and ending poverty, as well as enhancing urban prosperity and opportunities for all and environmentally sustainable and resilient urban development. UN-Habitat has also increased its collaboration with the Government of Afghanistan and other stakeholders for the implementation of the NUA and sustainable urbanization.

Afghanistan

Since 1992, UN-Habitat has been working in Afghanistan in partnership with communities and government. It has provided basic services and worked with the Government of Afghanistan (GoIRA) and local authorities on various projects which include policy support and institutional

capacity strengthening. UN-Habitat regards communities and government as partners and not beneficiaries in the planning and implementation of activities.

In Afghanistan, UN-Habitat supports the government in consolidating its role in nation-building, thus “demonstrating that a well-conceived rehabilitation process can be an instrument of reconciliation among communities in conflict.”⁴⁰ Since 2002, UN-Habitat has led various physical construction and social rehabilitation projects. These include, for example, the Community Development Project: National Solidarity Programme (NSP), Kabul Solidarity Programme, Afghanistan Urban Peacebuilding Programme (AUPP), Future of Afghan Cities Programme (FoAC), Community-Based Municipal Support Programme, and Kabul Solidarity Programme (KSP). UN-Habitat works through partnerships with community groups, NGOs, municipalities, local governments, other UN agencies and bilateral donors.

UN-Habitat’s work in Afghanistan is guided by the Habitat Country Programme Document, 2016-2019, Afghanistan.⁴¹ This document outlines how UN-Habitat aims to, “transform lives by enhancing access to urban land, housing and services, while making systems and institutions responsive to the views and needs of all Afghans.”⁴² UN-Habitat’s vision is prosperous and healthy settlements whose residents can live in security and harmony, while contributing to development. In order to realise this vision, UN-Habitat’s work over the coming four years will be on three key thematic areas with the foreseen results under each.

37 UNISDR, Sendai Framework for Disaster Risk Reduction 2015-2030, 2015, <https://www.unisdr.org/we/coordinate/sendai-framework>

38 UN, The New Urban Agenda: Key Commitments, 20 October 2016, <https://www.un.org/sustainabledevelopment/blog/2016/10/newurbanagenda/>

39 UN, The New Urban Agenda: Key Commitments, 20 October 2016, <https://www.un.org/sustainabledevelopment/blog/2016/10/newurbanagenda/>

40 UN-Habitat, About ROAP, Afghanistan Projects, http://www.fukuoka.unhabitat.org/projects/afghanistan/index_en.html

41 UN-Habitat, Country Programme Document, 2016-2019, Afghanistan, 2016, http://www.fukuoka.unhabitat.org/info/news/pdf/UN_Habitat_Country_Programme_Document_2016_2019_Afghanistan_web_version.pdf

42 UN-Habitat, Country Programme Document, 2016-2019, Afghanistan, 2016, http://www.fukuoka.unhabitat.org/info/news/pdf/UN_Habitat_Country_Programme_Document_2016_2019_Afghanistan_web_version.pdf

UN-Habitat has supported complex areas of physical reconstruction and social rehabilitation by advocating for the:

1 Planned and Well-Governed Settlements to enhance the government's capacity to guide the development of human settlements in a participatory, equitable and accountable manner while ensuring access to basic services

1. An improved human settlements policy framework that results in more inclusive systems of planning and governance, as well as effective management of urban land
2. Enhanced capacity of municipalities to sustain their operations and effectively deliver public services
3. Increased availability and use of information and data to support human settlements policy, planning and management.

2 Inclusive Settlements to improve access to affordable land and housing, services and infrastructure for all residents of human settlements

1. Increased access to services, infrastructure and public facilities
2. Improved systems of community governance to ensure effective participation of residents in the development and management of human settlements
3. Access to urban land and housing, with a focus on poor and female-headed households, including IDPs and returnees.

3 Prosperous Settlements to contribute to towns and cities being hubs of economic activity that generate sustainable employment and enable residents particularly the young to acquire productive skills

1. Enhanced fiscal sustainability of municipalities for local service delivery
2. Increased economic activity and job creation in human settlements, including in the informal economy

3. Improved opportunities for young Afghans to develop skills that will enable them to contribute to, and benefit from, economic activity.

UN-Habitat Afghanistan falls under the Regional Office for Asia and the Pacific (ROAP), which covers various aspects of human settlements development, reflecting UN-Habitat's mandate and combining "operational activities (development and management of projects and programmes) and normative activities (advocacy, research, and policy guidance)."⁴³ In 1997, ROAP was established in Fukuoka, Japan, and is based on Resolution 16/25 (7 May 1997) of the then Commission on Human Settlements and a Memorandum of Understanding (MOU) between Fukuoka Partners and UN-Habitat.⁴⁴ ROAP plays an important role in bringing technical expertise and financial assistance to developing countries to cope with enormous and complex challenges posed by rapid urbanization, disasters, and conflict. ROAP work under UN-Habitat's Headquarters based in Nairobi.

2.2 PROJECT OVERVIEW

The objective of the Project for City Resilience (PCR) is to "build Afghanistan capacity for urban DRR and resilience at three interlinked levels - community, city and national level for safe, resilient and sustainable cities."⁴⁵ PCR's three outcomes were: (1) Enhanced urban communities' resilience to disaster and climate risk, (2) Strengthened municipal capacity for people-centred preventive disaster risk management (DRR, and (3) Strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring. A project summary is provided in table 2.

43 UN-Habitat, ROAP, <https://unhabitat.org/roap/>

44 UN-Habitat, ROAP, <https://unhabitat.org/roap/>

45 UN-Habitat, PCR, Inception Report, Rev, 16 May 2017

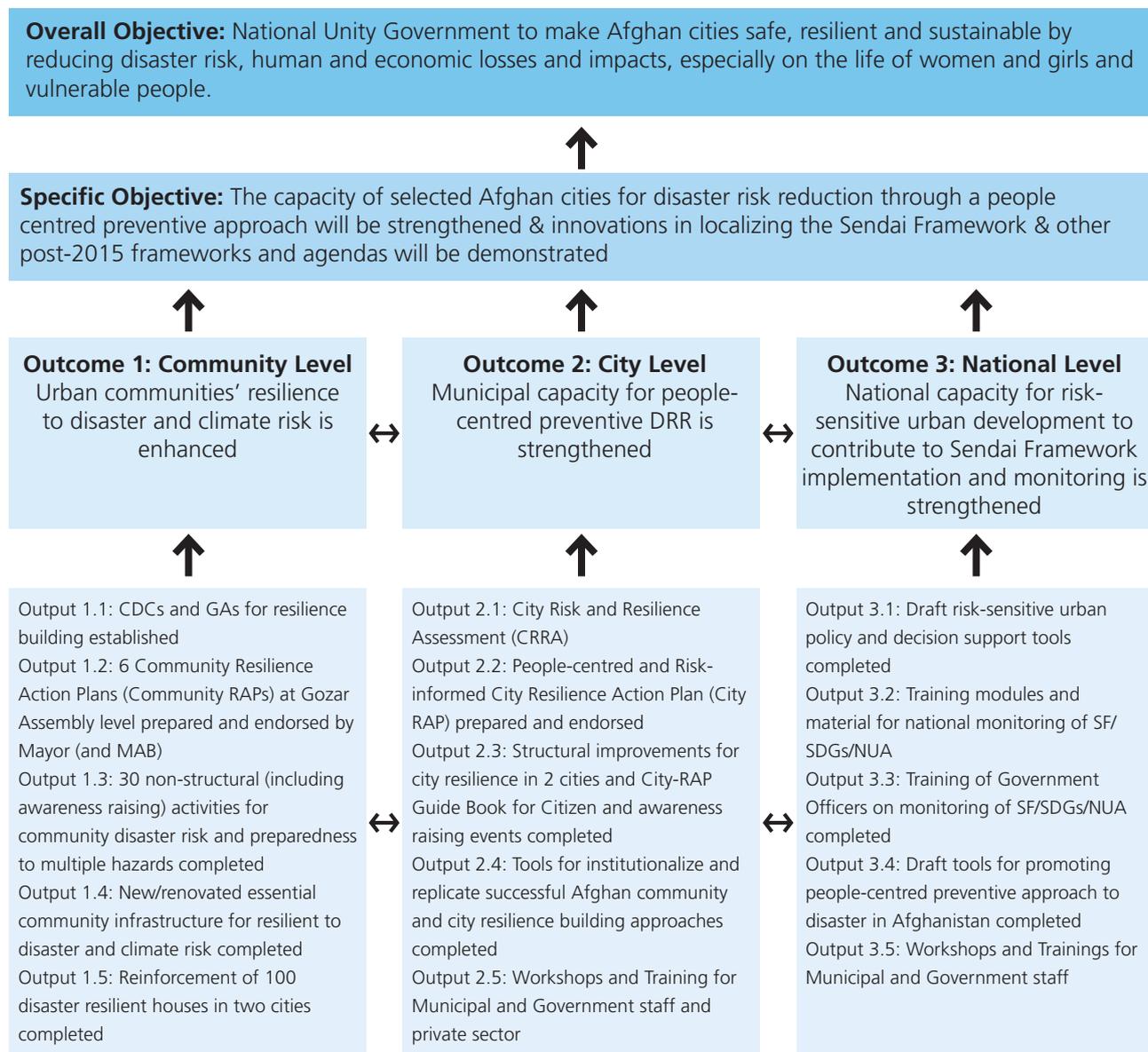
Table 2: Project Summary

Project Title	Project for City Resilience (PCR)	
Project Duration	1 April 2017 – 31 March 2019	
Project Budget	USD 3,296,800 ⁴⁶	
Donor	Government of Japan	
Target Cities	Kabul and Mazar-i-Sharif	
Target Beneficiaries	Communities: 6 Gozar Assemblies (GAs)/30 Community Development Councils (CDCs) Direct Beneficiaries from Community level intervention: 6,000 HH (average), 1,000 per Gozar), 54,000 people (average 9 per HH). Direct Beneficiaries from City level intervention: app. 4,250,000 people Beneficiaries from National level intervention: whole population	
Partners	Office of the State Minister for Disaster Management and Humanitarian Affairs/Afghanistan National Disaster Management Authority (DMHA/ANDMA) Independent Directorate of Local Governance/Deputy Ministry of Municipalities (IDLG/DMM) Municipality of Mazar-i-Sharif Kabul Municipality Ministry of Urban Development and Land (MUDL)	
Project Themes		
Risk Reduction and Rehabilitation		75%
Urban Planning and Design		25%
Link to Work Programme Expected Accomplishments		
Improved urban risk-reduction policies, strategies and programmes adopted for greater resilience of cities and other human settlements		25%
Improved settlements recovery and reconstruction interventions for long-term sustainability in cities and other human settlements		25%
Improved shelter rehabilitation programmes in crisis responses contributing to sustainable and resilient cities and other human settlements		25%
Improved policies, plans and strategies that contribute to the mitigation of and adaptation to climate change adopted by partner city, regional and national authorities		25%
Strategic Plan Focus Areas		
FA6: Risk Reduction and Rehabilitation		75%
FA2: Urban Planning and Design		25%
Link to SDGs		
Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable		100%
Collaboration		
Lead Branch/Region	UN-Habitat Regional office of Asia and the Pacific (ROAP)	
Lead Unit/Country	UN-Habitat Afghanistan Office	
Collaborating Branches/Offices/Units	UN-Habitat Risk Reduction and Rehabilitation Branch	

⁴⁶ Originally USD 3,333,333 this amount was changed because of the exchange rate at the time of signing of the agreement between the donor and UN-Habitat.

There was no Theory of Change (ToC) in the original project documents. The evaluation team developed the ToC based on the initial Inception Report and Project Document, as shown in figure 4.

Figure 4: Theory of Change



Assumptions:

- Political willingness remains strong to work across the spheres of government on DRR
- Government partners are willing to engage with each other constructively to implement the project
- Key actors at local government levels are committed to implement demonstration projects
- Insecurity and instability do not prevent participation and smooth project operation
- Qualified and trained Afghan staff can be hired and retained
- Qualified international staff are found to support the project throughout its duration
- The de-facto legitimacy of CDCs and Gozar Assemblies (GAs) and their role in action planning and service delivery remains.

This analysis showed a high level of connectedness between the outputs and outcomes and between the outcomes linked to the objectives. This high degree of connectedness and articulation of the outputs, outcomes and objective indicate a good project design. The final log frame can be found in Annex 5.



House Retrofitting, District 16, Kabul
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3. EVALUATION APPROACH AND METHODOLOGY

3.1 APPROACH

The evaluation was conducted by two independent consultants, Dr Stephen Van Houten (International Lead Evaluator) and Mr Hamidullah Nooristani (National Evaluator), in close consultation with the UN-Habitat Evaluation

Unit, the Regional Office for Asia and Pacific, and the UN-Habitat Country Office Afghanistan. The evaluation was carried out between February and April 2019.

In the ToR, UN-Habitat proposed using the five evaluation criteria as listed in table 3.

Table 3: Evaluation Criteria

1	RELEVANCE	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirement, country needs, global priorities and partners' and donors' policies.
2	EFFECTIVENESS	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, considering their relative importance.
3	EFFICIENCY	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
4	IMPACT OUTLOOK	The positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
5	SUSTAINABILITY	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of long-term benefits. The resilience to the risk of the net benefit flows over time.

3.2 METHODS

The evaluation used Theory of Change and a variety of multi-faceted and mixed design methods were used to collect information during the evaluation, all of which are participatory, inclusive and target group sensitive and ensure gender considerations are integrated in data

collection and analysis methods. Ethical standards will be considered through the evaluation to ensure stakeholder groups are treated with integrity and respect for confidentiality. These methods are listed in table 4.

Table 4: Methods

DESK REVIEW	<p>Documentation to be reviewed will include:</p> <ul style="list-style-type: none"> • Original project documents • Project Quarterly Reports • Evaluation Reports • Strategic plans, as deemed relevant, such as the Strategic Plan 2014-2019, UN-Habitat Country Programme Document and other relevant UN-Habitat policy documents, in particular on city resilience and DRR. • Any other relevant documentation (such as news stories at UN-Habitat Web site, press release, publication, success stories, mission reports of HQ/ROAP staff visits to the project.
KEY INFORMANT INTERVIEWS, FOCUS GROUP DISCUSSIONS AND CONSULTATIONS	These will be conducted with key project stakeholders. Details of these stakeholders are outlined below.
MOST SIGNIFICANT CHANGE AND VALUE FOR MONEY QUESTIONNAIRES	These questionnaires will be emailed to key project staff and relevant stakeholders.
SITE VISITS	<ul style="list-style-type: none"> • Two Targeted Communities (Community Level project) in both Kabul and Mazar will be visited (2 out of three communities selected – random sampling) • Two schools, one in Kabul and one in Mazar (random sampling).
VALIDATION WORKSHOP	<ul style="list-style-type: none"> • At the end of the data collection, a Validation Meeting will be held in Kabul with staff and key stakeholders to present and validate the findings.

Evaluation Questions

Following the ToR, evaluation questions informed the key informant interviews (KIIs) and the focus group discussions (FGDs). These questions can be found in Annex 4.

Most Significant Change and Value for Money Questionnaires

The Most Significant Change Questionnaire (MSC) was sent to key project staff to assess what

they regarded as the most significant change or contribution under the evaluation criteria outlined above. This approach allowed respondents to highlight what they see as the main contributors to change, which were then followed up on and further explored in interviews. This approach provided data on how the project is seen and what led to specific changes. The Value for Money (VfM) questionnaire provided specific efficiency data and was given to the Project Manager and the Operations Manager for completion.

Sampling and Stakeholders

This evaluation used purposive sampling to best answer the evaluation questions by focusing on the relevant population involved in the project. More specifically, the type of purposive sampling used was maximum variation sampling, which allowed the evaluators to gain greater insights into a project by looking at it from all angles. The evaluators were thus able to identify common themes that were evident across the sample. In qualitative designs, the focus generally is not on sample size but rather on sample adequacy. The adequacy of sampling was used as an indication of quality which is justified by reaching saturation. This evaluation used thematic data saturation, that is, stopping when no new patterns or themes emerged from the data.

