

Evaluation Report 6/2019

# Evaluation of the Clean and Green Cities Programme

September 2019



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## **Acknowledgements**

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## ABBREVIATIONS

<b>AFN</b>	Afghan afghani (currency of Afghanistan)
<b>ANPDF</b>	Afghanistan National Peace and Development Framework
<b>ARAZI</b>	Afghanistan Independent Land Authority
<b>CCNPP</b>	Citizens' Charter National Priority Programme
<b>CDC</b>	Community Development Council
<b>DCDA</b>	Desabz City Development Authority
<b>DMM</b>	Deputy Ministry of Municipalities
<b>EU</b>	European Union
<b>FGDs</b>	Focus Group Discussions
<b>GoIRA</b>	Government of the Islamic Republic of Afghanistan
<b>IDLG</b>	Independent Directorate of Local Governance
<b>KII</b>	Key informant interviews
<b>MAB</b>	Municipal Advisory Board
<b>MOU</b>	Memorandum of Understanding
<b>MUDH</b>	Ministry of Urban Development and Housing
<b>NDC</b>	Nahia Development Council
<b>NGAGs</b>	Non-government armed groups
<b>M&amp;E</b>	Monitoring and evaluation
<b>OECD-DAC</b>	Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC)
<b>SDG</b>	Sustainable Development Goal
<b>SHAHAR</b>	Strong Hubs for Afghan Hope and Resilience (USAID project)
<b>SSAFE</b>	Safe and Surge Approaches in Field Environment
<b>ToR</b>	Terms of Reference
<b>UNEG</b>	United Nations Evaluation Group
<b>U-NPP</b>	Urban-National Priority Program
<b>UN-Habitat</b>	United Nations Human Settlements Programme

## EXECUTIVE SUMMARY

This report is an evaluation of the Clean and Green Cities Programme (CGC) implemented by UN-Habitat Afghanistan with funding from the United States Agency for International Development (USAID) and the European Union (EU) between June 2016 and June 2019 with a total budget of USD 34.8 million. It was implemented in 12 cities, three (Kabul, Kundooz, and Lashkar Gah) by the EU and ten (Bamyan, Charikar, Farah, Gardez, Herat, Jalalabad, Kabul, Kandahar, Mazar, and Mehterlam) by USAID; Kabul being considered by both agencies. Its main objective was to *improve state-society relations, urban stabilisation and job creation, where urban citizens see municipalities delivering basic neighbourhood services, thus leading to increased hope and government legitimacy*. The CGC programme was designed to address the urgent needs for creating jobs in urban areas and increasing the capacity of municipalities to deliver basic urban services to all urban residents.

The report identifies the results achieved and assesses the relevance, effectiveness, efficiency, impact, and sustainability of the CGC. It analyses the factors that enabled the achievement of the planned results and activities, presents the lessons learned, and makes recommendations for future programmes and projects. The evaluation was conducted in three phases: inception, data collection, and reporting. The data collection and analysis tools selected were based on key evaluation questions. The evaluation employed a participatory approach and methods to collect data, including a document review, focus group discussions (FGDs), key informant interviews (KIIs), and stakeholder consultations. Before beginning the field phase, the evaluator held briefing meetings with the CGC team and the UN-Habitat HQ evaluation team.

The evaluation was commissioned by the country office of UN-Habitat Afghanistan and managed by the UN-Habitat Independent Evaluation Unit in close consultation with the project manager. It was conducted by an independent consultant, Dilli Joshi, between December 2018 and May 2019.

The key findings of the evaluation, including achievements, challenges, lessons learnt, and recommendations are explained below.

### **Achievements**

The CGC achieved its objectives and result indicators. It directly contributed to a safer, cleaner and healthier urban environment in 12 cities by giving jobs to poor and needy people and by improving the delivery of urban services.

### **Relevance**

*Satisfactory*

The programme was highly relevant in that it supported to create the job where there is high number of people were jobless, provided jobs to the poorest and most vulnerable of people, especially returnees and internally displaced persons (IDPs). Beneficiaries were involved in rehabilitating parks, planting trees, collecting solid waste, cleaning canals, sweeping streets, and painting curbs. The programme design was appropriate and was in line with the priorities and strategic intervention areas of the Government of Islamic Republic of Afghanistan (GoIRA). The program design was also highly relevant to bring women in decision making for

the development activities and also ensure the women rights in benefit sharing process such as sub-project implemented by the female NDCS. The Prodocs envisioned 50% women representation in CDCs, however it was not fully materialized in the CDC establishment process due to socio- cultural structure. It was highly relevant to UN-Habitat’s Strategic Plan (2014 – 2019) and Afghanistan Country Programme. There was no overlapping or duplication.

## **Effectiveness**

*Satisfactory*

The CGC had well-developed plans and followed them closely. The results show that the programme worked well. Appropriate targeting and the selection of appropriate activities had a positive impact on entire communities, but especially the poor, IDPs, and returnees. The programme formed *Nahia* Development Committees (NDCs) and community development councils (CDCs) to implement sub-project activities. The programme achieved or even exceeded its targets for most activities.

Over the programme period, the CGC created 2,968,308 job-days and employed 21,503 people from poor and marginalized households, exceeding the set target. In total 137 community action plans were prepared and approved. The evaluation also noted that 450 Municipality Advisory Boards (MABs) and municipal staff were capacitated through trainings. The programme also conducted series of trainings to the CDCs and NDCs members that contributed in effective implementation of the sub-projects and also maintained transparency and accountability of the programme.

Beneficiaries interviewed during focus group discussions expressed their high level of satisfaction with all programme activities, especially job creation. The stakeholders—municipalities and the DMM—also rated the project as satisfactory and successful based on its achievements.

The CGC contributed to cross-cutting issues such as gender, youth, and climate change. The programme adopted a gender-sensitive approach in order to maximise women’s participation and just missed reaching its target of employing 15% women labourers with an average hiring rate of 14%. Many of the labourers were young IDPs and returnees who were eagerly searching for jobs. The programme helped mitigate the impacts of climate change as well, though indirectly. Before canals and ditches were cleaned out under the CGC, many communities used to experience annual flooding when rain was heavy; afterwards, they did not.

The logframe and theory of change were found to be appropriate. The programme team monitored sub-projects regularly, and write reports on programme activities, which were submitted to donors in a timely manner. The programme team participated in regular meetings with the concerned municipalities, the Deputy Ministry of Municipalities (DMM)/ Independent Directorate of Local Governance (IDLG), and both donors.

## **Efficiency**

*Satisfactory*

Out of the total USD 34.8 million, the programme allocated USD 23,913,930 (approximately 70%) for sub-projects through block grants which supported municipalities in delivering services and spent the remaining 30% on salaries and operational costs. The sub-projects

implemented in each municipality, whether upgrading parks or dumping solid waste or cleaning ditches and canals, were those most needed by the communities. The delivery rate of the CGC programme was approximately 100% with few minor works remaining in Kabul. The evaluation noted the burning rate was satisfactory despite fragile security situation.

The evaluation noted that the logframe (USAID components) was revised twice and the planning was not effective from the very beginning of the programme resulting in confusions during the implementation. Adequate resources were made available throughout the implementation period, and the release of funds, though there were several delays in block grant release and deposit was observed in implementation period. Programme personnel were committed to implementing activities and repeatedly stated that they made sure to establish good relationships with communities and municipalities. The CGC programme was appreciated and recognised by municipalities and government line departments like DMM for approaches taken, especially creation of job for vulnerable groups and city beautification.

The non-monetary benefits of the programme included greenery in the cities, raising awareness about cleanliness among households, and campaigning for waste management. Many municipalities generated more revenue due to the awareness-raising by the CGC.

### **Impact Outlook**

*Satisfactory*

The programme helped municipalities deliver services and poor people get paid jobs. The municipalities and communities that benefitted believe that their relationships did improve and believe that they could capitalise on this increased rapport in future endeavours.

Though short term, the CGC had a remarkable impact on the communities it served. One major impact was that the 12 target cities became clean and green. In addition, the cleaning of canals and ditches allowed flood water to pass and relieved communities of the danger of flood damage to homes and private and public property. The formation and election of municipal advisory boards (MABs) will have positive results as their members are well connected with the communities they advise and can serve as a bridge between communities and municipalities. The CDCs/NDCs are practicing social audits of sub-projects, which will contribute in attaining good governance and transparency.

### **Sustainability**

*Partially satisfactory*

The links between communities and municipalities established by the programme are believed to be strong enough to continue in the years to come. The programme built community capacity to interact with municipalities and demand that municipal services be provided. The most sustainable aspects of the programme are the new cleanliness and beautification of cities and the maintenance of their parks and greenery.