The stakeholder list was drawn up with the assistance of the core project staff. The evaluators reviewed this list and selected the stakeholders. This list was used for planning and adjusted, as required, after discussions with key project staff. The stakeholders included:

- Project Staff in Kabul and Mazar: 6 core project staff in Kabul, 7 staff in the PCR team in Kabul, 7 staff in the PCR team in Mazar, and site supervisors. Senior Management.
- Government Stakeholders: ANDMA, IDLG/DMM, MUDL, Kabul Municipality, Mazar Municipality, Ministry of Foreign Affairs, Ministry of Education, and the Department of Education of Balkh.
- Targeted Communities (Community-Level Project): 2 districts in Kabul, 2 districts in Mazar, 1 school Kabul, and 1 school in Mazar.
- Project Partners: International Institute of Earthquake Engineering and Seismology (IIEES), UN-Habitat Iran Office, UNISDR, UNESCO, and PCR DRR Expert
- Donor: Embassy of Japan.
- ROAP.

Summary of Data Collected

KIIs and FGDs were conducted in Kabul and Mazar. Skype and telephone interviews were used where required. FGDs were used to accommodate larger groups of key respondents. The total number of respondents was 90, with 21 KIIs, 4 FGDs, 6 site visits and 4 questionnaires. The details can be found in Summary in Annex 2).

Data Quality Control and Analysis Plan

Various tools were utilised to collect, triangulate and validate the data, including: Collaborative Advantage; Program Logic; Maximising Accountability and Learning Opportunities; and Quality of Evidence. This evaluation ensured the data quality through the application of the BOND Principles (Voice and Inclusion, Appropriate, Triangulation, Contribution, and Transparency)⁴⁷ and the ALNAP criteria (Accuracy, Representativeness, Relevance, Generalisability, Attribution, and Clarity around contexts and methods).⁴⁸ In the interviews, descriptive, normative, and impact questions were used to ensure that past, present and future conditions were described and cause-and-effect relationships were explored.

Management Arrangement and Quality Assurance Process

The consultants communicated throughout the evaluation with the country team, PCR management team and the evaluation reference group. This independent evaluation was conducted in accordance with the norms and standards for evaluation in the UN system.⁴⁹ All KIIs, FGDs and other discussions were conducted in accordance with best ethical practice in research, particularly with respect to ensuring participants' safety, anonymity, the protection of data, and risk mitigation.

47 BOND, Evidence Principles, <https://www.bond.org.uk/resources/evidence-principles>

48 ALNAP, Strengthening the quality of evidence in humanitarian evaluations, May 2017, www.alnap.org/system/files/content/resource/files/main/alnap-eha-method-note-5-2017.pdf

49 United Nations Evaluation Group (UNEG), Norms and Standards for Evaluation, 2005 (updated 2016), <http://www.unevaluation.org/document/detail/1914>

3.3 LIMITATIONS

Language posed a limitation to this evaluation. This was dealt with by working with the national evaluator who is fluent in English, Dari and Pashto. Where necessary, all of the KIs and FGDs were planned with translation support. All questionnaires were sent to staff who are fluent in English.

Another limitation was access and security. For example, movement was restricted in Mazar due to New Year preparations and President Ghani's visit to Mazar. The evaluators received a security briefing at the beginning of the fieldwork, communicated with Security throughout the fieldwork, and adhered to all of UN-Habitat security guidelines and rules.

Regarding the limitations of purposive sampling, these are usually cited as: errors in evaluator judgment; low level of reliability; and inability to generalize findings. The evaluation quality criteria listed in the previous section were used to minimize these limitations. While the evaluated sample was not representative of the whole population, this is not considered to be a weakness in evaluations where qualitative or mixed methods research designs are used.⁵⁰ Given that there are only a limited number of primary data sources in this evaluation, purposive sampling was the most appropriate sampling method available.⁵¹ This method choice was also strengthened by its high rating on cost- and time-effectiveness.

50 <http://researchbasics.education.uconn.edu/>

51 <http://research-methodology.net/sampling-in-primary-data-collection/purposive-sampling/>

4. MAIN FINDINGS

This evaluation showed strong overall and project-specific results for the project. As of 31 March 2019, there was fully achieved delivery

against outcomes with the following levels of achievement for each outcome as shown in figure 5.

Figure 5: Achievement of the Three Outcomes

Outcome 1	Enhanced urban communities' resilience to disaster and climate risk	Fully Achieved
Outcome 2	Strengthened municipal capacity for people-centred preventive DRR	Fully Achieved
Outcome 3	Strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring	Fully Achieved

A few notes follow on these achievements. For Outcome 1, Output 5 (Reinforcement of disaster-resilient houses in two cities completed), Indicator (Number of retrofitted houses by Feb 2019): 98 out of 100 houses were retrofitted. Two

houses were not retrofitted because the owners changed their minds, and there was not enough time to begin work on other houses. There were overachievements compared to the targets set as shown in table 5, 6 & 7.

Table 5: Outcome 1 Overachievement

Output 3: non-structural (including awareness-raising) activities for community disaster risk and preparedness to multiple hazards completed				
INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
No. of non-structural activities completed (March 2019)	0	30	33 ⁵²	110%
Output 4: New/renovated essential community infrastructure for resilience to disaster and climate risk completed				
No. of new/renovated essential community infrastructure for resilience to disaster and climate risk in place (Jan 2019)	0	6	15 ⁵³	250%

Table 6: Outcome 2 Overachievement

Output 3: Structural improvements for city resilience in 2 cities and DRR Guide Book for Citizen and awareness-raising events completed				
INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
Number of Structural improvements (Jan 2019)	0	6	9 ⁵⁴	150%
Number of non-structural measures by Municipalities - DRR Guide Book for Citizen - Awareness-raising events (March 2019)	0	1	19 ⁵⁵	1,900%

52 33 non-structural activities completed at the community level and 17 at the city level

53 11 new and 4 renovated essential community infrastructures (sub-projects) completed

54 Kabul (5): 2 retrofitting of school buildings, 2 flood canals, 1 rock breaking (sub-projects), Mazar-i-Sharif (4): 2 retrofitting school buildings, 1 multi-purpose building, 1 canal

55 17 non-structural activities (drills, first aid trainings, establishment of DMT, awareness raising), 1 DRR Guide Book for Citizen, and 1 city level awareness raising campaign (10 billboards)

Table 7: Outcome 3 Overachievement

Output 3: Training of Government Officers on Implementation and monitoring of SF/SDGs/NUA completed

INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
Number of Training conducted (July 2018)	0	1	2 ⁵⁶	200%
Number of officers trained on SF/SDGs/NUA monitoring (July 2018)	0	10	26	260%

Higher achievements do not necessarily indicate a successful project because there might be negative contributing factors. These factors include, for example, inadequate planning, deliberately setting a low target to ensure the achievement of perceived good results, poor monitoring systems, and the double-counting of beneficiaries. From the M&E analysis and KIs with key project staff, this evaluation found that these overachievements were due to the largely unknown targets of this pilot project. In other words, it was difficult to set robust targets for certain outputs because there was very little other work, especially in Afghanistan, informing this project. Key managers spoke openly about not being able to always predict what was possible in implementation and having to adapt the activities based on what was possible. The project team has also clearly learned lessons from this log frame and were able to discuss how better to plan a log frame for the second phase of the project.

These achievements were noted primarily in the area of disaster risk reduction. This project did strengthen the capacity of selected Afghan cities for disaster risk reduction through a people-centred preventive approach and demonstrate innovations in localizing the Sendai Framework and other post-2015 frameworks and agendas.

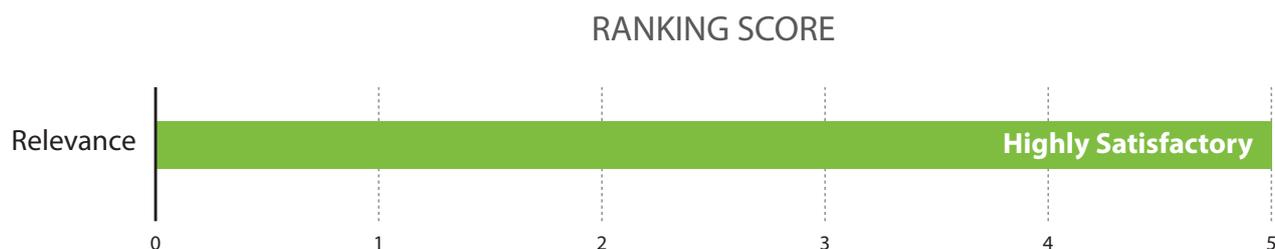
The findings are presented according to the five evaluation criteria of: relevance, effectiveness, efficiency, impact and sustainability. The findings are fact-based, and each criterion begins with the performance ranking score, followed by a discussion of the findings and concludes with a summary.



House Retrofitting, District 16, Kabul
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⁵⁶ 1 in Kabul with 24 participants, 1 in South Korea at UNISDR/GETI in August 2018 with 2 participants

4.1 RELEVANCE



Relevance is a measure of the extent to which interventions meet recipient needs, country priorities, and are consistent with organisational and donor policies. This evaluation showed that the objectives of PCR were consistent with beneficiary needs, country priorities, UN-Habitat's global and country strategies, donor priorities, international development and DRR strategies, and coverage.

Beneficiaries

Respondents highlighted the extent to which the project goal, outcomes and outputs and outcomes were relevant to the needs of target beneficiaries. This project was aligned with beneficiary needs, as articulated in the high risk and inadequate responses to disasters in Afghanistan and the appreciation expressed by beneficiaries and stakeholders for the project. A CDC leader said, "We thank the Government of Japan and UN-Habitat for this project because it is exactly what we need." Respondents across the stakeholder spectrum spoke strongly about the extent to which the project outputs and outcomes were relevant to the needs of target beneficiaries. In particular, prominent in stakeholder responses were the issues of the country's alarming vulnerability to disasters. Respondents in Kabul and Mazar spoke of the risks of flooding, earthquakes, fires and rockfalls. A community leader noted, "Disaster risk management is important to all of us; not only to our community but to the whole country."

Beneficiaries highlighted the project's alignment with the needs of individuals, households, and communities. For example, flooding prohibits the movement of people, in particular, the movement

of women and children. A beneficiary stated, "The roads are very difficult for us women and children when it is raining. It is dangerous and often we cannot get to where we need to be." Children are at risk of illness because of open sewerage canals in schools. During a site visit, a 61m canal was observed that was previously open. Children are also at risk to earthquakes as a result of the poor condition of the school buildings. A student noted, "It will be devastating for most Afghan children if they are in the classroom at the time of an earthquake." People are at risk to earthquakes because their houses are built without reference to any relevant building codes. People's vulnerability to disasters was a key theme in the KIIS and FGDs.

Country Priorities

The project is aligned with the policies of Afghanistan. In the Preamble of the Constitution of Afghanistan, it states the Government's commitment to "Attain a prosperous life and sound living environment for all inhabitants of this land."⁵⁷

PCR is aligned with the Afghanistan National Peace and Development Framework (ANPDF), which is the government's five-year strategic framework for achieving its overarching goal of self-reliance.⁵⁸ ANPDF acknowledges Afghanistan's vulnerability to natural disasters: "A major variable remains the level and location of the conflict. Afghanistan is also highly vulnerable to natural disaster and weather-induced shocks, whose impacts are magnified by the lack of preventive and adaptive infrastructure and social insurance."⁵⁹

57 GoIRoA, The Constitution of Afghanistan, 26 January 2004, <http://www.afghanembassy.com.pl/afg/images/pliki/The-Constitution.pdf>

58 GoIRoA, Afghanistan National Peace and Development Framework (ANPDF), 2017-2021, <http://policymof.gov.af/afghanistan-national-peace-and-development-framework-anpdf/>

59 GoIRoA, Afghanistan National Peace and Development Framework (ANPDF), 2017-2021, p.5, <http://policymof.gov.af/afghanistan-national-peace-and-development-framework-anpdf/>

The implementation of ANPDF and its acknowledgement of DRM is articulated in the Citizens' Charter (CC) National Priority Programme, where it is stated that "Vulnerability to weather-related shocks and natural disasters is high in Afghanistan, especially among poorer households."⁶⁰ CC argues that decades of war and the increasing population have intensified the impact of natural disasters. In particular, it notes that "Afghanistan is highly prone to intense and recurring natural hazards, including earthquakes, floods, flash floods, landslides, avalanches and droughts."⁶¹ Among its Core Programme Features, CC states that: Improved disaster risk prevention, mitigation and management measures will be included. This will be done through the strengthening of its disaster resilience infrastructure designs and training. PCR is aligned with this goal.

In terms of delivery, PCR is aligned with Urban National Priority Programmes (UNPP), with its three pillars of: (1) Strengthened Urban Governance and Institutions, (2) Adequate housing and basic urban services for all Afghans, and (3) Strengthened Urban Economy and Infrastructure. PCR is also aligned with the two National Priority Programmes (NPP), namely: The National Programme for Local Governance (Governance Cluster) and the Urban Management and Support Programme (Infrastructure Development Cluster). The former outlines municipal service delivery and governance under the leadership of the Independent Directorate of Local Governance (IDLG). The latter outlines urban infrastructure development and urban management more broadly. In the interviews, government respondents at both the local and national highlighted the importance of PCR's contribution to the national agenda. One respondent said, "We really really need this project." Another respondent noted, "PCR contributes to the national security agenda because if we have an earthquake with over a magnitude of 7 in Kabul, it is predicted that 50% of the buildings and 80% of the people will be lost."

UN-Habitat's Global and Country Strategies

This project fell under UN-Habitat's current Strategic Plan 2014-2019,⁶² and is aligned with the Vision of "UN-Habitat promotes the stronger commitment of national and local governments as well as other relevant stakeholders to work towards the realization of a world with economically productive, socially inclusive and environmentally sustainable cities and other human settlements."⁶³ PCR is also aligned with the Mission of "UN-Habitat, in collaboration with relevant stakeholders and other United Nations entities, supports governments and local authorities, in line with the principle of subsidiarity, to respond positively to the opportunities and challenges of urbanization by providing normative or policy advice and technical assistance on transforming cities and other human settlements into inclusive centres of vibrant economic growth, social progress and environmental safety."⁶⁴ The project is aligned with Strategic Plan's focus areas 2 (Urban Planning and Design) and 6 (Risk Reduction and Rehabilitation).

PCR is aligned with the specific aims of UN-Habitat's Afghanistan Country Programme, which is to "transform lives by enhancing access to urban land, housing and services, while making systems and institutions responsive to the views and needs of all Afghans, and its vision of a prosperous and healthy settlements whose residents can live in security and harmony, while contributing to development."⁶⁵

60 GoRoA, Citizens' Charter National Priority Programme, December 2016, <http://policymof.gov.af/wp-content/uploads/2016/07/Citizens%E2%80%99-Charter-Program.pdf>

61 GoRoA, Citizens' Charter National Priority Programme, December 2016, <http://policymof.gov.af/wp-content/uploads/2016/07/Citizens%E2%80%99-Charter-Program.pdf>

62 UN-Habitat, Strategic Plan 2014-2019, <https://unhabitat.org/un-habitats-strategic-plan-2014-2019/>

63 UN-Habitat, Strategic Plan 2014-2019, p.8, <https://unhabitat.org/un-habitats-strategic-plan-2014-2019/>

64 UN-Habitat, Strategic Plan 2014-2019, p.8, <https://unhabitat.org/un-habitats-strategic-plan-2014-2019/>

65 UN-Habitat, Country Programme Document, 2016-2019, Afghanistan, 2016, http://www.fukuoka.unhabitat.org/info/news/pdf/UN_Habitat_Country_Programme_Document_2016_2019_Afghanistan_web_version.pdf

In terms of the project's next phases, it was noted that UN-Habitat has a draft version of its new Strategic Plan 2020-2025 which will be presented at the 1st UN-Habitat Assembly in Nairobi (27-31 May 2019).⁶⁶ PCR is aligned with Outcome 3: Enhanced resilience of the built environment and infrastructure. This outcome contributes to SDG 9, 11, 13 and 16, specifically 9.1, 9.4, 9.a, 11.5, 13.2, 13.b and 16.6. PCR is also aligned with the draft Strategic Plan's cross-cutting thematic area, resilience and safety, with its focus on the "resilience of cities and other human settlements and of their people, communities, institutions, environments and infrastructure systems is one of the key goals of the strategic plan, as informed by the 2030 Agenda for Sustainable Development and the Sustainable Development Goals."⁶⁷ This draft Strategic Plan recognises the importance of key partnerships working on resilience, for example, the local and national government, UN partners, private sector, research institutions, and civil society. PCR supports UN-Habitat's position that women and grassroots groups play a vital role in ensuring resilient communities.

Donor Priorities

In April 2017, the Government of Japan outlined its Key Areas for Priority Policy for Development Cooperation.⁶⁸ The three Key Areas are:

- Developing an environment for international peace, stability and prosperity, and sharing universal values
- Addressing global issues toward achieving SDGs and promoting human security
- Economic diplomacy that aims at «quality growth» together with developing countries and contributes to regional revitalization.

PCR is aligned with the second Key Area under which it is highlighted: (1) Assistance for the implementation of SDGs (a. Assistance for formulating national strategies and plans, and b. Assistance for nurturing human resources for drafting development policies and their implementation) and (2) Disaster prevention, tsunami countermeasures, climate change and

global environment issues.

In the KII with the Government of Japan, the spokesperson stated, "DRM is our priority." He went on to describe what the Government of Japan regards as the importance of supporting the development and implementation of DRM in Afghanistan.

International Development and DRR Strategies

PCR is aligned with the SDGs, in particular, Goal 11, Sustainable Cities and Communities. Out of the six specific targets under Goal 11, PCR contributed to:

- 11.5 By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to the global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations
- 11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels.

Moreover, PCR had an impact on:

- 11.1: By 2030, ensure access for all to adequate, safe and affordable and basic services and upgrade slums.
- 11.3: By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries.
- 11.c: Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials.

66 UN-Habitat, Draft strategic plan of the United Nations Human Settlements Programme for the period 2020 2025, 24 December 2018, <https://unhabitat.org/habitatassembly-pre-session-documents/>

67 UN-Habitat, Draft strategic plan of the United Nations Human Settlements Programme for the period 2020 2025, 24 December 2018, <https://unhabitat.org/habitatassembly-pre-session-documents/>

68 Government of Japan, MOFA, International Cooperation Bureau, Priority Policy for Development Cooperation, April 2017, <https://www.mofa.go.jp/files/000259285.pdf>

PCR is aligned with the SF's aim for the following outcome: The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.⁶⁹ Of bearing to PCR is the target to, «substantially reduce disaster damage to critical infrastructure and

disruption of basic services, among them health and educational facilities, including, through developing their resilience by 2030.»⁷⁰ In addition, the evaluators noted the alignment of DRR work with the following SDGs as shown in figure 6, which could be highlighted in the next phase of PCR.⁷¹

Figure 6: Relevant SDGs for Future PCR



Goal 1. End poverty in all its forms everywhere

1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters



Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture

2.4 By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality.



Goal 3. Ensure healthy lives and promote well-being for all at all ages

3.d Strengthen the capacity of all countries, in particular developing countries, for early warning, risk reduction and management of national and global health risks.



Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and nonviolence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.

4.a Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.

69 United Nations, Sendai Framework for Disaster Risk Reduction 2015-2030, 2015, <https://www.unisdr.org/we/coordinate/sendai-framework>

70 United Nations, Sendai Framework for Disaster Risk Reduction 2015-2030, 2015, <https://www.unisdr.org/we/coordinate/sendai-framework>

71 Prevention Web, SDGs with Targets related to Disaster Risk, <https://www.preventionweb.net/sendai-framework/sdg/target>



Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

9.1 Develop quality, reliable, sustainable and resilient infrastructure, including regional and transborder infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all.

Target 9.a: Facilitate sustainable and resilient infrastructure development in developing countries through enhanced financial, technological and technical support to African countries, least developed countries, landlocked developing countries and small island development states.



Goal 13. Take urgent action to combat climate change and its impacts

13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries

13.2 Integrate climate change measures into national policies, strategies and planning.

13.3 Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning

13.a Implement the commitment undertaken by developed-country parties to the United Nations Framework Convention on Climate Change to a goal of mobilizing jointly \$100 billion annually by 2020 from all sources to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation and fully operationalize the Green Climate Fund through its capitalization as soon as possible.

13.b Promote mechanisms for raising capacity for effective climate change-related planning and management in the least developed countries, including focusing on women, youth and local and marginalized communities.



Goal 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development

17.3 Mobilize additional financial resources for developing countries from multiple sources.

17.9 Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the sustainable development goals, including through North-South, South-South and triangular cooperation.

17.16

Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

PCR is aligned with the NUA, which is a “roadmap for building cities that can serve as engines of prosperity and centres of cultural and social well-being while protecting the environment.”⁷² In particular, it is aligned with the focus on the achievement of sustainable development goals and environmentally sustainable and resilient urban development.

72 UN, The New Urban Agenda: Key Commitments, 20 October 2016, <https://www.un.org/sustainabledevelopment/blog/2016/10/newurbanagenda/>

Coverage

As this is a pilot project, coverage was intentionally small. Increasing coverage is seen as important by all stakeholders if this project is to continue.

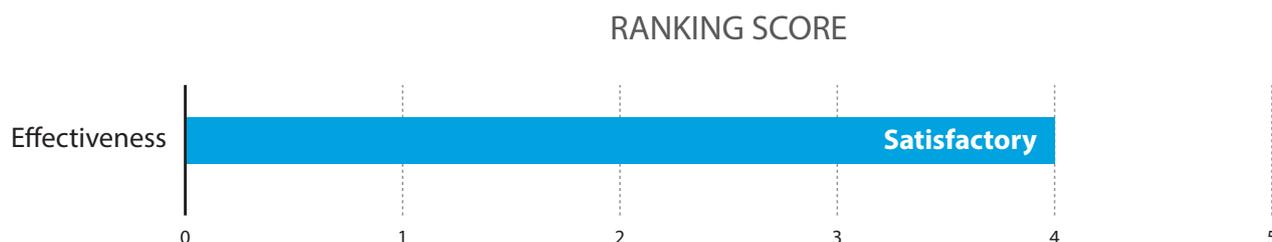
In summary, this evaluation found that PCR was relevant and useful in response to the beneficiary, country, organisational, and international

development DRR priorities. Of particular relevance is the project's response to the urgent DRR needs and priorities in the country. The project objectives were valid, and the project responded to the needs of stakeholders. Based on the significant and urgent DRR needs in Afghanistan and UN-Habitat's history and engagement in the country, PCR is well placed to remain relevant and useful.



Building the Flood Canal, District 13, Kabul
© UN-Habitat Afghanistan

4.2 EFFECTIVENESS



Effectiveness is a measure of the extent to which an intervention meets its objectives. Objectives are defined quantitatively as expected outputs or results.⁷³ Effectiveness is evaluated by comparing what has been obtained with what was planned, and thus outputs and results indicators are all that is required. A project's effectiveness is assessed by asking: To what extent were the objectives achieved or are likely to be achieved? What were the major factors influencing the achievement or non-achievement of the objectives?

M&E and Reporting Processes

In assessing the extent to which the results that were reported are a fair and accurate record of achievement, all project monitoring reports were reviewed. This information was triangulated with input from project staff, donor, partners and beneficiaries, where applicable. This evaluation found that the reported results are a fair and accurate record of the project's achievements. The M&E system is clear, and it was in place from the beginning of the project, which made it easy to track and measure outcomes and the results against planning. This M&E process also showed the project team's ability to learn and adapt during the project. For example, there are clear and detailed notes in the six versions of the log frame on how target and indicators were reviewed and revised in response to implementation challenges and changes.

The PCR team produced quarterly reports and a mid-term review. This assessment noted in the quarterly reports, mid-term review, interviews and observations that project team's use of the five evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability) during

project planning, implementation, monitoring and review resulted in strong and linked data and project staff who considered and effectively used the five criteria in their daily work and discussions. For example, this was evident in the use of the criteria in the quarterly reports. The M&E data was readily available and up-to-date throughout this evaluation.

Drivers

The main drivers of this achievement are now outlined.

Project Model

PCR had a strong project model that addressed change at the community (Outcome 1), municipal (Outcome 2) and national (Outcome 3) levels. This combination of the three levels ensured that change occurred in three separate areas but also across the three interacting areas. Respondents noted the importance of the second process in statements like, "We in the government appreciate that not only was our capacity improved, with municipalities in Kabul and Mazar and the communities but that we now have a model that shows how these three parts can work together in the future to address DRR in Afghanistan." Moreover, partners highlighted the significance of this project having addressed both structural and non-structural components of DRR. For example, one respondent stated, "While many other partners are working on DRR in the country, they are isolated interventions that address either structural or non-structural aspects. This project addressed both aspects and this is an important example of what can be achieved."

73 European Commission, EVALSED: The resource for the evaluation of Socio-Economic Development, September 2013, http://ec.europa.eu/regional_policy/sources/docgener/evaluation/guide/guide_evalsed.pdf

The project's structural and non-structural outputs were well planned and implemented, which made a significant contribution to the project's effectiveness. Respondents spoke positively about the various structural outputs (for example, canals, house retrofitting, and school retrofitting) and the non-structural outputs (for example, training, workshops, guidelines and strategy). In looking at the structural outputs, no complaints were noted about the planning, implementation, and monitoring of the activities. Rather, respondents spoke favourably about the PCR team's approach and management of the project. These structural and non-structural outputs are further discussed below under Impact Outlook.

Project Staff

The desk review, interviews and observations showed that the project staff were well trained and effective. This issue is discussed in more detail below under Efficiency.

Building on Established Relationships in Government

UN-Habitat's long and established relationship with government officials ensured easier project planning and implementation. The UN's overall standing with the Presidential Office is somewhat unknown at the moment, which leaves uncertainty regarding the possibility and nature of future work with the government. This evaluation found that PCR had added to and strengthened already established relationships with the relevant national ministries and municipalities. There are a few factors contributing to this. One, UN-Habitat has good working relationships with ministries and municipalities in the areas of housing, slum upgrading and urban development. Two, government respondents noted the relevance of DRR to Afghanistan's future development and UN-Habitat's role therein. A respondent said, "We know that we have to urgently mainstream DRR throughout all of our government efforts and PCR has shown us that it is possible. We need UN-Habitat's support as we move forward with this." Three, PCR also highlights donor priorities, for example, the Government of Japan's focus on DRR in Afghanistan.

Participatory Process

This evaluation showed that PCR included communities in the project design and implementation. This project follows UN-Habitat's adoption of the "People's Process," where the "underlining principle has been to place the affected people at the centre of the process. This means mobilizing the affected communities to take decisions on their recovery and supporting them."⁷⁴ UN-Habitat thus develops effective partnerships for planning, implementation, decision making, problem-solving, and resource sharing.

Respondents noted the importance of the participatory process in this project. A community leader noted, "We were part of this project from the beginning. We were told that it was our project." A female community member stated, "This is the first project where we were allowed to give input. I contributed to the design aspects of our school." The school activities highlighted the involvement of students, parents, teachers, principals and communities from project inception to conclusion. The participatory process was a common theme in the discussion of the project's effectiveness. A principal observed, "If you want the project to be successful, include the community in all aspects of the project." Government respondents also commented positively on UN-Habitat's participatory approach. One respondent said, "UN-Habitat gets buy-in and commitment from communities and government very quickly because of this approach, and this project was no different." This evaluation showed that the identification, design and implementation process appropriately involved local and national stakeholders.

74 UN-Habitat, *People's Process in Post-disaster and Post-conflict Recovery and Reconstruction*, 2007, <http://unhabitat.lk/wp-content/uploads/2015/01/PeoplesProcess.pdf>

Community District Councils and Gozar Assemblies

During PCR, an additional 30 CDCs and 6 GAs were established for community-level sub-projects. In addition, PCR mobilised 3 existing GAs (established before PCR through other projects) for city-level sub-projects. This is linked to UN-Habitat's participatory process discussed above in that through the establishment of CDCs and GAs recognised and formalised community governance structures, which then took over project implementation, monitoring and ownership. This process was clear in KIIs and FGDs where community leaders and members frequently stated that "PCR is our project."

While there were some delays in the establishment of some CDCs and GAs due to poor community participation in elections and heightened security risks, the project team was able to readjust its process in order to meet the associated targets.⁷⁵ For example, to improve election participation, the team decided to hold elections on weekends to increase the number of community members who were working during the week. In response to security threats, PCR staff continued working from home to decrease delays. The PCR team also decided not to strictly follow the CCAP procedure in which 65% of the community had to be present in order for the election to proceed. They decided to continue with the election with 60% of the community present.



House Retrofitting, District 13, Kabul
© Stephen Van Houten

75 UN-Habitat, Mid-term Review of PCR, March 2018

Partner Collaboration

Another contributor to the success of this project was the collaboration with partners. This project had specific technical expertise (e.g. DRR and retrofitting) that did not exist within the project team. The project team decided to partner with DRR experts in UNISDR in Incheon, South Korea, and retrofitting experts (UN-Habitat Iran) and consultant experts on seismic hazard and risk assessment (Iran). These inputs strengthened the project output by utilising international expertise that was relevant to the project.

Project staff stated that they felt supported by these partnerships and that the project brought more than if these partners had not been included. Respondents also observed that the regional collaboration between UN-Habitat Afghanistan and Iran had been beneficial. One respondent noted, "UN-Habitat can build on this kind of regional collaboration. It was a positive experience for us, and I feel that it added to the project's effectiveness and efficiency." A government respondent said, "The UNISDR training was important. It allowed us to better understand the Sendai Framework and see how it can support our DRR work in the future."

The project team also consulted with the existing DRR networks and actors in Afghanistan at the beginning and during the project. One, UN-Habitat is an active member of the UN DRR Working Group and the project leader presented the Afghan National DRR strategy to UNCT in February 2019, in which the implications for the One UN work were outlined. Two, the PCR team consulted with the Afghanistan Resilience Consortium (ARC) at the beginning of the project to learn about their activities (mainly in rural areas). The PCR team attended the DRR meetings led by ANDMA. Three, the PCR team consulted with UNESCO at the beginning of the project regarding their work to get DRR into the school curriculum and their work on Safer Schools. Four, the PCR project team also consulted the World Bank and Global Facility for Disaster Reduction and Recovery (GFDRR) and their risk assessment work described above.⁷⁶ PCR staff respondents noted that it would be beneficial to have stronger ties with these various groups, where relevant, in future PCR work.

Challenges

Many of the challenges faced under Effectiveness and Efficiency are similar.

There were delays in the initial implementation due to the unexpected time and effort required to ensure that beneficiaries properly understood the nature and importance of DRR. These delays were up to a year for some of the planned activities, and they resulted in a reshuffling of project planning and activities. According to the PCR team, this was an unexpected challenge. One staff respondent stated, "It took us much longer than anticipated to start implementing the project because communities did not have the basic disaster knowledge required to get them on board for the project." This community awareness was reinforced by government respondents who noted that awareness was one of the main initial stumbling blocks to the project's commencement. One government respondent noted that it was difficult to get community cooperation because many people still believe that a disaster is Allah's work and there is nothing that one should do about this. He said, "I spoke to a woman who said that it was difficult for her to accept that one could plan for a disaster. After the project, she now believes that Allah has given men and women the ability to help communities prepare for disasters." From the log frame and interviews, it is clear that the team revised indicators, targets and deadlines in way that allowed them to complete the project in the specified time. This experience was one of the important project lessons.

Other challenges included staff turnover during the project, changing leadership in government ministries, and the lack of government DRR capacity. These issues are further discussed under Efficiency.