In terms of financial sustainability, the evaluation noted poor and needy workers who benefitted under the programme did not find work after the programme ended as too few job opportunities are available and thus have been unable to continue to earn a living wage. Interactions with workers revealed that almost all are now jobless and have difficulty earning

a livelihood. A limited number, however, were able to use their savings to start their own small business. However, in some provinces, as reported in the willingness to pay survey conducted by the programme, the workers engaged in sub-project activities during the project period got jobs.

The CGC ensured institutional sustainability by forming N/CDCs and engaging both men and women in sub-project activities. Elected MAB members now provide useful suggestions to municipalities and work as a bridge between communities and municipalities. MABs will likely be a sustainable forum for accountability in the future. The evaluator also found evidences of good coordination between and among MAB, municipality, and communities.

The evaluation also noted cleanliness and maintenance of parks and greenery within the city contributing to environmental sustainability of the programme. The evaluator was overwhelmed to see parks well maintained even after a year or more of their establishment. The evaluator was also briefed on some early indications of social sustainability. Some businessmen and traders of Kabul have offered to contribute to take care of the infrastructures and maintenance of the parks in future. This type of social responsibilities taken by the local stakeholders will contribute to ensure the sustainability in the long run.

## **Conclusion**

The programme was appropriately conceptualized and designed based on the needs of the communities and municipalities and was well-planned and well-executed. Through N/CDCs, it helped municipalities to execute their core agenda, including the promotion of greenery, beautification and cleanliness. Involving the poorest strata of the communities contributed to the programme's achievement of results.

The programme successfully achieved all its results on time utilising approximately 100% of its budget. The programme used a participatory process: communities themselves selected sub-project activities which were then approved by municipalities. The selection of labourers was transparent and the poorest and most needy people were selected. The programme established good coordination with municipalities and DMM.

Stakeholders showed much commitment to and ownership of the programme. However, it will be challenging for the municipalities to continue to deliver the same level of cleanliness and greenery that the programme did. Charging city inhabitants for maintaining services is critical because at present donors are not very interested in providing funding for such programmes.

## **Lessons Learnt**

The programme did give poor and needy people a chance to work but not for very long. In some sub-projects, the huge number of job aspirants meant that beneficiaries worked only for a few weeks. In other jobs, however, they worked for upto 13 months. All labourers felt that the number of job-days was inadequate and that the work did not offer any future job possibilities.

Implementing programme activities through NDCs and CDCs was a good approach. The

communities took ownership of the activities and committed themselves strongly to their future implementation.

## **Recommendations**

1. Since programme work is done in collaboration with communities, N/CDCs should be trained to prepare documents, so they extend their own capacity and are not as heavily reliant on the programme team as they were during the programme.
2. Since programme documents were in English, a language N/CDCs found difficult to understand, UN-Habitat should consider translating its documents into local languages (especially in Dari and Pasto).
3. Labour stimulus programmes such as CGC should consider building a sustainability plan into the design of the project to ensure that the labourers are provided skill training and receive support them in finding sustainable employment. While designing new programmes, UN-Habitat should include skill improvement and financial support components so that it can provide demand-driven skills to labourers. Municipalities should be strengthened and supported in creating employment opportunities for labourers.
4. Future programmes should consider engaging labourers for an extended period (at least one year) rather than paying daily wages. With longer-term employment, labourers will be able to increase their job-related skills and earn a stable income, thereby developing confidence and learning to plan for a future means of livelihood.
5. While designing future projects, fragile security situations, harsh weather conditions and other ground realities should be taken into consideration. Besides, the project's duration should be flexible.

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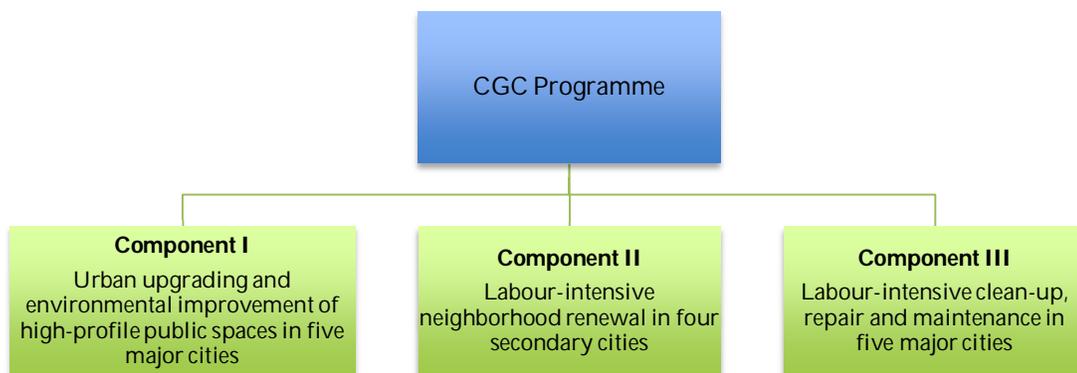
## INTRODUCTION

### BACKGROUND

Responding to the National Unity Government’s ‘Jobs for Peace’ initiative to promote economic stability and strengthen government legitimacy, the United Nations Human Settlements Programme (UN-Habitat) initiated the Clean and Green Cities (CGC) Programme in 12 ‘strategic cities’ across Afghanistan. The CGC programme was funded by the United States Agency for International Development (USAID) in 10 cities—Bamyan, Charikar, Farah, Gardez, Herat, Jalalabad, Kabul, Kandahar, Mazar, and Mehterlam—and by the European Union in three cities—Kabul (which both agencies targeted), Kundooz, and Lashkar Gah with a combined budget of USD 34.8 million (USAID, 26.5 m; EU, 8.3 m) as well as an additional contribution of five million by USAID.

The main objective of the CGC was to *improve state-society relations, urban stabilisation and job creation, where urban citizens see municipalities delivering basic neighbourhood services, thus leading to increased hope and government legitimacy*. The programme was designed to address the urgent need for creating jobs in urban areas and capacitating municipalities in the delivery of basic urban services to all urban residents. The CGC conducted labour-intensive urban clean-up, repair, beautification, and basic solid-waste management activities in the 12 targeted cities. The intended impacts of the programme were improvements in the wellbeing of citizens and urban environmental quality, greater trust between citizens and municipalities and greater government legitimacy, and more economic and labour stimulus to the poorest of households. The programme had three components, as shown in Figure 1 below, and was implemented from June 2016 to June 2019.

Figure 1: Programme components



The main intent of the programme was to promote the following five government priorities: (i) improved wellbeing of citizens and urban environmental quality; (ii) increased trust between citizens and municipalities and strengthened government legitimacy; (iii) augmented economic

and labour stimulus to the poorest of households in order to see multiplier effects on the urban economy; and (iv) increased private-sector confidence and investment in job creation. The programme laid out the following expected accomplishments and outcomes: a cleaner, safer, and healthier urban environment and public spaces and improved urban and household economies, especially for the poorest and most vulnerable of households through the provision of labour-intensive employment.

The programme was directly implemented by UN Habitat Afghanistan and was led by an international programme manager with support from two national programme managers (one each for USAID and the EU) and 129 other staff members as given in the box below. In all 12 targeted municipalities, the programme team comprised a team leader and a job-competent team along with district engineers, social mobilisers and other support staff.

Project Manager – 1, National Project Managers – 2, Deputy Project Managers – 2 (female), Team Leaders – 14 (1 female), District Engineers – 36, Social Organisers – 52 (17 female), MIS – 1, Senior Engineer – 1, Senior Team Leader – 1, MIS Admin Assistant – 1 (female), Finance – 1, GIS Officer – 1, Admin Finance – 1, Job Component Managers – 6 (1 female), Driver – 1, Cleaners – 3, Cook/Guard – 9

## **OVERALL PURPOSE AND OBJECTIVES OF THE EVALUATION**

This evaluation of CGC was conducted as 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. The evaluation was also mandated by both donors (the EU and USAID) and is in line with the UN-Habitat’s Evaluation Policy (2016) and Revised UN-Habitat Evaluation Framework (2015) that a project with a budget of USD 1 million and above should be evaluated at the end of the project by an external evaluator for accountability, performance and learning purposes. 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 its programmes in terms of their results by assessing the extent to which UN-Habitat humanitarian and development interventions effectively deliver results.