⁷⁶ GFDRR and World Bank, Strengthening Hydromet and Early Warning Services in Afghanistan: A Road Map, 17 December 2018 and Afghanistan Multi-Hazard Risk Assessment, 18 December 2018

Cross-cutting Themes

UN-Habitat's cross-cutting themes are climate change, gender, human rights, and youth. The overall goal of mainstreaming cross-cutting themes is to strengthen programmatic interactions, thus ensuring the achievement of project outcomes for all intended beneficiaries, especially persons in vulnerable conditions.⁷⁷ UN-Habitat's Global Strategic Framework (2014-2019) stresses the mainstreaming of cross-cutting issues throughout the seven Focus Areas, to safeguard that all policies, knowledge management tools and operational activities address these issues in both project design and implementation. The Strategic Plan states, "work on cross-cutting issues will follow a two-track approach consisting of mainstreaming and issue-specific projects. Mainstreaming will seek to ensure that cross-cutting issues are integrated into the work of all focus areas, both conceptually and in all operational projects. Issue-specific projects will seek to fill identified gaps in the field and will be located in the most appropriate focus area."⁷⁸

This evaluation found that PCR contributed to cross-cutting issues of climate change, gender, human rights and, to a lesser degree, youth. The initial inception report and project documents show planned consideration for the environment, gender equality and human rights. For example, under Environmental Considerations, it was stated that:

- Depending on the exact nature and location of sub-projects, the project will coordinate with key environmental stakeholders such as the United Nations Environment Programme (UNEP) and the National Environmental Protection Agency (NEPA) to ensure sub-projects are aligned with larger plans, strategies and projects.

Under Gender Equality, it was stated that:

- Gender equality, women's participation and leadership will be an important focus of the Programme, following Guiding principles of Sendai Framework as well as the SDGs.

- The overall approach of this programme is that gender-responsive plan is best formulated and implemented through a community-led approach because this is where there is more freedom for the vast majority of women and girls to engage, and where change can be sustained.

Under Human Rights, it was stated that:

- The Programme is designed based on the Human Rights Based Approach (HRBA) that uses the international legal human rights framework to address and remedy inequalities in towns and cities.
- As the conceptual framework and methodology of HRBA propose moving from assessing the needs of beneficiaries toward empowering and building the capacity of people in asserting their human rights and empowering national/local governments and other actors to fulfil their human rights duties, the Programme plans to empower the community by building resilience at the community level. The Programme will also empower municipal and central governments.

On the Climate Change (or environment) level, this evaluation found that the project did follow UN-Habitat's Climate Change Strategy (2014-2019) that supports and elaborates upon the two-track approach.⁷⁹ That is, as the poor are disproportionately affected by environmental degradation, environmental management is addressed through nature conservation in settlements, energy efficiency, green technologies, water and sanitation, waste, and alternative power generation at the household level. PCR's objective was "To strengthen the capacity of selected Afghan cities for disaster risk reduction through a people-centred preventive approach and to demonstrate innovations in localizing the Sendai Framework and other post-2015 frameworks and agendas." Climate change was addressed through the project's structural and non-structural activities.

77 UN-Habitat, Cross-Cutting Issues Progress Report – 2015. Nairobi, Kenya: UN-Habitat, 2016

78 UN-Habitat, Strategic Plan 2014-2019, <https://unhabitat.org/un-habitats-strategic-plan-2014-2019/>

79 UN-Habitat, Climate Change Strategy 2014-2019, September 2015, <https://unhabitat.org/un-habitat-climate-change-strategy-2014-2019/>

On the level of Gender Equality, this evaluation found that PCR did follow UN-Habitat's Gender Policy, which outlines the organisation's commitment to global consensus on non-discrimination and equality between men and women.⁸⁰ In its pursuit of inclusive and sustainable urban governance, planning, economic management and basic service delivery, this policy outlines how staff can collaborate with authorities and civil society to ensure that the experience and skill of both women and men are included in all parts of urban development. In this project, the election of women in the CDCs and the active participation of women in the planning, implementation and monitoring of the project were key considerations. Moreover, during the workshops and training, women were invited to participate in order to enhance capacity building. In box 1, the respondents in this evaluation did note the difficulty in recruiting adequately skilled women for this project.

Box 1: Beneficiary Story

We started a literacy course in a Mazar community. The course targeted only female community members who did not receive enough education during their childhood. The idea was suggested by a young lady in a community meeting. She said that the illiteracy of female community members is an important source of weak resilience. We were very impressed that she spoke up in the community meeting in which there were many traditional male community leaders. They listened to her and acknowledged her opinion. We responded to her request and set up the literacy course. 731 women participated in this course.

PCR Staff

On the Human Rights level, this evaluation found that the project did follow the United Nations Housing Rights Programme (UNHRP),⁸¹ as well as UN-Habitat's mainstreaming of human rights as outlined in their Strategic Plan (2014-2019). The mainstreaming of human rights mandates that all projects are focused on 'those furthest behind.' A core component of this is the participation of communities in work affecting them. It also encouraged an in-depth analysis

of the underlying and root causes of particular problems. These components are reflected in PCR, with its emphasis on using inclusive and participatory processes in all aspects of the project management cycle. Respondents spoke highly of this approach and the way in which they were included and respected by the project team.

In relation to Youth, UN-Habitat recognises that youth's economic, political, and social context contributes towards disillusionment, hopelessness, upheaval, instability and even violence.⁸² Thus, UN-Habitat accepts youth's significant potential in creating a better urban future. In this project, there were plans for community DRR teams to be youth-led, yet while there were many youth members in these teams, most were not youth-led. Also, because of the technical nature of school retrofitting, the input of the youth was limited.

Beneficiary Awareness of the Contribution of the Funding Partner

The levels of awareness amongst beneficiaries regarding the contribution of the funding partner, visibility materials in the field and other communication material were all good. In the KIIs and FGDs, beneficiaries spoke openly about their appreciation of the Government of Japan's funding of the project. For example, many community leaders and members began their responses by first acknowledging and thanking Japan for the funding. Project boards were visible in both Kabul and Mazar. For example, the project board for the construction of a flood canal in District 13, Kabul, is shown below.

Reports from the various project workshops and training also show awareness and acknowledgement of the donor and funding. At the beginning of the project, ANDMA, supported by UN-Habitat, led the campaign to raise people's awareness regarding DRR. Information was disseminated from key locations in both cities. There were information booths as well as banners on billboards that outlined key project information.

80 UN-Habitat, GPP: Policy and Plan for Gender Equality and the Empowerment of Women 2014-2019, 2015, <https://unhabitat.org/un-habitat-policy-and-plan-for-gender-equality-and-the-empowerment-of-women/>

81 UN-Habitat, Housing Rights, <http://mirror.unhabitat.org/categories.asp?catid=282>

82 UN-Habitat, Youth, <https://unhabitat.org/urban-themes/youth/>

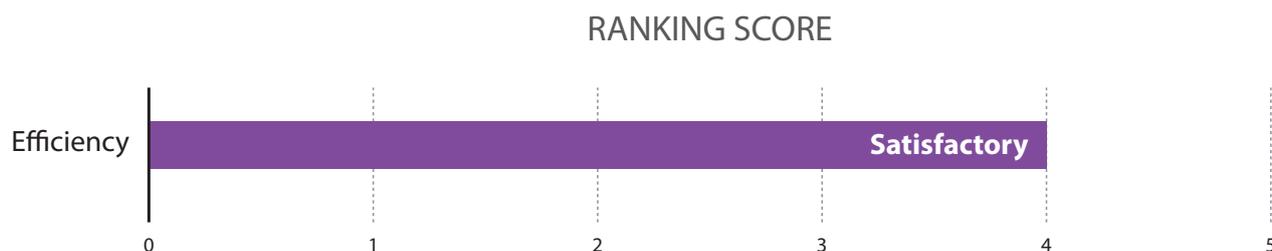


Project Board, District 13, Kabul
© Hamidullah Nooristani

involving local and national stakeholders, the establishment of CDCs and GAs, and partner collaboration. The major challenges faced were the delays in implementation due to low DRR community awareness, staff turnover during the project, changing leadership in government ministries, and the lack of government DRR capacity. The cross-cutting issues of climate change, gender, human rights, and to a lesser degree youth, were relevant to the project and integrated into the project design, implementation and delivery. There were strong levels of awareness amongst beneficiaries regarding the contribution of the funding partner, visibility materials in the field and other communication materials.

In summary, this evaluation showed that PCR was effective in achieving its expected outcomes of enhanced urban communities' resilience to disaster and climate risk, strengthened municipal capacity for people-centred preventive disaster risk management (DRR), and strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring. Monitoring and reporting on the implementation of the project were timely, meaningful and adequate. The main driver of this success was the robust project model that addressed improved resilience at the community, municipal and national levels. Other drivers included: well trained and effective staff, building on established government relationships, the use of participatory and inclusive processes

4.3 EFFICIENCY



Efficiency is a measure of the relationship between outputs (intervention products or services) and inputs (the resources that it uses). A project is regarded as efficient if it utilizes the least costly resources that are appropriate and available to achieve the desired outputs. The project budget and variance, value for money (VfM), and capacity are now discussed.

Project Budget

The project budget was USD 3,296,800 and funded by the Government of Japan. Table 8 summarises the allotment, disbursement and variance of funds as of 31 March 2019.

Table 8: Project Budget

YEAR	ALLOTMENT IN USD	AMOUNT DISBURSED	REMAINING	% VARIANCE
1 April 2017 – 31 March 2019	3,296,800	3,296,800	0	0

The budget breakdown is listed in table 9.

Table 9: Project Breakdown

EXPENDITURES	APPROVED TOTAL BUDGET	TOTAL ACCUMULATIVE INCOME AND EXPENDITURE	TOTAL BUDGET BALANCE
Outcomes 1-3	1,719,800	1,719,832	(32)
Framework Implementation and Monitoring	255,547	255,595	(48)
Staff and Other Personnel Costs	409,445	409,317	128
Equipment, Vehicles and Furniture	27,300	27,293	7
Travel	38,200	38,191	9
Operating and Other Direct Costs	130,830	130,894	(64)
Project Support Costs (7%)	215,679	215,679	-
PROJECT TOTAL	3,296,800	3,296,800	-

Project staff noted no problems in the reporting. The Government of Japan respondents stated that UN-Habitat's reporting was good and that they appreciated their punctuality. One of the donor respondents said, "In Afghanistan, there

are many project extensions. It was impressive that this project finished on time." The donor respondents stated that PCR was managed effectively and efficiently.

Value for Money

It is becoming increasingly important for stakeholders that development funds should be used as effectively as possible.⁸³ That is, aid should work as best as it can and needs to be well-targeted and managed. In development cooperation, this concept is referred to as value for money (VfM). VfM is defined as the “best balance between the “three E’s” – economy, efficiency and effectiveness.”⁸⁴ Another definition states that the purpose of the VfM approach is to “develop a better understanding (and better

articulation) of costs and results so that we can make more informed, evidence-based choices. This is a process of continuous improvement.”⁸⁵ VfM cannot be assessed by using one of these dimensions in isolation. VfM is not a tool or a method but rather a way of thinking about how best to use resources.

This evaluation follows the VfM format that covers the areas of: Economy, Efficiency, Effectiveness and Multiplier Effects. This list is not exhaustive and 3-6 illustrative examples are provided for each area as shown in table 10.

Table 10: Examples of Value for Money

1	Economy: Did you buy inputs of the appropriate quality at the right price?
	<ul style="list-style-type: none">For example, for house retrofitting, the team assessed the structure and vulnerability based on the technical assessment guideline developed by PCR. Then the PCR Engineer drafted the retrofit design and send this to the Iran office for a technical check. Through this process, the Project identified the specification, quality and quantity of materials.When developing quotes, the availability in local markets was considered.As the retrofitting work was done by the community, the Gozar Assembly (GA) was responsible for managing the budget and procuring the necessary materials supported by the Project team. GAs follows the process of procurement based on Community Implementation Agreements with UN-Habitat such as getting three quotations from different providers and choose the lowest.
2	Efficiency: How efficiently did project inputs convert to outputs through project activities?
	<ul style="list-style-type: none">The SFDRR training was conducted in cooperation with UNISDR. The cost of mobilizing the UNISDR expert was covered by UNISDR. As a project, instead of hiring the additional consultant/experts, the result was achieved (i.e. planning for SFDRR implementation in Afghanistan that is the development of the National DRR strategy).UNISDR mandate is to support SFDRR implementation of member countries but they did not have detailed information about Afghanistan’s needs, challenges and key stakeholders. UN-Habitat was the only UN agency supporting Afghan government’s SFDRR response in 2018 and it had a good understanding of the local context through its planning and implementation of PCR.UN-Habitat was able to target appropriate stakeholders and provide appropriate support based on the needs and challenges.One major output of the training was the launch of the draft National DRR Strategy action plan.The community and city level sub-projects were implemented based on UN-Habitat institutional capacity and expertise on the people’s process.The Project was also supported by other UN-Habitat Afghanistan projects such as CCAP supported for community mobilization process (providing training) and AUPP/AUSSP for learning their community safety audit process. It also followed the global practice of the City RAP programme of Africa Office and City Resilience Profiling of HQ (Barcelona office). At the beginning of the Project, the Project had a teleconference to learn the experiences of Africa regional office on City RAP. Also, Iran office provided technical expertise for retrofitting work and seismic hazard and risk assessment.

83 OECD, Development Co-operation Directorate, Value for money and international development: Deconstructing myths to promote a more constructive discussion, May 2012, <http://www.oecd.org/development/effectiveness/49652541.pdf>

84 OECD, Development Co-operation Directorate, Value for money and international development: Deconstructing myths to promote a more constructive discussion, May 2012, <http://www.oecd.org/development/effectiveness/49652541.pdf>

85 DFID, DFID’s Approach to Value for Money (VfM), July 2011, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/67479/DFID-approach-value-money.pdf

3

Effectiveness: How well did the project outputs achieve the desired outcome of poverty reduction/ changes to beneficiaries and target groups?

- The Project conducted baseline and end-line surveys to capture the impact of the project mainly focusing on the beneficiary awareness levels and their actions on DRR and resilience building. In the targeted communities, UN-Habitat noted positive changes.
- From a structural point of view, those piloted infrastructures (flood canals, retrofitted houses/schools) have made the targeted communities more resilient against floods and earthquakes.
- At the national level, based on the community and city level pilot activities, the guidelines are being finalized to continue/expand similar activities. For example, a technical guideline for retrofitting houses is being finalized and the project supported the development of the National DRR strategy.

4

Multiplier Effects: Has there been or do you anticipate multiplier effects from this project?

- No additional funding is committed at this point in time, but discussions are on-going. There is interest in scaling up PCR activities from the donor, other UN agencies, and government stakeholders, ANDMA and DMM.

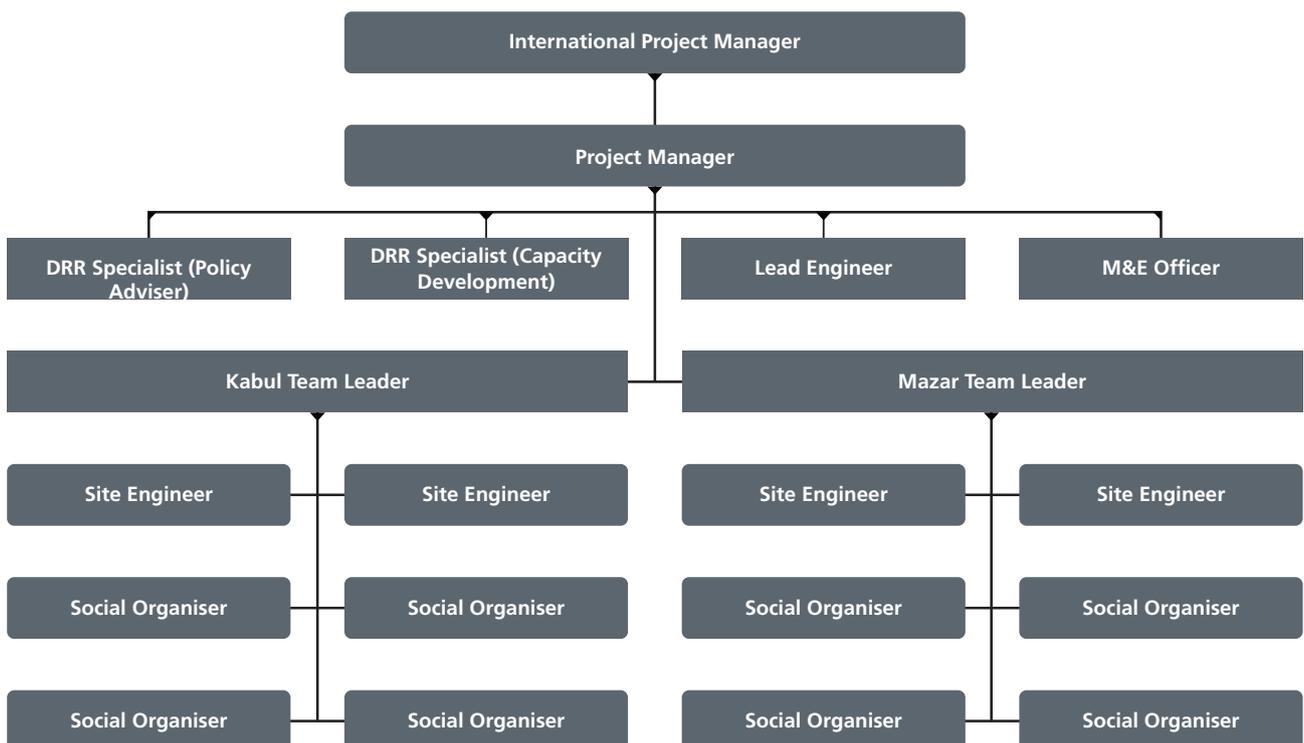
This evaluation found that PCR scored well for VfM. There is evidence that the project managers were aware of and responded to VfM in terms of economy, efficiency, effectiveness and multiplier effects. When assessing VfM, it is also important to ensure that there are clear objectives and parameters. PCR had clear objectives and parameters, including acceptable timeframes and levels of risk.