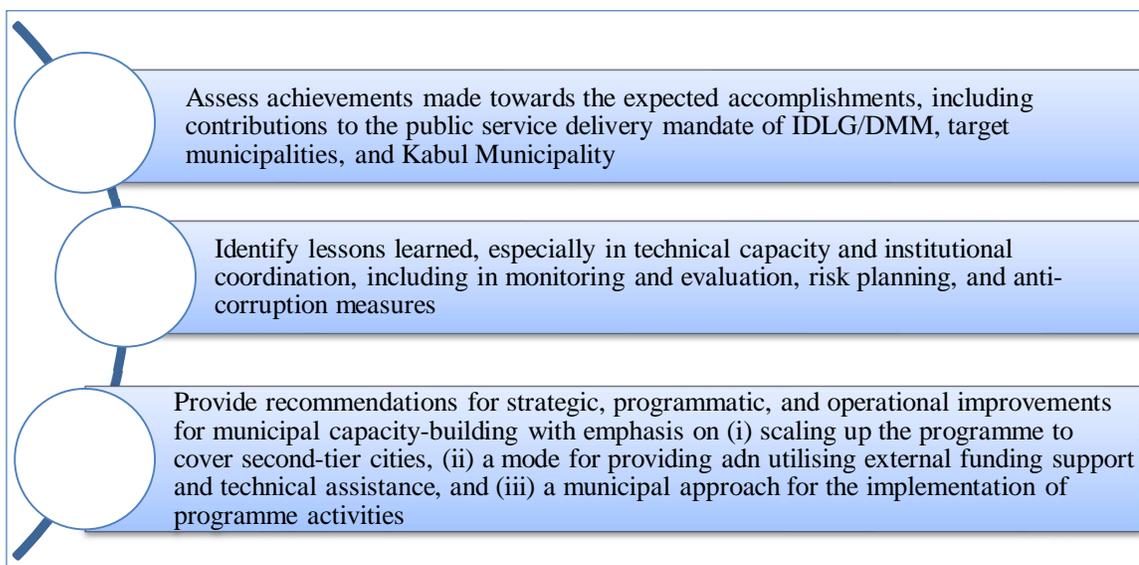
The purpose of the evaluation is to provide the EU, USAID, Government of Afghanistan and UN-Habitat with an independent appraisal of the performance and impact of the CGC programme based on its project document, logframe, outcomes and budget.

The evaluation was undertaken to ascertain the degree of achievement of the expected outcomes and to assess the programme’s relevance, effectiveness, efficiency, sustainability, and impact outlook. It provides evidence of results in order to meet accountability requirements and promote operational improvements and learning. It focuses on assessing what was achieved and the lessons learned from the implementation processes and provides recommendations for

strategic, programmatic and operational improvements calculated to increase municipal capacity. The primary users of the evaluation are as follows:

- i. The US Government through USAID: USAID will use the findings of the evaluation to assess the project's value for their taxpayers' contributions and to inform decisions about further support to the urban service delivery and livelihoods sectors.
- ii. UN-Habitat: The project implementer will use the findings of the evaluation to assess the efficiency and effectiveness of the programme design and implementation methods with a view toward improving the results of future programmes.
- iii. Government of Afghanistan, specifically the IDLG/DMM: The programme beneficiary will use the findings of the evaluation to assess the contribution of the programme to its urban public service delivery, livelihoods, and poverty reduction goals as outlined in the Urban National Priority Programme (U-NPP, 2016-2025), Afghanistan's template for urban reform under the Afghanistan National Peace and Development Framework (ANPDF, 2017-2021). The objectives of the evaluation are listed in Figure 2.

Figure 2: Objectives of the evaluation



## SCOPE

This evaluation covered the entire programme period, from June 2016 to June 2019. It focused on what the programme achieved in terms of results and how it contributed to the UN-Habitat overall goals related to sustainable development.

## PROCESS

The evaluation was conducted between December 2018 and June 2019. It started with the evaluation team meeting the CGC senior team to review the assignment, plan field observations, develop evaluation tools and develop a work plan. The evaluation was split into three phases:

inception, data collection and report writing. It was agreed with the senior programme team that the evaluator would visit a number of cities to cover all three components of the project.

Fieldwork was conducted in three phases due to issues related to security, weather and the timing of various events. The evaluator carried out field observations in Kandahar during the inception phase, whereas observations in Charikar city and Herat were conducted during the field-study phase. The evaluator was not allowed to travel for field observations before the UNDSS field security training was held between 11 to 13 March 2019. This training, combined with the harsh winter and Nawroz celebrations, especially in Mazar-e-Sharif, limited field observations to two cities (Charikar and Herat). The visits to two other cities (Mazar-e-Sharif and Jalalabad) were conducted during the report-writing phase. The field observation schedule is attached in Annex 5.

## **REPORT OUTLINE**

Chapter 1 presents the background of the programme, while Chapter 2 presents the programme itself. The evaluation approach and methodology are in Chapter 3. Following the presentation of the findings in Chapter 4 are conclusions, lessons learnt and recommendations in chapters 5, 6 and 7 respectively.

## OVERVIEW OF THE EVALUATED PROGRAMME

### PROJECT OVERVIEW

The overall objective of the CGC was to stabilise the 12 target cities and the Afghan government in order to bridge the critical juncture between 2016 and 2019 before the large-scale Urban Solidarity Program (Citizens Charter in Cities) started. A project summary is provided below.

Table 1: Project summary

<b>Program Title:</b>	Clean and Green Cities: A basic labour stimulus and stabilisation package for nine strategic Afghan cities
<b>Overall Objective</b>	Stabilisation of target cities and the Afghan government to bridge the critical juncture between 2016 and 2019
<b>Expected results</b>	R1: A cleaner, safer, and healthier urban environment and public spaces R2: Improved urban and household economies, especially for the poorest and most vulnerable of households, through labour-intensive employment R3: More inclusive local planning processes and improved municipal-citizen peace-building and dialogue by communities for conflict prevention and stabilisation R4: Safer, more secure and inclusive urban environment, infrastructure and public spaces showing stability and building citizens' confidence in local governance and the national unity government R5: Poor and vulnerable people, including IDPs and returnees, have the opportunity to earn a modest wage through temporary employment
<b>Components:</b>	C 1: Urban upgrading and the environmental improvement of high-profile public spaces in five major cities; C 2: Labour-intensive neighbourhood renewal in four secondary cities; C 3: Labour-intensive clean-up, repair and maintenance in five major cities.
<b>Programme Partners:</b>	IDLG/DMM; Municipalities of Bamyan, Charikar, Farah, Gardez, Herat, Jalalabad, Kabul, Kandahar, Kunduz Lashkar Gah, Mazar-e-Sharif, and Mehterlam; in coordination with the Ministry of Urban Development Affairs
<b>Beneficiaries</b>	Direct: Over 13,000 jobs created; 3.5 million labour-days; an estimated 1.29 million citizens reached through N/ CDCs
<b>Duration</b>	3 years: June 2016 to June 2019
<b>Budget</b>	34.8 million USD; (leveraging an additional estimated USD 3.6 million in community and municipal contributions).
<b>Executing Agencies</b>	UN-Habitat; Bamyan, Charikar, Farah, Gardez, Herat, Jalalabad, Kabul, Kandahar, Kunduz Lashkar Gah, Mazar-e-Sharif, and Mehterlam municipalities; communities through N/CDCs under the leadership of IDLG/DMM

The project's goal, objectives, outcomes, and outputs are outlined in Table 2 (on next page).