Capacity

This evaluation found that the three teams had adequate capacity to design and implement the project. PCR was made up of 20 people divided into three teams as shown in figure 7.

- 6 core staff based at the UN-Habitat office in Kabul (1 International Project Manager)
- 7 PCR field staff based in Kabul (1 Team Leader)
- 7 PCR field staff based in Mazar (1 Team Leader)

Figure 7: PCR Team Structure



The field staff included site engineers and social organizers who worked directly with the targeted communities. Staff regularly monitored the project and reporting and communication between the teams and to the donor was good. There was monthly reporting to the main project stakeholders and quarterly reporting to the donor. The teams conducted regular site visits and the field teams were involved daily in the communities to identify issues and support solutions. Staff stated that during the project their knowledge and capacity had been increased.

One of the challenges in recruitment was the difficulty in finding female experts in the field of DRR. Another challenge was the disruption of staff turnover during the project. In particular, respondents highlighted the three changes in the team leader and two changes in project managers. This had the effect of creating uncertainty in the team and meant that certain issues were delayed as the new person caught up with the project implementation issues. There were also changes the government ministries, which contributed to delays and the need to reintroduce and begin again to explain PCR. For example, one such change in position was that of Mr Wais Barmak, State Minister of Disaster and Management and Humanitarian Affairs, who was assigned as acting Minister of Interior Affairs.

There were delays in the initial implementation due to the unexpected time and effort required to ensure that beneficiaries properly understood the nature and importance of DRR. One staff respondent stated, "It took us much longer than anticipated to start implementing the project because communities did not have the basic disaster knowledge required to get them on board for the project." This community awareness was reinforced by government respondents who noted that awareness was one of the main initial stumbling blocks to the project's commencement. One government respondent noted that it was difficult to get community cooperation because many people still believe that a disaster is Allah's work and there is nothing that one should do about this. He said, "I spoke to a woman who said that it was difficult for her to accept that one could plan for a disaster. After the project, she now believes that Allah has given men and women the ability to help communities prepare for disasters."

Staff relationships with communities were strong as evidenced in the various site visits and FGDs.

Community respondents spoke highly of the staff. For example, a community leader stated, "We are grateful that UN-Habitat has chosen such good people to work with us. They are honest and they are always ready to listen to us and help us. They work very hard for us." Government respondents also appreciated their contact with the PCR team. Field staff spoke about the "tough times" (delays) at the beginning of the project and these last few weeks as the project closes. They argued that they needed more resources and support during these periods of intensive activity.

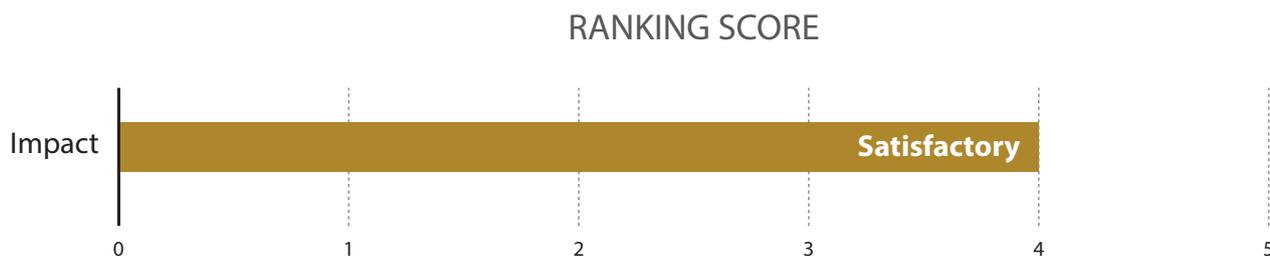
UN-Habitat partners showed varying degrees of capacity to design and implement the project. As mentioned before, despite the government's commitment to DRR, its capacity in this specific area is limited. This fact was acknowledged directly by different government respondents. One government respondent noted, "We know how important DRR is, but we lack the knowledge and we do not have enough people working on this." Project management staff spoke of the difficulties of the changing government staff. Recently, there has been a wave of movement in the ministries, which made it difficult to maintain project momentum. Not only were there many changes of personnel, but some of the new ministers came to their new positions with limited or no prior DRR experience. There was also discussion of the future use of outputs like the Seismic Hazard and Risk Assessment. This relates to the importance of ensuring effectiveness and efficiency by making the findings practical and useful to different stakeholders in the near future.

In summary, this evaluation found that the project was implemented efficiently. The team acquired appropriate resources with due regard for cost, implemented activities as simply as possible, attempted to keep overheads as low as possible, achieved deliverables on time and budget, and addressed duplication and conflicts. The donor commended the team on its punctuality and use of the budget. The assessment showed that there was good value for money according to the project economy, efficiency, and effectiveness. One of the main challenges related to the delays in the initial implementation of the project due to the extra time required to raise community DRR awareness. Other challenges related to low government DRR capacity, changes in ministry leadership as well as PCR management, and the future use of outputs like the Seismic Hazard and Risk Assessment.



House Retrofitting, District 13, Kabul
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4.4 IMPACT OUTLOOK



Impact is a measure of the notable intervention effects on the beneficiaries, be they positive or negative, expected or unforeseen. It is a measure of the broader intervention consequences, for example, social, political, and economic effects at the local, regional and national level. This evaluation found impact as reported at the community, municipal and national levels.

Community Level

Beneficiaries noted that that the retrofitting of the houses and the schools had resulted in significant impacts on their personal lives and that of their families. From being vulnerable to earthquakes, they now feel more protected. A female who heads the retrofitted house said, "My house was old and badly built. Then I got the retrofitting. I now have a house that gives me and my family a better chance of survival. I fall asleep much happier." The story of another female beneficiary is presented in box 2.

Box 2: Beneficiary Story

We had a community member who was supporting her family as her husband had died. Her house was in a very bad state and she told us that she did not have money to repair her house. One of our engineers said it was dangerous and that it would probably not last the winter. She applied for the retrofitting and after the technical and financial assessment, she was in the top area for selection. She was very happy when her house was chosen. After the second snowfall this winter, she came to our office to give her thanks to UN-Habitat and the Government of Japan. Unlike previous winters, no snow or water had come into her house.

Staff Respondent

The retrofitted schools have also had a significant impact on the perception of students, teachers, parents and community members regarding DRR. A principal noted, "We have so many problems at this school but to know that our children are now safer because of the retrofitting makes us grateful."

The training was important, for example, the first aid and fire response training. There were improvements in participant knowledge and skills related to DRR. A parent stated, "This project has taught my children how to respond in a fire, in an emergency. And our children have taught us. We knew nothing about this before. These are very important skills for life." Students also noted that this training had given them the confidence not only to respond to a disaster in the school context but also in public contexts. A student observed, "I now feel confident to respond in the right way to save my life and the lives of those around me."

Beneficiaries also noted the impact of the construction and rehabilitation of the flood canals. The construction of canals was observed in both Kabul and Mazar. Beneficiaries stated that the canals had made an impact on the lives of community members. For example, access and mobility had improved as a result of the new canals, in particular, for women and children. For example, a respondent noted, "Us women were unable to walk down the street to take our children to school. Our children lost school days when the rains were heavy." This beneficiary and others in an FGD stated that this particular new flood canal in Kabul had successfully channelled water during the heavy rains three weeks before the evaluation. This is an important impact, which was shown a few months after the flood canal was completed.

With regards to the rehabilitation of flood canals, one example is illustrative of impact in District 3, Kabul. The evaluation team visited the Amir Dost Mohammad Khan School to observe the 16 retrofitted classrooms and the rehabilitated canal. The school principal and CDC members showed the team around the grounds. The school has 3,000 pupils who go through the school each day in 3 x 1,000 student shifts. The school is comprised of two buildings that are separated by an open space in-between where children spend their recess. The older building that faces the road is estimated to be over 100 years old and was the housing compound of King Amanullah Khan's sister. This building has 3x3 meter classrooms that house 40 pupils in each of these classrooms. Running through the open space between the two buildings lies a -61meter long sewage canal carrying the sewerage from houses behind the school down into the Kabul River. According to the CDC members and principal, children used to play around the open sewerage canal before, during and after school. They reported that the children have been presenting with various medical complaints over the last years, including gastrointestinal and respiratory complaints and infections. The canal has now been covered and children were due to begin the new school term a few days after this site visit, refer to the beneficiary story in box 3.

Box 3: Beneficiary Story

As a community, we are very proud of this school – the Amir Dost Mohammad Khan School. The principal, teachers and community all work very hard to ensure that the children receive the education with the limited resources that we have. But the main building is collapsing, and the canal was the source of ongoing and unknown illnesses for the children and the staff. The canal stank. We are very happy that the back building has been retrofitted and that the canal has been covered. We had too many cases of diarrhoea, vomiting, fevers and coughing in this school. Some children have had different illnesses all through the year. This is not normal, and we think that it is the sewerage canal that was responsible. We hope that now that the canal is covered, the children will be able to play without any threat of illness. That they can be happy, healthy children.

Community Leader

Beneficiaries reported that PCR had resulted in increased knowledge and skills as a result of the structural and non-structural activities. For the structural activities, community members spoke about their new knowledge and skills regarding the reinforcement of structures at the GA level, for example, the community buildings (houses and schools) and drainage (canals). During a site visit, one of the community members doing the retrofitting at one of the schools said, "I have learned a lot about retrofitting a building. Before I knew nothing, and I know that I could this on my own. Perhaps, inshallah, I can do this one day to my family home." Beneficiaries mentioned increased knowledge and skills for non-structural activities like awareness raising, DRR education, disaster preparedness planning and disaster drill at the CDC and GA levels. This knowledge and skills were reinforced by conducting exchange visits between GAs to learn good practices.

Community leaders and school management shared their concern about the absence of safe drinking water, and adequate washroom sanitation facilities at the schools. While they understood that this project concerned school retrofitting, they claimed that it was difficult to convince other community members that UN-Habitat was coming in only for this activity. A community respondent noted, "We wished that these other components had also been covered in the initial project design." The PCR team did individual school assessments, and, in some schools, they did respond to issues. For example, linking a school up to the municipal water line with a tap, upgrading wash and bathroom facilities, classroom upgrading, and news desks and benches. This is a difficult issue, especially in projects relating to children and education. Community members prefer school upgrading, not single activities. Discussions with the project team showed that they are aware of this issue and are also looking at how to collaborate with partners who could support school upgrading as part of a larger resilience package.

These various examples speak to impact at the micro (individual) and meso (family and community levels). One of the outstanding aspects of this project was the impact at the macro (institutional and policy levels), particularly in the relatively short project length. These impacts will now be discussed at the municipal and national levels.



Flood Canal, District 5, Mazar
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Municipal and National Levels

Respondents stated that the project's impact at the municipal and national levels was significant. While there were various initiatives before PCR (as discussed above), this project resulted in what one government official described as, "a coordinated push to our scattered DRR activities." One of PCR's main impacts is the visible government commitment and energy concerning this project and its possible expansion. Respondents highlighted both the structural and non-structural activities. For the structural activities, respondents were generally in agreement that the retrofitting of community buildings and rehabilitation of canals were on a small scale with limited impact. They acknowledged that it was a pilot project and also argued that the value of these structural activities lay more in that they are demonstration projects for the government of how to do this DRR work in the future. One government respondent noted, "We have never seen retrofitting before and now we have examples in the community. Also, the community and us know how to do this."

Government respondents highlighted non-structural activities as being particularly important to them. A respondent explained, "While it is good to have the examples of the retrofitting and canals, for us it was the other activities that have

made all the difference. We have moved a long way in the right direction because of this project. We are in a much better position to begin addressing DRR and DRM." These other activities included the development of the risk and hazard mapping, assessment of the municipalities' DRR capacity, development of the City RAP and Community RAP guidelines and linking them, revision of the Building Code, and improved policies and regulations for risk-sensitive and resilient urban infrastructure and planning.

Government respondents spoke highly of the various project training and workshops. A government official stated, "This project had good, practical training. We learned a lot about DRR approaches, retrofitting and urban resilience." Another respondent spoke about the usefulness of the international training on city resilience. Respondents also said that their interaction with UN-Habitat and the international experts (e.g. UNISDR, UN-Habitat Iran, UN-Habitat India and consultants) was beneficial. A respondent said, "We learned a lot from the different experts from our region and other parts of the world." Government is sharing the PCR results with partners. For example, ANDMA stated that they had already shared the PCR results with UNOCHA and that they would be sharing these with the World Bank at their next joint meeting.

This evaluation found that the macro level impact was particularly important in a few areas. One, over the years there have been various attempts by the government to establish a DRR strategy and plan (as discussed above) but as a result of PCR, Afghanistan now has its first National Strategy for DRR with actions plans aligned with the Sendai Framework. While respondents (staff, government and partners) are in agreement that this document was produced quickly, which might have compromised its quality to a degree, they stated that this is a significant first step for the country in aligning itself to international DRR standards and accountability. Government respondents also expressed their encouragement at the positive reaction from the Presidential Office to this new strategy. Respondents noted the significance of the launch of the new Strategy on 25 December 2018 in Kabul. This is discussed below under Unintended Impacts. Taking a medium- and long-term perspective, the development of the Strategy, with the right government support and management, might have an enormously influential and positive impact on Afghanistan.

Two, the Building Code was developed in 2012. It comes in three large volumes and is only available in English. Government respondents stated that the Code was largely unread by Afghans and not practical for the local context. International experts stated that it had no footprint in the country and that perhaps it could be useful at the international level in the building of something like a hospital. This evaluation found that there is strong government interest in a critical revision and simplification of the Code. While there were existing government initiatives to review the Code, for example, through the Afghanistan National Standardization Authority (ANSA), this project has highlighted the urgent need for a revised and practical Code. It should be noted that some respondents stressed the difficulties of enforcing the Code, even a revised one and that there is more work to be done to incentivise compliance with the Code in the future.

Three, respondents also highlighted the potential impact of outputs like the City/Community RAP Guidelines, Seismic Hazard and Risk Assessment, and the revised DRR and Climate Risk Manual for Citizens' Charter National Priority Programme. While it is obviously too early to

assess the impact of these and similar outputs, respondents are hopeful that they will add to the impacts described above. Some respondents acknowledged the outputs but added that these outputs need to be acted upon in order to be impactful. For example, the findings and recommendations in the Seismic Hazard and Risk Assessment need to be further worked to produce notes specific stakeholders (e.g. ministries, municipalities and academics) and regions.

Unintended Impacts

There were various unintended impacts for this project. While it was planned to draft a new National DRR Strategy aligned to the Sendai Framework, it was not expected that the strategy would be launched. Government officials are proud of the document and its official launch on 25 December 2018 in Kabul. Respondents also noted that they now have increased expectations regarding the roll-out of DRR. A respondent said, "This is the best National Strategy to date and its launch further strengthens government commitment and support across the Ministries."