Table 2: CGC programme's goal, objectives, outcomes, and outputs

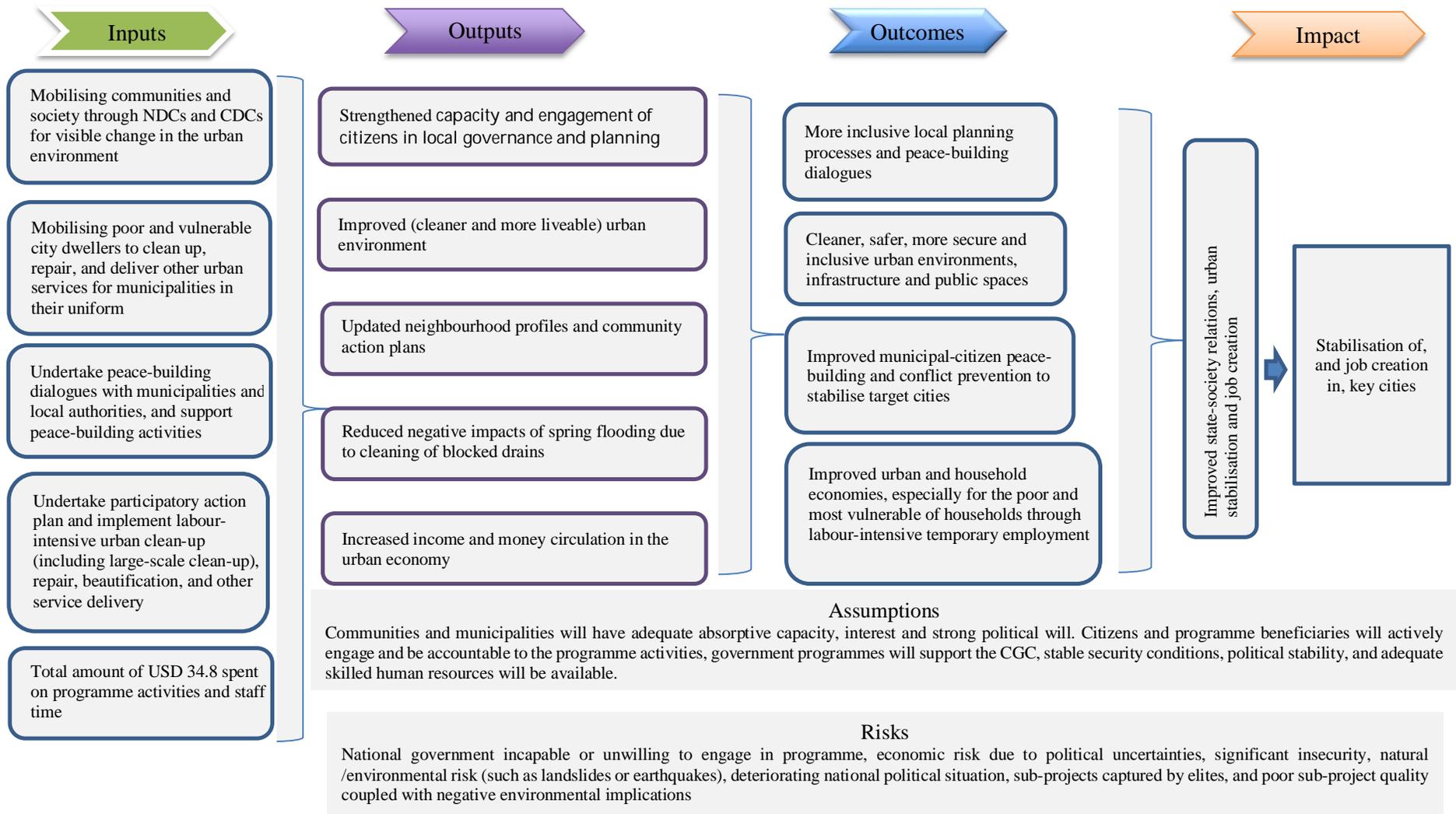
Goal
Stabilisation of target cities and the Afghan government in order to bridge the critical juncture in 2016–2019
Specific Objective
Improved state-society relations, urban stabilisation and job creation, where urban citizens see municipalities delivering basic neighbourhood services, thus leading to increased hope and government legitimacy
Outcomes and Outputs
<b>Outcome 1:</b> <i>Urban upgrading and environmental improvement of high-profile public spaces in five major cities.</i>
Output 1.1: Participatory mapping, rapid diagnosis and selection of priority public spaces to upgrade
Output 1.2: Sub-project design, development, contracting with a focus on local materials, high-visibility and labour-intensive projects
Output 1.3: Sub-project implementation, control, monitoring and evaluation (M&E), and handover
<b>Outcome 2:</b> <i>Labour-intensive neighbourhood renewal in five secondary cities</i>
Output 2.1: CDC and NDC mobilisation, registration, training, and action planning
Output 2.2: Sub-project design, development, contracting with a focus on local materials, high-visibility and labour-intensive projects
Output 2.3: Sub-project implementation, control, and M&E
<b>Outcome 3:</b> <i>Labour-intensive clean-up, repair and maintenance in five major cities</i>
Output 3.1: Rapid diagnosis and development of a citywide cleaning and greening strategy
Output 3.2: Proposal development and contracting through N/CDCs, with a focus on high-visibility and labour-intensive projects whilst ensuring citywide coverage
Output 3.3: Implementation, control, and M&E

## THEORY OF CHANGE

Through the delivery of up-to-date neighbourhood profiles, improvement of the urban environment, building of capacity and engagement of citizens, reduction in flood events due to poor drainage, and increase in income, the programme was expected to result in more inclusive local-level planning and peace-building dialogues; cleaner, safer, more secure and inclusive urban environment, infrastructure and public spaces; improved municipal peace-building and conflict prevention to stabilise target cities; and improved urban household economies, especially for the poor and most vulnerable of households through labour-intensive temporary employment. In the short term, these results were expected to improve state-society relations and, in the long term, to stabilise cities and create jobs. Table 3 provides an overview of the theory of change.

Table 3: Theory of change

**Theory of Change of Clean and Green Cities Programme**



The programme adopted a community-centred decision-making approach, considered gender issues and carried out social audits. It created jobs for the poorest and most vulnerable of people in the selected cities and improved state-society relations.

The assumptions identified by the programme turned out to be partly true; the risks, in contrast, did not materialise. The absorptive capacity of the communities was said to be low initially, but over time, as more activities were implemented, their ability to understand those activities increased. Support from municipalities and communities was the basis of the achievements made. Programme teams did regularly monitor the project's status, assess risks and identify appropriate mitigation measures. For example, in order to address situations of potential local insecurity, the project consciously prepared a work plan flexible enough to take into consideration security regulations. The programme did, however, experience significant delays in the deposition of block grants due to its lengthy financial transaction processes. There was such a delay in labourers receiving money that, they shared, they faced difficulties in running their households. Some N/CDCs complained they had to work without pay to implement some sub-projects.

Some of the targets identified in the project document were ambitious. For instance, out of the total MAB members and municipal staff trained in urban peacebuilding, community development and inclusive city development, 15% were supposed to be women. Annual reports, however, showed that just 13% of trainees were women, a reflection of the challenge of overcoming ingrained cultural barriers.

The project document was amended several times, the first when the EU joined the programme. Out of the four expected impacts, one was increased private-sector confidence and investment in job creation. Though the CGC programme originally planned to enhance private-sector confidence and investment in job creation, this impact was never considered during the implementation of the programme. This discrepancy showed a lack of adequate consistency between the strategies proposed early on and the actual implementation of the programme.

The design of programme activities did not take into account the nation's harsh seasonal conditions, which made it almost impossible to carry out sub-project activities during the four winter months between December and March. Though, the programme lasted 36 months, actual work on the ground lasted, at the most, just 24 months. The remaining months were lost as they were the months of winter Ramadan, Lowa Jirga, or some other event stymieing action. The reduction in the time available created a lot of pressure to complete the work on time.

Overall, the CGC programme's design was based on a realistic causal pathway that provided immediate support for coping strategies, especially among IDPs and returnees, and for beautifying cities.

## EVALUATION APPROACH AND METHODOLOGY

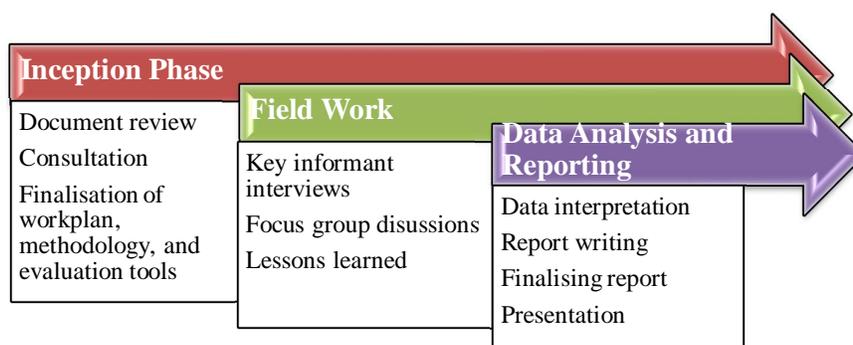
### EVALUATION APPROACH

The evaluation was commissioned by the country office of UN-Habitat Afghanistan, managed by the UN-Habitat Independent Evaluation Unit in close collaboration with the programme manager, and conducted by independent evaluation consultant Mr. Dilli Joshi between December 2018 and May 2019.

The evaluation followed the evaluation criteria of the Organisation of Economic Cooperation and Development’s Development Assistance Committee (OECD-DAC)— relevance, effectiveness, efficiency, impact, and sustainability—criteria which are in line with the Norms and Standards of the United Nations Evaluation Group (UNEG). The inception report included an evaluation matrix identifying evaluation criteria, broad evaluation questions and sources of information. The evaluation itself was conducted in a collaborative and participatory manner that ensured the close engagement of all stakeholders in data collection and analysis. Separate KIIs and FGDs were conducted with women and men beneficiaries to maximise respondents’ comfort and openness. The evaluator worked closely with the programme and the country office CGC team. The evaluation questions specified in the terms of reference (ToR) (see Annex 1) formed the basis of this evaluation.

The evaluation was conducted in the three phases mentioned above and shown in Figure 4 below.

Figure 3: Evaluation phases



**Inception or preparatory phase:** Briefing meetings were held with the programme senior management and programme implementation teams in Kabul. The evaluator reviewed relevant documents, including the project document, annual and quarterly progress reports, the UN-Habitat Country Plan for Afghanistan, the Urban National Priority Programme (U-NPP), and the Afghanistan National Peace and Development Framework (ANDPF). The documents provided by the CGC programme team were used to formulate evaluation questions based on OECD-DAC criteria as well as the broad questions given in the ToR.

To assess the programme’s performance, the evaluator developed qualitative tools such as FGD and KII guides (questionnaires). A detailed work plan was developed and revised in consultation with the programme team. Relevant stakeholders were identified in the inception

report and approved. The major stakeholders were the IDLG/DMM, selected municipalities, and the N/CDCs promoted by the programme.

**Fieldwork phase:** Field observations were conducted at different times between December 2018 and May 2019 (see the schedule in Annex 5). The evaluator conducted a total of 10 interviews with stakeholders, including the DMM, USAID, mayors and deputy mayors (whoever was working serving as mayor during that period), interactions with N/CDCs, 15 FGDs with beneficiaries (men and women separately), and consultations with provincial programme teams. In addition, 20 activities covering all three results were observed.

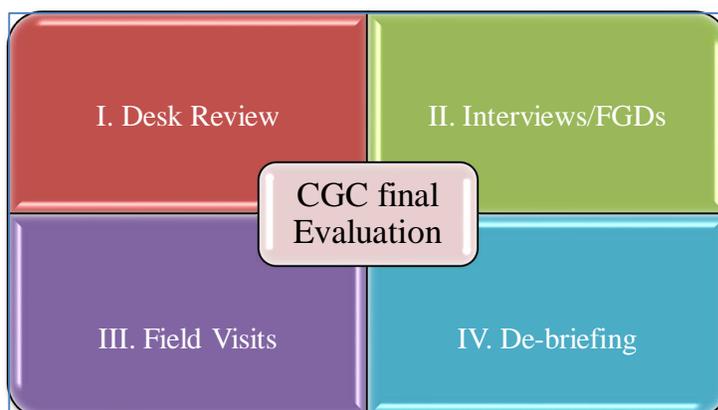
**Data analysis and reporting phase:** Project reports and records were systematically analysed used the evaluation criteria. The data and information obtained through interviews, FGDs and consultations was analysed. To triangulate data, programme progress reports and monitoring data maintained though the database at the country office were reviewed and verified and conclusions drawn. The draft report was reviewed and commented on by the Independent Evaluation Unit, project team and key stakeholders. For the use of this evaluation, each result and target were combined for both the EU and USAID and interpreted accordingly.

## EVALUATION METHODOLOGY

The evaluation used qualitative methods to collect information during the evaluation. These methods were participatory, inclusive and sensitive to target groups and gender. They included a desk review; KIIs with relevant stakeholders, including donors, IDLG/DMM, mayors and deputy mayors; FGDs with NDCs and CDCs; site observations; interactions with the programme team; and sharing findings with the UN-Habitat senior management. An initial plan to share the key findings with the main stakeholder, IDLG/DMM, did not materialise as the deputy minister of DMM was not available.

The evaluator used an evaluation matrix (see Annex 2) based on the criteria and evaluation questions set out in the ToR (see Annex 1). The evaluation criteria included relevance; effectiveness; efficiency; sustainability; impact outlook; as well as the cross-cutting issues of gender, youth, human rights and climate change. The evaluation questions for KIIs and FDGs were based on the criteria and evaluation questions (see Annex 4).

Figure 4: Evaluation methods



This evaluation used a mixed-method approach (see Figure 4 on previous page). Purposive sampling was used to select cities for field observation. In addition to the capital Kabul, four regional hubs—Herat, Jalalabad, Kandahar, and Mazar-e-Sharif—and Charikar, the provincial centre of Parwan Province in Northern Afghanistan were selected for field observations. The provincial team identified observation sites and interacted with N/CDCs and labourers. KIIs were conducted with either the mayor or deputy mayor of all six cities observed. Separate interviews with the heads of the greenery and sanitation departments in Kabul and Mazar-e-Sharif were conducted as CGC activities were related to this department and it was the first point of contact of the programme personnel. FGDs were held with the members of NCs and CDCs as well as beneficiaries. The evaluator conducted KIIs and FGDs with stakeholders and beneficiaries (see Annex 3) in accordance with the best ethical practice in research, which ensures participants’ anonymity.

Table 4: FGDs conducted

City Stakeholders/ Beneficiaries	Charikar	Herat	Jalalabad	Kabul	Kandahar	Mazar-i-Sharif
Interactions/FGDs with NDC and CDC members	1	2	2	2	2	2
FGDs with male beneficiaries	2	2	2	2	2	2
FGDs with female beneficiaries	-	1	1	1	-	-
Interactions with programme staff	1	1	1	1	1	1

## LIMITATIONS

The poor security situation in the country and cold weather were the major limitations for field observations and interactions with stakeholders, including beneficiaries. Besides, the evaluator had to undergo a three-day Safe and Surge Approaches in Field Environment (SSAFE) training conducted by the United Nations Department of Safety and Security (UNDSS). This training is generally conducted once a month but no SSAFE training was held during the period of the inception mission. The evaluator was given a waiver to visit Kandhar but had to enrol in the training during the field mission. Since the dates of the SSAFE training were not shared beforehand, the training ended up substantially delaying the evaluator’s field visits. Communicating with local stakeholders, including beneficiaries, during the field visits was another limitation. As most of the conversations required translation, the evaluator relied either on a professional translator or programme staff. Ex- CGC social mobilisers accompanied the evaluator was who efficiently managed the interactions and, when required, translated conversations.

## MAIN FINDINGS

### 4.1 ACHIEVEMENTS

The CGC was designed to help poor people meet their household requirements through job creation and to meet the most urgent needs of communities. The CGC programme's achievements show that poor people received wages for the work they did under different sub-projects and that communities improved their environments. Some of the expected indicators were fully achieved, some even highly exceeded the set targets and a few were slightly unachieved.

The findings of some results and their performance rankings are presented below in table 5. The findings are based on interactions with beneficiaries and stakeholders as a review of progress reports and data gathered. Each criterion is ranked on the basis of achievement; i.e. achieved, partly achieved, or not achieved.

Table 5: Achievement ranking

Results	Target	Achievement	Remarks
More inclusive local planning processes and peace-building dialogues by communities for conflict prevention and stabilisation	115 CDC/Nahia and	225 (195.65%)	Highly exceeded
	20 NDCs (10 male and 10 female)	100%	Achieved
	93,750 (50% women/girls) community members reach through peace building dialogue for community cohesion and stabilization	955,278 out of which 54.74% male and 45.26% female	Extremely exceeded
A safer, more secure and inclusive urban environment, infrastructure and public spaces showing stability and building citizens' confidence in local governance and the NUG	1,293,750 people build confidence	2,968,308 (229.43%)	Highly exceeded
	No of CDC/NDC 115	365 (317.39%)	Highly exceeded
	20 NDC sub-projects	100 % completed	Achieved
Poor and vulnerable people, including IDPs and returnees, have the opportunity to earn a modest wage through temporary employment	2,804,880 jobs days	2,750,051 (98.04%)	Slightly not achieved
	13,360 household	21,503 (160.9%)	Exceeded the target
	2000 female	2793 (139.65%)	Exceeded the target
Improved municipal-citizen peacebuilding and conflict prevention to stabilise targeted cities	50 CDC plans; 10 NDC plans; and 10 female NDC plans.	100 %	Achieved
	300 MAB members and municipal staff trained in urban peacebuilding, community development, and inclusive city development	450 (150%)	Exceeded the target
	138 Community Action Plans submitted to municipality and approved	137 (99.27)	Slightly not achieved

Some of the targets identified in the project document were ambitious. For instance, out of the MAB members and municipal staff trained in urban peacebuilding, community development and inclusive city development, 15% were to be women. In fact, just 13% were trained due challenging cultural barriers. Similarly, 2,804,880 job days were targeted out of which only 2,750,051 (98.04%) were achieved. The target set for number of vulnerable households getting job well exceeded (see table 5 above).

The CGC primarily focused on improving state-society relations, stabilising urban environments and creating jobs. It targeted its results accordingly. This combination of outcomes ensured that changes did indeed occur in the programme cities. The programme successfully engaged stakeholders to establish 225 N/CDCs which is approximately double the target. These committees developed 137 community action plans (CAPs) which included prioritised problems and needs and projects. Altogether 450 people were capacitated through series of trainings. The programme emphasised and addressed both structural and non-structural components. It planned and delivered outputs well, thereby improving community confidence and capacity and supporting municipalities in successfully accomplishing 365 sub-projects which highly exceeded the target. The sub-projects included six main categories: sanitation, greenery, city beautification, women, parks upgrading, and road rehabilitation.