Another unintended impact linked to the National DRR strategy is the fact that its successful completion is being used as an example to other countries in the process of drafting their strategies on what can be accomplished, even in a country with notable challenges. For example, Afghanistan presented its new Strategy at a special session entitled "Afghanistan – A Example of Action Planning in Progress at the UNISDR-facilitated workshop on the Understanding the Sendai Framework at National and Local Level: Development of Risk Reduction Strategies and Plans in the Arab States" that took place in Korea between 7 August 2018.⁸⁶ A workshop facilitator stated, "Afghanistan's progress is an inspiration to other countries."

86 UNISDR, Workshop on the Understanding the Sendai Framework at National and Local Level: Development of Risk Reduction Strategies and Plans in the Arab States, Incheon, Korea on 6-9 August 2018

Following the launch of the National DRR Strategy, the Resident Coordinator (RC) office requested that the PCR project leader present the Strategy to the UNCT, outlining the strategy and the implication for the One UN Programme.⁸⁷ Following this presentation, there were many comments and a long discussion. One of the comments (UNOCHA) stressed that the UN should prepare for a big earthquake in a large city like Kabul. Following this comment, the RC (who is also the Humanitarian Coordinator) instructed the Humanitarian Country Team to develop a

preparation plan for such an earthquake. This shows the impact of PCR in sensitizing the Humanitarian Country Team about DRR in cities. There are many other examples of sharing the experiences of PCR. Of note is one paper that was accepted as contributing a paper to the UN Global Assessment Report 2019, which will be published in May 2019 at Global Platform for DRR. Other examples of where PCR was shared are listed in table 11.

Table 11: Sharing of PCR Results

Name	Place	Date
National Debate on Natural Disaster Management by MUDL	Kabul, Afghanistan	April 2017
National Debate on Environment by MUDL	Kabul, Afghanistan	August 2017
3rd World Congress on Disaster Management by Gitam University	Visakhapatnam, India	November 2017
4th National Urban Conference by MUDL	Kabul, Afghanistan	November 2017
International Conference on Resilience Hindu Kush Himalaya: Developing Solutions towards a Sustainable Future of Asia by CICMOD	Kathmandu, Nepal	December 2017
2nd International Conference on SDGs, Healthcare, and Social Business by Kyusyu University	Fukuoka, Japan	April 2018
Workshop on Ecosystem Based Disaster Risk Reduction by UNEP/ANDMA	Kabul, Afghanistan	December 2018
Awareness Workshop on Reducing Vulnerability to Natural Disasters by ANDMA	Kabul, Afghanistan	January 2018
Asian Ministerial Conference on Disaster Risk Reduction (Ignite session) by UNISDR	Ulaanbaatar, Mongolia	June 2018
UN Global Assessment Report on Disaster Risk Reduction	Geneva Switzerland	May 2019 (to be published)

While it was envisioned to discuss the Building Code, it was not expected that government would lead the discussions and current plans for ANSA to revise the Code in the near future. Staff and staff respondents noted that this project had raised the awareness of Solid Waste Management at the community level. There was also one example of supporting the government in rock breaking in Kabul to prevent rock falls onto inhabited areas.

As introduced under Effectiveness, another unintended impact was the introduction of a literacy course in Mazar. A total of 30 classes were held, with 715 female participants. The course followed the Ministry of Education standards and was supported by UNESCO. Participants and staff spoke very highly of this course. An example is provided in box 4.

⁸⁷ In Afghanistan, this term, UN One Programme, is used instead of UNDAF.

Box 4: Beneficiary Story

There was a woman in Mazar who couldn't read or write a single word, as her family did not support women getting educated. She joined the literacy course. Then, one night her husband and brother-in-law needed to get to the hospital for a medical emergency. They drove around all night trying to find a specific hospital, but they were unable to find it because their reading skills were basic. They came home early in the early hours of the morning, frustrated and angry. She took the note with the hospital directions and, with her new literacy skills, led them straight to the hospital. The men were very happy and now they support her in getting educated. News of the evening spread, and now other women come to her house to learn how to read and write, and other men and women come to her for help with directions.

Staff Respondent

In looking at negative unintended impacts, one theme was prevalent in the FGDs with community leaders and members was the issue of creating demand in the communities for the structural outputs like the retrofitting and flood canals without being able to do this because of the cost. Most respondents understood that this was a pilot project that intended to provide examples of what can be done rather than trying to create a demand. This issue is important in current development work where it is being stressed that any projects that have the potential for creating demand should focus on partnerships with donors, UN agencies, INGOs and government to try and address this issue as far as possible. This issue is further discussed under Sustainability.

In summary, despite it only being a two year project, this evaluation showed that the outcomes (3-1) were achieved, and thus it can

be stated that the impact outlook is positive towards achieving impact. Impact was noted in the areas of community, municipalities and national government. These impacts were seen on the structural and non-structural levels. Impacts were noted across the micro (individual), meso (family community) and macro (policy, institutional) levels. One of the highlights of this project was the development (intended) and launch (unintended) of Afghanistan's first National DRR Strategy based on the Sendai Framework and the consensus of the strategy at an outcome level. This achievement has been noted by those working for the UNISDR and the Sendai Framework, and Afghanistan is being held up as an example of achievement in the drawing up of a DRR strategy. One challenge for the next PCR phase is the creation of demand for house retrofitting, which, this evaluation has shown, is too costly for community members to take on themselves.



School Retrofitting, Qazi Hamiduddin High School, District 4, Mazar
© UN-Habitat Afghanistan

4.5 SUSTAINABILITY



Sustainability is a measure of intervention benefits after external support has been completed. Many interventions fail once the implementation phase is over, mainly because the beneficiaries do not have the financial resources or motivation to continue the programme activities. Sustainability is now a core theme in evaluations as donors and international and national stakeholders emphasize autonomy, self-reliance and long-term improvements.

The strategy for the project's sustainability was two-fold.⁸⁸ One, a focus on mobilizing community contributions, linking the community and municipal government, and supporting the municipal government in mobilizing partnerships would sustain initiatives in the targeted cities. Two, implementation focusing on the replication of successful models in other vulnerable cities in Afghanistan.

This evaluation showed that the project did build the capacity and ownership of stakeholders that contribute to sustainability. This project increased DRR knowledge and skills with regards to both the structural and non-structural activities. Community respondents stated that because of the project they now have the knowledge and skills to do the retrofitting of community buildings and the rehabilitation of canals in the future. Moreover, they have improved knowledge of the importance of DRR and how to respond to disasters at the individual and community levels. Government respondents also stated that their increased DRR knowledge and skills have placed them in a position to take forward DRR initiatives.

The main contributors to this project's sustainability include the relevance of DRR in Afghanistan, strong project model that can be used in the future, participatory processes that ensured community and stakeholder inclusion,

use of partnerships, and beneficiary, government and donor buy-in for DRR and the project outcomes. It is important to note the challenges to this sustainability. These include funding, timeframes between the end of the project and new funding, costs of structural activities, lack of government capacity, and the current political uncertainty in Afghanistan.

By the end of the project, the project was not able to leverage or contribute to increased funding and national investments to city resilience. As discussed under Effectiveness and Efficiency, the delays in implementation and the short project duration meant that it was not possible to request funding from the Government of Japan for this financial year. The Government of Japan has invited UN-Habitat to submit a proposal for their financial year beginning in April 2020. UN-Habitat is aware of this and is planning to write a proposal. There are also discussions regarding the importance of expanding the donor base, especially if the project is to expand. UN-Habitat also recognises the importance of working with other UN partners and INGOs in the next proposal.

This all means that, depending on funding, there might be a one year gap between the end of the project and the second phase. The government stated that it needs ongoing support for the DRR gains stemming from PCR. Staff and donor respondents stated that while this does pose a threat to the continuity of project, this time can be used to appoint someone to lead the PCR activities during this bridging period, consult with potential partners, support government, develop a concept note, prepare proposals, and approach other donors. So, while this year might be seen as a challenge to the project's continuity, the time might present the opportunity to prepare a more comprehensive proposal.

88 UN-Habitat, PCR, Final Project Document, DRR rev title, 15 January 2017

During the KIIS and FGDs, the question was asked if there was any evidence of house owners who have paid for their own retrofitting and communities making their own flood canals after having seen them as part of PCR in their communities. There were no examples of either in any of communities. With regards to retrofitting, community respondents highlighted community interest but said that the price per house (average of USD 2,000) was too expensive for families, who, even if they did have the money, would probably spend it on more immediate necessities. This issue remains a central challenge for the project if it is to continue: Who will finance the structural work?

A strong theme of this evaluation was that despite government commitment and enthusiasm for DRR the main constraint remains the lack of government capacity to take over the activities of a project of PCR. ANDMA was clear that it supported PCR continuance but that any future PCR work would have to include substantial investment into the support and capacity building of government. Other stakeholders agreed that this would be important moving forward. Discussions with various UN-Habitat and government respondents highlighted an important potential model for doing this. They argued that in moving forward, PCR could adopt and build on the Citizens' Charter model that UN-Habitat has been using for the last three years to support and build the capacity of government. In this model, key UN-Habitat staff were seconded to government to provide face-to-face and daily support as the government staff numbers expanded and received support and capacity building. According to the government and UN-Habitat staff, this model has been successful and can be adopted for the expansion of PCR.

There is currently much political uncertainty in Afghanistan, with the scheduled 20 July 2019 elections having been recently postponed to September. There are fears that the elections might not happen at all this year and what this might mean for the country. These issues do complicate the planning of an investment into new projects. Of course, this is not only an issue facing PCR but other UN-Habitat projects in Afghanistan too. UN-Habitat is aware of these uncertainties and, with ROAP's support, they are planning on how best to manage the next year in the country. In terms of PCR, while not much can be done about these external factors, the threat

to the project's sustainability must be noted and kept in mind as the project plans and prepares for a possible next phase.

Out of the four accepted types of programme and project transitions – termination, extension, expansion and redesign/adaptation – respondents argued for the last three, namely, extension, expansion and adaptation. This project can be replicated and scaled up at the local and national levels, and eventually institutionalized. The project's intended and unintended effects do seem sustainable. Respondents discussed various possibilities with regards to the next steps of the project transition. One, there should be the extension of the project in existing communities. That is, in order to build on the previous gains, part of the project should extend both the structural and non-structural activities into the Kabul and Mazar districts that were part of the original project. Two, there should be the expansion of the project into other high-risk cities. There was consensus that this was important to include other cities if the project could be scaled up. Three, there should be an adaptation of the project to include a larger scope. In this last option, various stakeholders also highlighted the opportunity for UN-Habitat to partner with other UN agencies and INGO stakeholders and to launch PCR through other projects like Safer Schools and Safer Hospitals.

Here stakeholders also spoke about expanding the project to include, children, university students and religious leaders. Respondents argued that despite the project's technical substance, children can be included more in project design and planning. For students, respondents highlighted the need to introduce DRR into universities so that students can improve their awareness and skills. It was noted that there is no DRR research institute in Afghanistan, which is an important gap given its vulnerability to disasters. Some respondents also discussed the important role that religious leaders are playing in other development projects in Afghanistan, and there were discussions about how to engage religious leaders who could then become the community voices for DRR.

In summary, PCR did build stakeholder DRR capacity and develop ownership, as evidenced in the impacts of both the structural and non-structural activities. The main challenges in sustainability are funding, timeframes between the end of the project and new funding, costs

of structural activities, lack of government capacity, and the current political uncertainty in Afghanistan. The project's positive intended and unintended gains seem sustainable in terms of project extension, expansion and adaptation.

There is no doubt of stakeholder support for this project and their desire to see it continue to grow and eventually be institutionalised in Afghanistan.



School Retrofitting, Asif Mayel High School, District 16, Kabul
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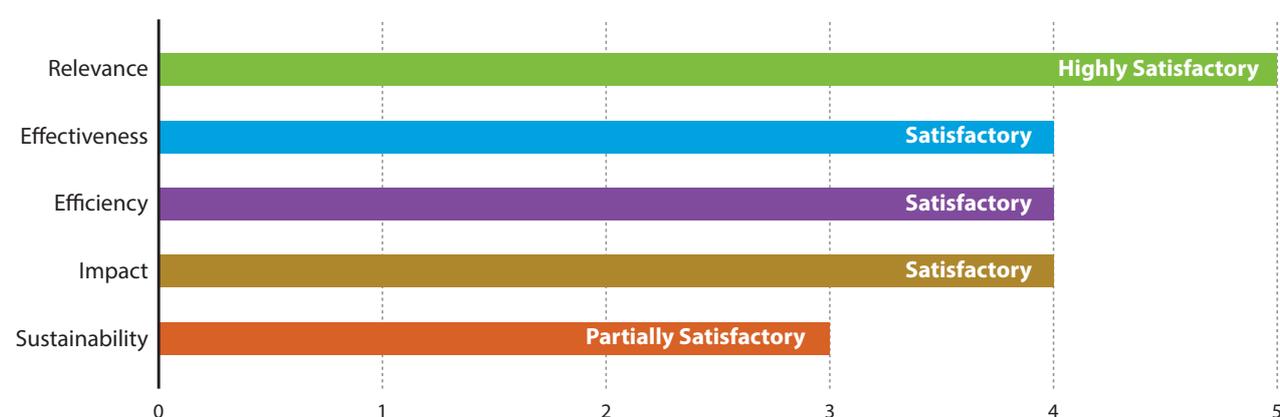
5. CONCLUSIONS

This pilot project was implemented over a period of two years, and it showed strong results in the achievement of the three outcomes: (1) Enhanced urban communities' resilience to disaster and climate change, (2) Strengthened municipal capacity for people-centered preventive DRR, and (3) Strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring. This was achieved by capacity building and increased resilience at the

community, municipal and national levels. The project used structural and non-structural activities in order to do this.

The TOC analysis showed a high level of connectedness between the outputs and outcomes and between the outcomes linked to the objectives. This high degree of connectedness and articulation of the outputs, outcomes and objective indicate a good project design. The five evaluation criteria scores are shown in figure 8.

Figure 8: Ranking Scores



KEY

Highly Satisfactory	Project had several significant positive factors with no defaults or weaknesses
Satisfactory	Project had positive factors with minor defaults or weaknesses
Partially Satisfactory	Project had some strengths & weaknesses, but overall there was no measurable change
Unsatisfactory	Project had negative factors with some defaults or weaknesses
Highly Unsatisfactory	Project had negative factors with severe defaults or weaknesses

One of PCR's main strengths was its relevance as a response to Afghanistan's high vulnerability to disasters, particularly flooding, droughts and earthquakes. Moreover, despite various attempts by the government to respond to DRR over the last decade-and-a-half, these attempts were fragmented and largely ineffective. PCR was relevant and useful in its successful provision of coordinated DRR activities. PCR made a significant contribution to reigniting government DRR interest and responses, which led to the development and launch of the first National DRR Strategy based on the Sendai Framework. This evaluation found that government respondents were grateful for PCR and are now enthusiastic and optimistic about the future of DRR in Afghanistan.

While it is not expected to show major impacts, given the relatively short project length, PCR showed effects as a result of both of its structural and non-structural outputs. On the structural level, the project's main activities were the retrofitting of houses and schools and the building of flood canals. There were already reports of the effectiveness of the flood canals during the recent rains. The effectiveness of retrofitting will only be able to be assessed after an earthquake. The non-structural outputs were numerous and significant across the targeted communities, municipalities and national government. The combination of capacity building, technical assessments, production of reports, the launch of the National DRR Strategy, and the information sharing with partners had a strong impact.

This evaluation found that PCR contributed to cross-cutting issues of climate change, gender, human rights and, to a lesser degree, youth. The initial inception report and project documents show planned consideration for the environment, gender equality and human rights.

PCR is undoubtedly relevant, effective, efficient and impactful but the major challenge lies in how best to take forward this project. There is clear stakeholder commitment to and ownership of the project but there are challenges. The first challenge is securing funding for PCR's next phase. While there is a lot of interest from the donor and others, it might take up to a year to secure the necessary funding. This timeline is regarded as a challenge by some stakeholders who fear that the gains will be lost if too much time elapses between the end of the first phase and the beginning of the second phase. Yet, this could also be seen as an opportunity in that this time will give UN-Habitat the opportunity to appoint a new project leader, meet with potential partners, develop a concept note, support government, and develop proposals.

One of the major challenges remains the limited capacity of the government to take over the implementation and management of this project. A key component of the next phase will be the support and capacity development of the government. UN-Habitat already has a successful model to do this, that is, their support of the Citizens' Charter. As in the support of the Citizens' Charter, the goal should be to build the government's capacity, especially ANDMA, to be able to properly prepare for, coordinate and manage DRR in the decades to come.