The programme was not able to achieve all its targets and a few adjustments had to be made. Some planned activities, including the upgrading of the Kabul river front, were dropped. Although the river front project was designed (a long exercise was conducted to do so, in fact) and the designs were approved, Kabul Municipality recommended upgrading public parks instead. One of the core reasons municipalities upgraded or constructed a park the land grabbers prevalent throughout Afghanistan for seizing the property.

The performance rating of all five evaluation criteria is given below. As the CGC programme performed satisfactorily, the evaluator was not fully assured on sustainability of programme activities.

Figure 5: Rating of performance



4.2

## RELEVANCE

### **Responsiveness to the needs of beneficiaries**

The CGC programme was highly relevant to the targeted groups (beneficiaries) and key stakeholders. Through N/CDCs, it provided jobs to the poorest and most vulnerable of people, especially returnees and IDPs, by involving them in rehabilitating parks, planting trees, collecting solid waste, cleaning canals, sweeping street, and painting curbs. The workers recruited under the programme worked along with municipal staff and thus complemented existing municipal capacities.

A large number of Afghans have returned to Afghanistan from Pakistan and Iran and settled in cities. Many people displaced from their homes by the ongoing conflict have also settled in cities. Many cities have emerged as centres of social and economic empowerment to the urban poor, IDPs, returnees, and other vulnerable groups. During FGDs, members of N/CDCs and communities and labourers confirmed that the activities were aligned with their priorities and needs. The communities themselves identified sub-projects and submitted them to the programme for approval.

### **Alignment with key policies and strategic priorities**

#### **Country priorities**

In terms of national policies, the CGC was in line with the Urban-National Priority Program (U-NPP, 2016–2025) and the Afghanistan National Peace and Development Framework (2017–2021). The U-NPP’s vision is *achieving dynamic, safe, liveable urban centres that are hubs of economic growth and arenas of culture and social inclusion*. This vision is founded on three key pillars: (1) strengthening urban governance and institutions, (2) ensuring adequate housing and access to basic services for all, and (3) harnessing urban economy and infrastructure. The CGC fits within these pillars well: it has contributed to the strengthening of the pillars and thereby to the achievement of the vision of U-NPP.

The CGC contributed to the U-NPP’s overall objective of reducing urban poverty by increasing employment opportunities, especially for youth and women through private-sector investment, and to the improvement and stabilization of local governance. The overall objective of the CGC—*stabilisation of target cities and the Afghan government to bridge the critical juncture between 2016 and 2019*—supports Pillar I of the U-NPP, strengthening urban governance and institutions.

The U-NPP is the product of seamless coordination between key government stakeholders—the Ministry of Urban Development and Housing (MUDH), DMM, ARAZI (Afghanistan Independent Land Authority), Desabz City Development Authority (DCDA), and municipalities. The CGC was implemented in collaboration with two major stakeholders, MUDH and DMM.

The Afghanistan National Peace and Development Framework (ANPDF) is a five-year strategic framework for achieving the nation’s overarching goal of self-reliance and, in doing so, to increase the welfare of Afghani people. It provides coherent high-level guidance to the

government and other stakeholders. The framework commits to building a productive and broad-based economy that creates jobs. In line with this aim, the CGC created jobs and enhanced the urban economy.

Building people's trust in the government and building their confidence provides people with a voice with which to hold the government accountable for delivering good-quality services and governing well through good laws and strong institutions. On the small scale (at the nahia and community levels), the CGC ful-fills the core theme of the ANPDF, which is to allow elected representatives to set priorities, make choices, devise appropriate programmes and deliver concrete outcomes, by enable the elected representatives of N/CDCs to assess their requirements, design sub-projects, and implement those projects in their communities.

During an interview, DMM Mr. Abdul Baqi Popal said that the CGC touched upon the key issues of U-NPP. Though it did not address the planning process, it did support the quick delivery of services, thereby demonstrating the legitimacy of the government. The Government of Afghanistan prioritised tackling poverty, a goal the CGC contributed to by enabling poor and vulnerable families to earn cash.

### **UN-Habitat Strategies**

The CGC was designed to contribute to the achievements of UN-Habitat's Strategic Plan (2014 – 2019) and is aligned with the vision of that plan: *UN-Habitat promotes the stronger commitment of national and local governments as well as other relevant stakeholders to work towards the realisation of a world with economically productive, socially inclusive, and environmentally sustainable cities and other human settlements*<sup>1</sup>. The programme addresses the mission of that strategy, too: *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 urbanisation 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.*<sup>2</sup>

The CGC is also aligned with the specific aim of UN-Habitat's Afghanistan Country Programme: *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* as well as its vision: *prosperous and healthy settlements whose residents can live in security and harmony, while contributing to development.*<sup>3</sup>

### **Donor priorities**

While USAID did not previously have a specific country strategy for Afghanistan, it recently approved a five-year Country Development Cooperation Strategy for Afghanistan (2019–

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<sup>1</sup> UN-Habitat, Strategic Plan 2014-2019, p.8, <https://unhabitat.org/un-habitats-strategic-plan-2014-2019/>

<sup>2</sup> UN-Habitat, Strategic Plan 2014-2019, p.8, <https://unhabitat.org/un-habitats-strategic-plan-2014-2019/>

<sup>3</sup> UN-Habitat, Country Programme Document, 2016-2019, Afghanistan, 2016  
[http://www.fukuoka.unhabitat.org/info/news/pdf/UN\\_Habitat\\_Country\\_Programme\\_Document\\_2016\\_2019\\_Afg\\_hanistan\\_web\\_version.pdf](http://www.fukuoka.unhabitat.org/info/news/pdf/UN_Habitat_Country_Programme_Document_2016_2019_Afg_hanistan_web_version.pdf)

2023) which provides a roadmap for how USAID will design and implement projects and activities going forward: it will focus on long-term, broad-based development in Afghanistan and transition into having a more mature relationship with the Government of Afghanistan. It will prioritise private sector-driven economic growth that creates the conditions for job growth, revenue generation, and social improvements.<sup>4</sup>

Through its Strong Hubs for Afghan Hope and Resilience (SHAHAR) project, USAID seems to be primed to carry forward the CGC's activities. SAHAR is strengthening the capacity of Afghan municipalities to meet citizen-identified service priorities and service delivery needs. The three components of SHAHAR—(1) *assisting the DMM and Kabul Municipality to strengthen municipal governance and build their human and institutional capacity*; (2) *helping municipal institutions to become more resilient, transparent, self-sustaining, and able to effectively meet the needs of citizens*; and (3) *supporting MABs to function as forums for citizens to collectively advocate for their priorities*—could also be seen to pick up from where the CGC left off.

## International Agenda

UN-Habitat's projects and programmes are aligned with Sustainable Development Goal – 11: *Make cities and human settlements inclusive, safe, resilient and sustainable*. The CGC contributed to the following two targets<sup>5</sup> of SDG-11.

- By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management.
- By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities.



The design of programme activities did not take into account harsh seasonal conditions. Very few sub-project activities were carried out during the four winter months between December and March. Though the programme lasted for 36 months, actual work on the ground was carried out for, at the most, 24 months. The other 12 months were either winter months or the holy month of Ramadan, periods when little was done.

## 4.3 EFFECTIVENESS

The main objective of the CGC—*improve state-society relations, urban stabilization and job creation, where urban citizens see municipalities delivering basic neighbourhood services, thus leading to increased hope and government legitimacy*—was achieved. The evaluation concluded that the programme addressed the urgent need for job creation in urban areas and capacitated municipalities in basic urban service delivery to all urban residents. Considering the degree of attainment of the programme's outcomes and results, the evaluation assessed

<sup>4</sup> <https://www.usaid.gov/documents/1871/country-development-cooperation-strategy-afghanistan>

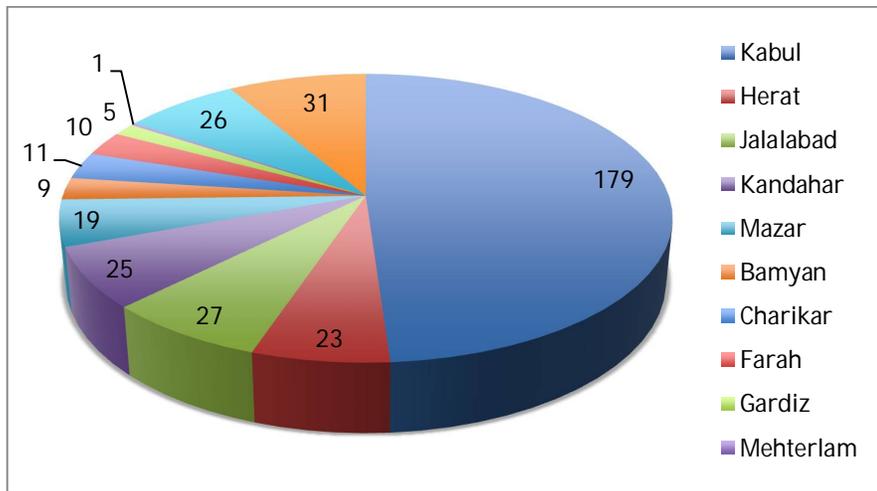
<sup>5</sup> <https://www.undp.org/content/undp/en/home/sustainable-development-goals/goal-11-sustainable-cities-and-communities/targets.html>

the effectiveness of the programme as satisfactory.

### Achievements of activities

The evaluation noted that altogether 366 sub-projects were successfully implemented which exceeded the target. Figure 6 shows the number of projects implemented in all programme cities.

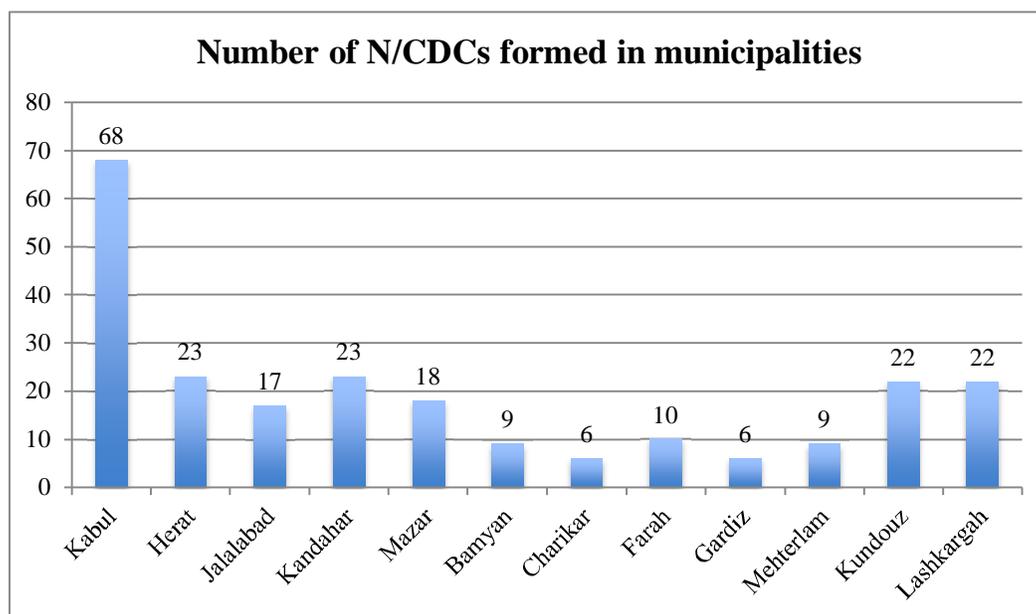
Figure 6: Number of sub-projects implemented in programme cities



Most of the sub-projects (48.91%) were implemented in Kabul, followed by Lashkargah (8.47%), Jalalabad (7.38%), Kunduz (7.10%), Kandhar (6.83%), Heart (6.28%), Mazar-e-Sharif (5.19%), Charikar (3.01%), Farah (2.73%), Bamyan (2.46%), Gardiz (1.37%), and Mehterlam (0.27%).

The CGC programme formed 233 N/CDCs in 12 cities covering 130 districts (see Figure 7). This achievement was almost double than what was targeted.

Figure 7: Number of N/CDCs formed in municipalities

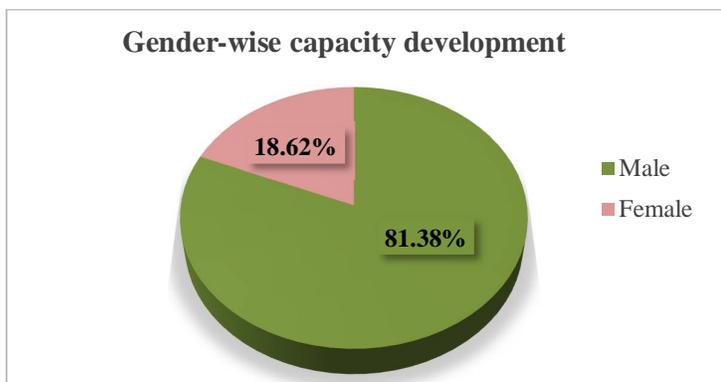


The project also successfully accomplishment job creation for poor and vulnerable peoples with a total of 21,503 people getting temporary jobs. The CGC programme employed 2,793 women labourers despite the fact, in Afghan society, women rarely work outside their home. Though a small proportion (14%) of the total labourers employed, involving women can be considered as a transformative change, especially in smaller cities.

The public space beautification, cleaning and greening projects carried out in the target cities varied, but included the improvement marketplaces, streets and streetscapes, neighbourhoods and city-level public parks as well as cleaning and landscaping along canals and channels.

The project also focused on capacity-building, which it did throughout the duration of the project. The records show that a total of 49,363 people (81.38% males and 18.62% females) were capacitated during programme implementation (see figure 8). The major training topics were community mobilisation, CAP, C/NDC office bearer roles and responsibilities, finance and accounting, procurement and social audit. Members of N/CDCs and other community members were encouraged to participate in training on community mobilisation, financial management, procurement, social audit, social mobilisation, project design, and environmental and social safeguards. These trainings were imparted to strengthen accountability, transparency and decentralised decision-making at the grass-roots levels.

Figure 8: Capacity development



### **Factors that influenced the achievement of the results**

The CGC field team shared their experiences and difficulties they faced in convincing N/CDC members as they were reluctant to carry out sub-project activities voluntarily. While an activity was being carried out, at least four members of a committee had to be actively engaged almost daily. The CGC programme field teams struggled to convince members that they have to work without remuneration. After learning that they needed to volunteer, many community people persisted in requesting that the people they recommended be employed as labourers but when the programme team refused their intentions, many would not participate in or support functioning of the activities. The field team shared that they had to approach the members repeatedly before they were successful in convincing them. They were happy to report that once the sub-project activities started, they did not face any further difficulties. The evaluator noted that the communities were very excited about the work. Considering the impressions of the field team, UN-Habitat decided to work particularly with enthusiastic council members in their subsequent projects. In Jalalabad, one person has repeatedly led various NDCs and is engaged in implementation of other three UN Habitat subsequent projects.

The field team shared that one of the crucial challenges they faced was maintaining the ratio of 30% material and 70% labourers for all sub-project activities. Whenever construction work was increased, the number of job-days proportionately decreased. One example was of canal cleaning, which required more job-days than material and the N/CDCs had difficulties in meeting this ratio requirement.

### **Capacity-building of municipalities and value addition**

The evaluator found that the CGC placed municipalities and communities at the heart of the implementation process. The programme followed the ‘people’s process’ approach, meaning communities select, design, and implement sub-project activities that meet their needs and fulfil their demands. This approach ensured people’s ownership of all activities. The sub-projects had to be approved by the municipalities prior to their receiving funding from the CGC in order to

One community elder in Charikar shared that he does not recall any other projects inviting them to discuss on their needs. It was for the first time they had identified their urgent needs and were happy to be supported by the CGC programme.

ensure a shared commitment was in place. During interactions, the communities expressed their happiness to be given the responsibility for figuring out the most urgent of activities needing the most immediate attention.

### **Quality of results**

The CGC programme selected a good team to implement its activities. The field level staff had cordial relations with beneficiaries and stakeholders and interacted regularly with them. Community members expressed only appreciation for CGC staff members. They said that they were able to accomplish their activities only because of the encouragement and support from the CGC team. The MAB members in Mazar-e-Sharif commended the team, especially the UN-Habitat regional manager, for its role in improving coordination between communities and municipalities. The evaluation also noted that the sub-projects selected for each city were evaluated by the CGC in terms of their potential to achieve the programme's job targets, their financial and technical feasibility, and readiness for implementation in order to ensure that the quality of whatever work was undertaken would be good.

### **Coordination, ownership and partnership**

The mayors interviewed unanimously expressed their satisfaction with the programme activity and considered it as a success. They believed that it provided crucial support to municipalities and benefits to needy people. They shared that people appreciated the programme's leadership and admired its activities. The mayors participated in cleaning and other campaigns themselves and encouraged city dwellers to actively participate too. They have promised to continue implementing the programme's activities and, in a testament to their sincerity, have assigned watchmen to many parks.