This project has huge potential if it is to be extended, expanded and adapted. Stakeholders have high expectations for the project's potential. Yet, without ongoing funding and a strong plan, there is the risk that the newly created DRR momentum and coordination will wane and a unique and important opportunity to strengthen and possibly institutionalise Afghanistan's DRR responses and development initiatives might be lost.



Flood Canal Project, District 13, Kabul
© UN-Habitat Afghanistan

6. LESSONS LEARNED

These lessons learned highlight the strengths and weaknesses of the project preparation, design, and implementation that affected performance, outcome, and impact.

- 1** The lack of DRR awareness in communities can create delays in project implementation. Initial community engagement should consider existing levels of DRR knowledge and plan accordingly.
- 2** In creating demand for retrofitting, community resources need to be considered. Other community members stated that they were not able to pay the USD 2,000 to have their own houses retrofitted.
- 3** This project highlighted the benefit of retrofitting schools as well as houses. Strengthening school and hospital resilience might be a good entry for the second phase of PCR.
- 4** The next phase of the project needs to be longer, with significantly more funding and resources. This issue is important in creating a sustainable DRR response.
- 5** CDCs and GAs play an important role in connecting communities and local government. Building on this lesson will strengthen future projects.
- 6** The inclusion of women in this kind of project remains a challenge in Afghanistan, where the low number of people with the necessary technical and engineering skills are mostly men. Strengthening women's capacity is key.
- 7** Development gains of planned urbanization through urban legislation, urban planning, urban economy and urban basic services can only be achieved and sustained with urban resilience. Resources are required to ensure that DRR is mainstreamed in different government ministries.
- 8** This project model is strong with its focus on strengthening communities, municipalities and national government through structural and non-structural activities. This model can be used as the basis for the second phase.
- 9** The people-centered approach is effective in ensuring stakeholder inclusion, participation and ownership throughout the project cycle, for example, the engagement of women and youth.
- 10** This project provided lessons on how to adapt targets under circumstances where targets change due to external circumstances. It highlighted the importance of a mid-term review, the ability to adapt targets, and communication with the donor and stakeholders.

7. RECOMMENDATIONS

The evaluation findings, strengths, challenges and lessons learned form the basis of the Recommendations. These Recommendations reflect the main areas that require attention, and issues that are currently being addressed are not included in this list. They apply across the planning, implementation, monitoring, and evaluation levels.

1 Develop a plan for the next phase of PCR

As there will be a transitional phase before new funding is secured, it is recommended that the planning starts immediately. The new PCR plan must be risk-informed and take a preventative approach that clearly outlines the roles of UN-Habitat and government. Other activities include the appointment of a senior staff member who will be responsible for the preparation of the concept note and proposal and follow-up with donors (within 2 months).
ROAP and Afghanistan Country Office

2 The PCR modality should be embedded in government structures and the government should drive the project

This issue created much discussion and it was generally agreed that based on previous UN-Habitat work in Afghanistan, the project modality should reflect existing government structures. It would be most effective and efficient to use the successfully created structures that UN-Habitat used in their support and capacity building of the Citizens' Charter(CC). It would be useful here to learn from those projects in terms of the successes, challenges and lessons learned.

ROAP, future PCR Project Manager, and relevant CC colleagues

3 Support ANDMA to develop its DRR capacity to mainstream resilience and DRR in the Citizens' Charter and other ministries

This is a key issue because, without the support and capacity building of ANDMA, the chances of a second phase PCR being successful is very limited. ANDMA itself is asking for support to build its capacity. ANDMA believes that this is the opportunity to finally have a coordinated and successful DRR agency in Afghanistan. In support of this, UN-Habitat should also discuss how to support ANDMA and the municipalities during this transitional phase so that the commitment and enthusiasm are built and not lessened.

ROAP, Country Director, and future PCR Project Manager

4 Support the government in the development of local level DRR strategies

The development of local level DRR strategies is one of the important next steps for PCR. One of the DRR challenges in Afghanistan before PCR was the lack of detailed and area-specific data that could be used. This data is vital for future DRR preparation and responses.

PCR Team and Partners

5 Strengthen project ownership, especially at the municipal level

While ANDMA should be the DRR coordinating body, the municipalities are responsible for DRR implementation. UN-Habitat has an important role in supporting and building the capacity of municipalities in order to strengthen their participation and ownership of DRR activities.

Future PCR Project Manager and PCR Team

6 Identify possible partners (UN agencies and INGOs)

There are opportunities for the next phase of PCR to include more partners. These partners could include UN partners. For example, UNESCO is already working on getting DRR into the school curriculum and they are keen to discuss using the Safer Schools model in future PCR work with UN-Habitat. Also, the World Bank is currently engaged in mapping work that could support PCR.

ROAP, Country Director and future PCR Project Manager

7 Develop a larger donor base

The PCR team spoke strongly about the need to have a broader donor base as the project is upscaled. There are also interesting opportunities to work with partners in identifying and applying to other donors with an interest in resilience and DRR.

ROAP, Country Director and future PCR Project Manager

8 Ensure that the Seismic Hazard and Risk Assessment are worked into practical and useful findings for different stakeholders

This recommendation addresses the need to ensure the effectiveness and efficiency of the assessment through the processing and arranging of the findings according to different stakeholders (e.g. government, municipalities, and communities) and according to specific areas and their unique risks. This should be done immediately so that the findings can be shared and utilised.

ROAP and future PCR Project Manager

9 Support the updating of the Building Code

The Building Code is in the process of being revised by ANSA. UN-Habitat should contact ANSA for any updates and explore how best to support them through the revisions. Not only is a short, 40-60 page guide in Dari, Pashto and English required, but also discussions should be started on how best to enforce the Code once it is revised. Various stakeholders spoke of the strengths of using incentives rather than punishment to enhance compliance.

Future PCR Manager and Team

10 Develop the DRR capacity of other potential stakeholders

Various respondents outlined the importance of building the DRR awareness and capacity of other potential stakeholders in the next phase of PCR. These stakeholders included children, university students and religious leaders. Following this, other stakeholders spoke about the possibility of establishing a DRR institute in Afghanistan.

Future PCR Manager and Team

ANNEXES

Annex 1: Terms of Reference



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7 December 2018

VACANCY ANNOUNCEMENT

End-of-Project Evaluation

Project for City Resilience (PCR) in Afghanistan

ORGANIZATION	UN-Habitat
DUTY STATION	Home-based, Mission to Kabul and Mazar-i-Sharif, Afghanistan
FUNCTIONAL TITLE	Expert, Evaluation of Project for City Resilience
GRADE	UNOPS / IICA
POST DURATION & START DATE	Total 6 weeks over two months
OUTPUT AND PAYMENT SCHEDULE	Inception Report (15%) Draft Evaluation Report (50 %) Final Evaluation Report (35%)
MISSION TO AFGHANISTAN	From January to February 2019 (for 4 work weeks)
CLOSING DATE:	5 January 2019

1. Project

1.1 Background

In Afghanistan, it is evident that not only the prolonged conflict but also the recurrent disasters have put the fragile county in a vicious circle of underdevelopment. The risk of natural disasters has been accelerated by the climate change, and rapid urbanization with the influx of Returnees and IDPs expose those vulnerable urban populations more to hazards because of insufficient basic services, housing, and infrastructures. People who live in informal settlements have repeatedly suffered from small-scale recurrent natural disaster. They have lost their assets due to flood and earthquake and have suffered from health problems after the flood because of worsened sanitary conditions.

The Project for City Resilience (PCR) was developed to addresses disaster risk reduction (DRR) and resilience of Afghan cities at three interlinked levels - community, city and national. It aims to demonstrate how the post-2015 frameworks and agendas can be localized in a coherent and integrated manner, leading to safe, resilient and sustainable urban development in the country.

1.2 Project Goal and Objectives, Outcomes, and Outputs Goal:

Overall Objective of the Project is to assist the National Unity Government to make Afghan cities safe, resilient and sustainable by reducing disaster risk, human and economic losses and impacts, especially on the life of women and girls and vulnerable people.

Specific Objective of the Project is to strengthen capacity of selected Afghan cities for disaster risk reduction through a people centred preventive approach and to demonstrate innovations in localizing the Sendai Framework and other post-2015 frameworks and agendas.

Outcomes and Outputs

Outcome 1: Enhanced urban communities' resilience to disaster and climate risk

Output 1.1: CDCs and GAs for resilience building established

Output 1.2: 6 Community Resilience Action Plans (Community RAPs) at Gozar Assembly level prepared and endorsed by Mayor

Output 1.3: 30 non-structural (including awareness raising) activities for community disaster risk and preparedness to multiple hazards completed

Output 1.4: New/renovated essential community infrastructure for resilient to disaster and climate risk completed

Output 1.5: Reinforcement of 100 disaster resilient houses in two cities completed

Outcome 2: Strengthened municipal capacity for people-centred preventive DRR

Output 2.1: City Risk and Resilience Assessment

Output 2.2: People-centred and Risk-informed City Resilience Action Plan (City RAP) prepared and endorsed

Output 2.3: Structural improvements for city resilience in 2 cities and City-RAP Guide Book for Citizen and awareness raising events completed

Output 2.4: Tools for institutionalize and replicate successful Afghan community and city resilience building approaches completed

Output 2.5: Workshops and Training for Municipal and Government staff and private sector

* The output 2.1 has been changed to City Risk and Resilience Assessment from City Risk and Resilience Profiles (CRRP). Initially the Project was supposed to follow the method of CRRP was prepared by UN-Habitat's Risk and The City Resilience Profiling Programme (CRPP); however, the Project introduced a tailored model of assessments since CRPP could not capture risk and resilience status of Afghanistan.

Outcome 3: Strengthened national capacity for risk-sensitive urban development to contribute to Sendai Framework implementation and monitoring

Output 3.1: Draft risk-sensitive urban policy and decision support tools completed

Output 3.2: Training modules and material for national monitoring of Sendai Framework (SF)/Sustainable Development Goals (SDGs)/New Urban Agenda (NUA)

Output 3.3: Training of Government Officers on monitoring of SF/SDGs/NUA completed

Output 3.4: Draft tools for promoting people-centred preventive approach to disaster in Afghanistan completed

Output 3.5: Workshops and Trainings for Municipal and Government staff

2. Purpose and Objectives of the Evaluation

UN-Habitat is undertaking this evaluation of "Project for City Resilience" in order to assess project performance and extent to which the Project's objectives and expected accomplishments were achieved.

The evaluation is conducted at the request of UN-Habitat and is part of UN-Habitat's effort to perform systematic and timely evaluations of its projects and to ensure that UN-Habitat evaluations provide full representation of its mandate and activities. It is in-line with the UN-Habitat Evaluation Policy and the Revised UN-Habitat Evaluation Framework which require that project of US\$1 million and above should have an end of project evaluation.

The evaluation will synthesize achievements, results and lessons learned from the Project. Evaluation results will contribute to UN-Habitat's planning, reporting and accountability. The sharing of findings from this evaluation will inform UN-Habitat and key stakeholders, including governing bodies, donors, partners, and Member States, on what was achieved and learned from the Project.

Key objectives of the evaluation are:

- (1) To assess the design, implementation and achievement of results at the outcome level of the Project. This will entail analysis of actual versus expected results achieved by UN-Habitat;
- (2) To assess the project's value-for-money, visibility and performance of the Project in terms of relevance, efficiency, effectiveness, sustainability, and impact outlook;
- (3) Taking into account intended users of the evaluation, identify lessons learned and provide recommendations for improving future resilience building projects.

3. Scope and Focus

The period of the evaluation will cover the start of the Project in April 2017 up to January 2019 and at a time when most of the outputs and activities of the Project have been delivered.

The evaluation will be evidenced-based and is to assess as objectively as possible the relevance, effectiveness, efficiency, sustainability, and impact outlook of the Project. These will be rated based on the performance characteristics used by UN-Habitat (Annex 2).

4. Evaluation Questions Based on Evaluation Criteria

Relevance:

- To what extent is the Project consistent with beneficiaries' requirement, country needs, national development goals, and partners' and donors' policies?
- Was the implementation strategy in line with and responsive to SDG 11, NUA and SF?

Efficiency:

- How well were economically resources/inputs (funds, expertise, time, etc.) efficiently utilized and converted to results?
- Did UN-Habitat and national partners have the adequate capacity to design and implement the Project?
- Were institutional arrangements adequate for implementing the Project and for delivery of expected outputs and outcomes?

Effectiveness:

- To what extent has the project been effective in achieving its objective of enhancing the resilience of targeted cities?
- What types of products and services did the project provide to beneficiaries through activities implemented?
- To what extent have monitoring and reporting on the implementation of the project been timely, meaningful and adequate?
- To assess the extent to which cross cutting issues of gender, human rights, climate change/ environment, and youth, including age and disabilities were relevant to the project and have been integrated in the design, implementation and delivery of the Project;
- What are the levels of awareness amongst beneficiaries regarding the contribution of the funding partner, visibility materials in the field and other communication material?
- Did the identification, design and implementation process involve local and national stakeholders, as appropriate?

Sustainability:

- To what extent did the project build capacity and ownership of stakeholders that contribute to sustainability?
- To what extent will the project be replicated or scaled up or institutionalized? Is the Project replicable or able to scale up at national or local levels?
- Did the Project leverage or contribute to increased funding and national investments to city resilience?
- Do the positive effects produced by the Project intended or unintended seem sustainable?

Impact Outlook:

- What is the overall impact of the project (directly or indirectly, intended and unintended)?
- What are the positive changes to beneficiaries resulted from the Project? Review the process and the methodology of the Project, including the level of participation of the communities and other stakeholders.

5. Stakeholder Involvement

It is expected that this evaluation will be participatory, involving key stakeholders. Stakeholders will be kept informed of the evaluation process including design, information collection, and evaluation reporting and results dissemination to create a positive attitude for the evaluation and enhance its utilization. Relevant UN-Habitat entities, Government of Japan represented by the Embassy of Japan, Government of Afghanistan, beneficiary communities may participate through a questionnaire, interviews or focus group discussions.

6. Evaluation Approach and Methodology

The evaluation shall be independent and be carried out following the evaluation norms and standards of the United Nations System and best practices in the evaluation field. A variety of methods will be applied to collect information during the evaluation. These methods include the following elements:

- a) Review of documents relevant to the Project. Documents to be provided by UN-Habitat and partners (such documentation shall be identified and obtained by the evaluator).

Documentation to be reviewed will include:

- Original project document;
- Project Quarterly Reports;
- Strategic plans, as deemed relevant, such as Habitat Country Programme Document and other relevant UN-Habitat policy documents, in particular on city resilience and DRR.

- b) Key informant interviews and consultations, including focus group discussions will be conducted with key stakeholders, including partners. The principles for selection of stakeholders to be interviewed as well as evaluation of their performance shall be clarified in the inception report at the beginning of the evaluation.

- c) Surveys. In order to obtain quantitative information on stakeholders' views, questionnaires to different target audiences will be deployed, as deemed feasible, to give views.

- d) Field visits. The evaluator will visit areas of DRR infrastructures (including retrofitted houses/schools) to observe and assess project delivery.

The evaluator will describe expected data analysis and instruments to be used in the inception report. Questionnaires to be used during the evaluation should be discussed with the project team and included in the inception report. Presentation of the evaluation findings should follow the standard format of UN-Habitat Evaluation Report (Annex 3).

7. Accountability and Responsibilities

The UN-Habitat Afghanistan will commission an evaluation of the Project and it will manage the evaluation, providing technical support and ensuring that the evaluation is contracted to a suitable candidate and contractual requirements are met as well as approve all deliverables in consultation with the Evaluation Unit at UN-Habitat Headquarters. The evaluation is conducted as a decentralized evaluation in line with the Revised Evaluation Framework of UN-Habitat (September 2015). Evaluation Unit will provide technical support throughout the evaluation process, as required.

A reference group with members from the project team in Afghanistan, ROAP, and the Evaluation Unit, will be responsible for comments on the inception report and drafts of the evaluation report. The programme manager of the Project for City Resilience will be responsible for timely informing the donor (Government of Japan) of the evaluation as well as inviting the donor to review draft evaluation reports and share the final evaluation report with the donor.

The evaluation shall be carried out by an international consultant supported by a national consultant during data collection and data analysis. The international consultant is responsible for the work plan of national consultant, quality of work and preparation of the evaluation report.

The Evaluator is responsible for meeting professional and ethical standards in planning and conducting the evaluation and producing the expected deliverables in accordance with UN-Habitat evaluation policy and norms and standards for evaluation. The Evaluator will conduct the End of Project Evaluation of the Programmatic and Operational aspects of the project implemented by UN-Habitat related to delivery of outcomes, process and methodology, cross-cutting issues, and visibility. The programmatic and operational aspects are to be assessed as per the project log frame (Annex 5).

8. Qualifications and Experience of Evaluation Team

The evaluation shall be carried out by an evaluation team. The international consultant is expected to have:

- Extensive evaluation experience. The lead consultant should have the ability to present credible findings derived from evidence and prepare conclusions and recommendations supported by the findings.
- Specific knowledge and understanding of UN-Habitat and its mandate.
- 7 years of project management experience in results-based management working with development projects/ programmes
- Experience in working with projects in the United Nations system.
- Advanced academic degree in development, disaster risk reduction or similar fields.
- Recent and relevant experience in working in development aid.
- Experience and familiarity with community infrastructure and rehabilitation is desirable.
- Fluent in English (understanding, reading and writing) is a requirement.

9. Work Schedule with tentative timeframe for evaluation and reporting

The evaluation shall be conducted over a period of two [or three] months with [6 weeks] paid for the lead consultant, including the desk review, field work, data analysis, draft report, review and revision of the draft and final report. The evaluator is expected to prepare an inception report with work plan that will operationalize the evaluation. In the inception report, understanding of the evaluation questions, methods to be used, limitations and constraints to the evaluation as well as schedules and delivery dates to the execution of the evaluation, should be detailed.

10. Deliverables

The three primary deliverables for this evaluation are:

- Inception Report with evaluation work plan. Once approved, it will become the key management document for the evaluation, guiding evaluation delivery in accordance with UN-Habitat's expectations throughout the performance of contract. (Refer to Annex 2 for Key Elements of Inception Report.)
- Draft Evaluation Reports. The evaluator will prepare evaluation report draft(s) to be reviewed by UN-Habitat. The draft should follow UN-Habitat's standard format for evaluation reports and include rating of the evaluation criteria with justification. (Refer to Annex 3 for Format of UN-Habitat Evaluation Report and Annex 4 for Rating of Performance by Evaluation Criteria.)
- Final Evaluation Report will be prepared in English and follow the UN-Habitat's standard format of an evaluation report. The report should not exceed 35 pages (excluding Executive Summary and Appendices). In general, the report should be technically easy to comprehend for non-specialists.

11. Payment schedule

The Evaluator will enter into a contract with UN-Habitat and will be paid for the services as outlined below:

- 1st Instalment: 15% upon clearance of Inception Report;
- 2nd Instalment: 50% upon clearance of Draft Report; and
- 3rd Final instalment: 35% on clearance of Final Report

12. International Travel (Home – Kabul):

The cost of a return air-ticket from the place of recruitment on least-cost economy and visa fee will be reimbursed upon submission of travel claim together with the supporting documents including copy of e-ticket, receipts and used boarding passes. Three quotations from the reputable travel agents shall be submitted for UN-Habitat's clearance prior to purchase of tickets. DSA will be paid separately for the mission.

13. Local Transportation:

Such as vehicle arrangements to provinces will be covered by UN-Habitat.

14. Travel Advice/Requirements:

The Consultant must abide by all UN security instructions. Upon arrival he/she must attend a security briefing provided by UNDSS. He/she should undertake Basic and Advanced Security Training as prescribed by UNDSS. Regular missions will be undertaken for which UNDSS authorisation must be sought.

Annex 2: List of People Interviewed and Consulted

Abbreviations:

KII = Key Informant Interviews; FGD = Focus Group Discussion; SV/O = Site Visit Observation; MSCQ = Most Significant Change Questionnaire; VfmQ = Vfm Questionnaire

NO.	PERSON INTERVIEWED	POSITION	VENUE	DATE	METHOD
1	Hiroshi Takabayashi	Programme Manager, PCR, UN-Habitat	Skype	8 March 2019	KII
2	Hiroshi Takabayashi	Programme Manager, PCR, UN-Habitat	Email	10 March	MSCQ
3	Fernando da Cruz	Deputy Country Programme Manager, UN-Habitat	Kabul	14 March	KII
4	Eng. Nasrullah Habibi Shabir Ahmad Kabirzad	National Programme Manager, PCR, UN-Habitat DRR Analyst, PCR, UN-Habitat	Kabul	14 March	KII
5	Mohammad Qaseem Haidari + 2 Staff	Deputy Minister of Policy, Coordination and Planning, ANDMA	Kabul	16 March	KII
6	Bashir Ahmad Muhsen	Director of City Planning and Implementation, Kabul Municipality	Kabul	16 March	KII
7	Najibullah Arsalan	Head of Department, Laboratory and Quality Control, MUDL	Kabul	16 March	KII
8	Beneficiaries (18)	District 6: Community Leaders, CDC Members, Community Members, Engineers & Students (13) PCR Office Staff (5)	Kabul	16 March	FGD
9	Beneficiaries (5)	District 3, Retrofitted School: Amir Dost Mohammad Khan School	Kabul	17 March	Site Visit
10	Beneficiaries	District 13, Retrofitted Houses (2) and Canal	Kabul	17 March	Site Visit
11	Beneficiaries (2)	District 16, Retrofitted and Upgraded School: Asif Mayeel School	Kabul	17 March	Site Visit
12	Sabih Sawayz Najib Amiri	Senior Adviser for CCAP, UN-Habitat OC Team Leader for CC, UN-Habitat	Kabul	17 March	KII
13	Eng. Sayed Moharam + 1 Staff	Technical and Professional Director, Office of the Deputy Minister for Municipalities, IDLG	Kabul	17 March	KII
14	Mitra Hussaini	Project Officer, PCR, UN-Habitat	Kabul	18 March	KII
15	Daniel Kamau	Programme Management Officer, UN-Habitat	Email	18 March	VfmQ
16	Mahmood Karimyar Safiullah Ahmadi M. Hussain Shahi Taher Janzad Fatima Safdari	Team Leader, PCR, UN-Habitat District Engineer, PCR, UN-Habitat District Engineer, PCR, UN-Habitat Social Organiser, PCR, UN-Habitat Social Organiser, PCR, UN-Habitat	Kabul	19 March	FGD
17	Muzhgan Ahmady	Social Organiser, PCR, UN-Habitat	Kabul	19 March	KII
18	Hiroshi Takabayashi	Programme Manager, PCR, UN-Habitat	Email	19 March	VfmQ
19	Eng. Hamid Iqbal	Team Leader, PCR	Mazar	19 March	KII
20	Mr. Zamri Saleh	Social Organizer, PCR	Mazar	19 March	KII
21	Mr. Hashim Nazari	Social Organizer, PCR	Mazar	19 March	KII
22	Beneficiaries (12)	District 5: CDC Chairman and Members	Mazar	19 March	FGD
23	Beneficiaries (10)	District 10: CDC and Members	Mazar	19 March	FGD
24	Beneficiaries (2)	District 5, Canal and Community Hall	Mazar	19 March	Site Visit
25	Beneficiaries (2)	District 10, Canal	Mazar	19 March	Site Visit
26	Beneficiaries (2)	District 4, School	Mazar	19 March	Site Visit
27	Takahiro Ishizaki Hiroki Shindo	First Secretary, Embassy of Japan in Afghanistan Second Secretary, Embassy of Japan in Afghanistan	Kabul	20 March	KII
28	Mitra Hussaini	Project Officer, PCR, UN-Habitat	Email	20 March	MSCQ
29	Ms. Ziba Ahmadi	Director/Head, District 5, Mazar City	Mazar	23 March	KII
30	Mr. Waheed Shah Sultani	Principal, Qazi Hamiduddin High School	Mazar	23 March	KII
31	Danilo Padilla	Chief of Education Unit, UNESCO Afghanistan	Skype	25 March	KII
32	Dr. Mohsen Ashtiany Mr. Mehmet Akdogan	International Institute of Earthquake Engineering and Seismology (IIEES), President Special Advisor Human Settlements Officer, UN-Habitat Iran	Skype	26 March	KII

33	Srinivasa Popuri	Senior Human Settlements Officer (SHSO), ROAP, UN-Habitat	Skype	27 March	KII
34	Mr. Sanjaya Bhatia Ms. Sarah Wade- Apicella	Head of Office for Northeast Asia, UNISDR and Global Education and Training Institute, ISDR/GETI Programme Management Officer (in charge of National Strategy), UNISDR	Skype	28 March	KII
35	Tim McNair	Former Country Programme Manager, Afghanistan, UN-Habitat	Skype	29 March	KII

SUMMARY			
INTERVIEWS	FGDs	SITE VISITS / OBSERVATIONS	MSC & VfM QUESTIONNAIRES
# Interviews 21	# FGDs 4	# Site Visits 6	# Questionnaires 4
# Persons 28	# Persons 45	# Persons 13	# Persons 4
TOTAL RESPONDENTS 90 (28+45+13+4)			
Females 24 (27%), Males 66 (63%)			

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Annex 4: Interview Questions

RELEVANCE

1. To what extent is the Project consistent with beneficiaries' requirement, country needs, national development goals, and partners' and donors' policies?
2. Was the implementation strategy in line with and responsive to SDG 11, NUA and SF?

EFFECTIVENESS

1. To what extent has the project been effective in achieving its objective of enhancing the resilience of targeted cities?
2. What types of products and services did the project provide to beneficiaries through activities implemented?
3. To what extent have monitoring and reporting on the implementation of the project been timely, meaningful and adequate?
4. To assess the extent to which cross cutting issues of gender, human rights, climate change/environment, and youth, including age and disabilities were relevant to the project and have been integrated in the design, implementation and delivery of the Project;
5. What are the levels of awareness amongst beneficiaries regarding the contribution of the funding partner, visibility materials in the field and other communication material?
6. Did the identification, design and implementation process involve local and national stakeholders, as appropriate?

EFFICIENCY

1. How well were economically resources/inputs (funds, expertise, time, etc.) efficiently utilized and converted to results?
2. Did UN-Habitat and national partners have adequate capacity to design and implement the Project?
3. Were institutional arrangements adequate for implementing the Project and for delivery of expected outputs and outcomes?

IMPACT OUTLOOK

1. What is the overall impact of the project (directly or indirectly, intended and unintended)?
2. What are the positive changes to beneficiaries resulted from the Project? Review the process and the methodology of the Project, including the level of participation of the communities and other stakeholders.

SUSTAINABILITY

1. To what extent did the project build capacity and ownership of stakeholders that contribute to sustainability?
2. To what extent will the project be replicated or scaled up or institutionalized? Is the Project replicable or able to scale up at national or local levels?
3. Did the Project leverage or contribute to increased funding and national investments to city resilience?
4. Do the positive effects produced by the Project intended or unintended seem sustainable?

Annex 5: Log Frame

The log frame shows the results as of 5 April 2019. The following colours are used to map progress:

	No Progress		Overachieved
	Underachieved		No Baseline
	Achieved		No data yet

INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
OUTCOME 1: Enhanced urban communities' resilience to disaster and climate risk				
Output 1: CDCs and GAs for resilience building established				
No. of established CDCs & GAs for Resilience (Jan 2019)	0	6 GAs 30 CDCs	6 GAs 30 CDCs ⁸⁹	100%
Output 2: Community Resilience Action Plans (Community RAPs) at GA level prepared & endorsed by Mayor (& MAB)				
No. of agreed and endorsed Community RAPs (Mar 2019)	0	6	6 ⁹⁰	100%
Output 3: non-structural (including awareness raising) activities for community disaster risk and preparedness to multiple hazards completed				
No. of non-structural activities completed (Mar 2019)	0	30	33 ⁹¹	110%
Output 4: New/renovated essential community infrastructure for resilient to disaster and climate risk completed				
No. of new/renovated essential community infrastructure for resilient to disaster & climate risk in place (Jan 2019)	0	6	15 ⁹²	250%
Output 5: Reinforcement of disaster resilient houses in two cities completed				
No. of retrofitted houses (Feb 2019)	0	100	98	98%
OUTCOME 2: Strengthened municipal capacity for people-centred preventive DRR				
Output 1: City Risk and Resilience Assessment (CRRA)				
Number of CRRA prepared (Mar 2019)	0	2	2	100%
Output 2: People-centred and Risk-informed City Resilience Action Plan (City RAP) prepared and endorsed				
Number of officially endorsed City RAP (Mar 2019)	0	2	2 ⁹³	100%
Output 3: Structural improvements for city resilience in 2 cities and DRR Guide Book for Citizen and awareness raising events completed				
No. of Structural improvements (Jan 2019)	0	6	9 ⁹⁴	150%
No. of non-structural measures by Municipalities - DRR Guide Book for Citizen - Awareness raising events (Mar 2019)	0	1	19 ⁹⁵	1,900%
Output 4: Tools for institutionalize and replicate successful Afghan community and city resilience building approaches completed				

⁸⁹ For City Level sub-projects, PCR mobilized 3 existing GAs (in addition to those 3 GAs for community level sub-projects)

⁹⁰ The Dari version of 6 Community RAP is endorsed by the municipality officials. For PCR record, we translated into English.

⁹¹ 33 non-structural activities completed in community level and 17 in city level

⁹² 11 new and 4 renovated essential community infrastructures (sub-projects) completed

⁹³ Endorsed by Head of Districts of Municipalities

⁹⁴ Kabul (5): 2 retrofitting of school building, 2 flood canal, 1 rock breaking (sub-projects), Mazar-i-Sharif (4): 2 retrofitting school buildings, 1 multi-purpose building, 1 canal

⁹⁵ 17 non-structural activities (drills, first aid trainings, establishment of DMT, awareness raising), 1 DRR Guide Book for Citizen, 1 city level awareness raising campaign (10 billboards)

No. of Guidelines prepared				
- City RAP Guideline	0	2	2	100%
- Community RAP Guideline				
Output 5: Workshops and Training for Municipal and Government staff and private sector				
No. of workshops/trainings conducted (Dec 2018)	0	6	6	100%
No. of participants to workshops/training (Dec 2018)	0	60	82	137%
OUTCOME 3: Strengthened national capacity for risk-sensitive urban development that contribute to Sendai Framework implementation and monitoring				
Output 1: Draft risk-sensitive urban policy and decision support tools completed				
No. of tools prepared (March 2019)				
Draft proposal for risk informed National Urban Policy (Upgrading Policy, Municipal Law)	0	1	2	200%
Draft a Roadmap for revised National Building Code	0	1	1	100%
National DRR Strategy	0	1	1	100%
Output 2: Training modules and material for national implementation and monitoring of SF/SDGs/NUA				
Training modules and materials for national monitoring of SF/SDGs/NUA (July 2018)	0	1	1	100%
Output 3: Training of Government Officers on Implementation and monitoring of SF/SDGs/NUA completed				
No. of Training conducted (July 2018)	0	1	2 ⁹⁶	200%
No. of officers trained on SF/SDGs/NUA monitoring (July 2018)	0	10	26	260%
Output 4: Draft tools for promoting people-centred preventive approach to disaster in Afghanistan completed				
No. of tools (documents/policy recommendation) prepared (March 2019)				
City RAP Guideline (output 2.4)	0	1	1	100%
Community RAP Guideline (output 2.4)	0	1	1	
Training materials for resilient house building/retrofitting (for engineers)	0	1	1	
Draft revised DRR and climate risk manual for Citizen Charter National Priority Programme	0	1	1	
Output 5: Workshops and Trainings for Municipal and Government staff				
No. of workshops/trainings conducted (Dec 2018)	0	4	6	150%

⁹⁶ 1 in Kabul participated by 24 participants, 1 in South Korea at UNISDR/GETI in August 2018 participated by 2 participants

EVALUATION OF THE PROJECT FOR CITY RESILIENCE (PCR)
IN AFGHANISTAN

Evaluation Report 2/2019

UN  HABITAT

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