Support from the regional office ROAP, efficient management of the country team, and field-based regional teams helped overcome the obstacles to implementing programme activities. The stakeholders, including beneficiaries, said that they were happy with the programme's activities and that the CGC had been instrumental in establishing links between communities and municipalities. The CGC helped to remove waste that had not been removed for many years. Roads were cleaned, and many dumping sites were converted into parks, thereby greening the cities. The sub-projects implemented at the community level were delivered well and most were necessary

Municipality officials during interactions revealed that they were involved from the beginning of the CGC programme and were informed on the activities. Municipality officials, *wakils* (community representatives), MAB members, and nahia representatives met every fortnight to discuss on the sub-projects. The mayors also stated that they were very excited about the programme and that they even briefed the provincial governors about programme activities, a fact that indicates that the highest government representation in any given region was well aware of the programme. Clearly, the CGC was able to establish a strong sense of ownership. The establishment of Afghanistan's first Sanitation Advisory Board is also evidence of the close cooperation between the programme and government, as was mentioned during the meeting at

the DMM in Kabul. The evaluation also noted that members of municipalities and MABs helped to facilitate training for N/CDCs in the project's target areas.

The labourers were given clothes and protective gear such as gloves, masks, helmets, boots, and glasses similar to what municipalities give to their own labourers. By doing so, the programme emphasised that its activities were municipality work, not a separate project activity.

### **Unintended outcomes**

In all cities except for Kabul, women were engaged in awareness-raising activities. They were asked to go from house to house in their communities and pass on messages about water, sanitation and hygiene, solid waste management, and other issues. These women said that the communities had taken the messages very positively and that households implemented what they had taught. Community mobilisers opined that one of the major changes attributable to this campaign was a decrease in the number of sick children in the communities (though there is no supporting data for their claims).

Female workers who were interviewed expressed happiness that they had been able to leave their houses and contribute to the community needs. They considered this a great achievement. In Jalalabad, one park is managed only by women NDC members. A woman supervisor in Herat shared that while initially women had concerns and feared coming out of their houses to work but day by day they gained confidence and soon were very happy working and contributing to their families' incomes.

### **Integration of cross-cutting issues**

The CGC integrated cross-cutting issues such as gender, youth, and climate change. The programme adopted a gender-sensitive approach to maximise women's participation and almost achieved its target to have 15% of all labourers be women (actually 14% women got involved). Keeping in mind the socio-culture of Afghanistan, women labourers were selected to raise awareness in communities. They visited households from door to door and interacted with women about the management of solid waste. The women labourers happily shared that as a result of this effort solid waste is now dumped only in designated locations.

Many of the labourers were youth IDPs and returnees who were eagerly searching for jobs. The programme also contributed to mitigating climate change as well, though indirectly. Heavy rains in many of the programme cities left many communities flooded every year. Once canals and ditches were cleaned, however, the communities revealed that they did not experience inundation even when it rained heavily.

## **4.3 EFFECIENCY**

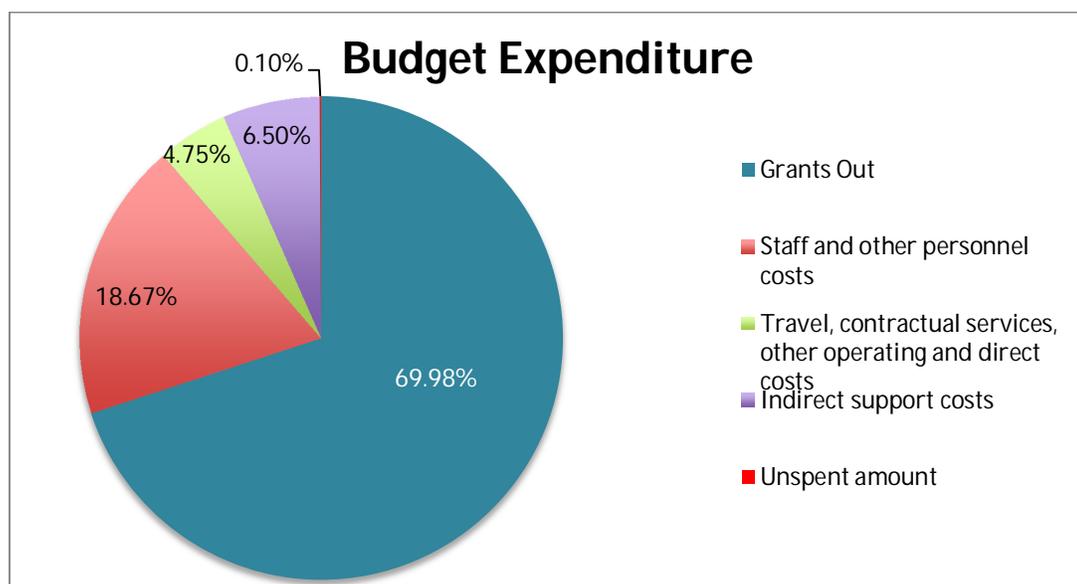
The design of programme activities did not take into account the nation's harsh seasonal conditions, which made it almost impossible to carry out sub-project activities during the four winter months between December and March. Though, the programme lasted 36 months, actual

work on the ground lasted, at the most, just 24 months. The remaining months were lost as they were the months of winter Ramadan, Lowa Jirga, or some other event stymieing action. The reduction in the time available created a lot of pressure to complete the work on time.

A major proportion of the programme was spent through block grants. Communities were encouraged to submit sub-projects, and those which were accepted were funded through the bank accounts of N/CDCs.

Judging by the number of sub-projects implemented and job-days created for the number of labourers hired, the programme was efficient. The CGC targeted USD 24,621,033 as block grants and disbursed USD 24,437,564 (69.98%). The money was disbursed to the councils and eventually spent through sub-projects. The remaining amount of USD 6,518,109 was spent on staff and other personal costs (18.67%); contractual services, equipment, vehicle, furniture, etc. (4.75%); and indirect support costs (6.50%) (see Figure 9 on next page). A minimal amount of USD 33,578 (0.10%) was reported unspent till mid-June but was assured to be spent prior to closure of the project. The evaluation, however, noted substantial over-spending (USD 261,422) on staff and personal costs compared to the planned budget.

Figure 9: Budget expenditure



The sub-projects focused on the activities most needed in the communities, whether that was upgrading parks, removing solid waste, cleaning ditches and canals, or implementing

infrastructural activities. Heads of greenery and sanitation departments said that they though the sub-projects were of crucial importance to the communities but that, due to limited resources, the municipalities had not been able to carry them out. Community and N/CDC members also revealed that the communities were generally unhealthy because solid waste had been dumped haphazardly for several years. In Charikar, while observing the sub-projects, the mayor pointed out marks like those of insect bites on many children and said that he believed they were mainly due to the waste that had piled up for over two decades. The CGC collected the waste, dumped it outside the city, and constructed a park. Many children were observed playing in the park. When they were asked what they thought of the park, they expressed their happiness and thanked the CGC for developing such a nice place.

The evaluation found that N/CDCs utilised the funds in an effective manner. The sub-projects proposed were those that were most needed, and they did target those areas that required support the most.

For each sub-project, the community had to contribute 30%, generally in the form of labour support. However, the N/CDCs during interaction complained that meeting the community contribution was substantially high for them as the labourers needed wages to run their households and felt that they could not afford to work for free. In Mehatlam, the municipality contributed 20% in cash and the community managed a contribution of 10% of the total cost. In Kabul, the municipality transported solid waste, a service which considered the community's contribution. On average, municipalities contributed 26% and communities contributed the in-kind equivalent of 4% in the sub-project cost.

One issue N/CDC members spoke of was payment disbursements, which were made in three instalments, 70% with contract signing, 20% after completing 60% of the work and the last 10% after completing all sub-project activities. There were complaints, especially from labourers, that payments were not timely. Wages were not paid on time as the activities had to secure the endorsements of three parties—the CGC, the municipality, and the community—a process which generally took a long time. Interactions with labourers revealed that such delays in payment made their lives harder as prices of daily consumable commodities increase rapidly and as a result was becoming expensive each day.

Discussion with the project teams in the targeted cities revealed that the community-based approaches adopted by the programme and intensive community mobilisation at the implementation level dovetailed nicely with the anti-corruption policy of UN-Habitat. Another important approach the programme adopted to fight corruption in the administration of N/CDC grants and implementation of sub-project proposals was conducting social audits by the concerned project team after each sub-project was completed. The program team in Mazar city claimed that it was fully aware of the anti-corruption policy followed by UN-Habitat, that it had trained the community in transparent procurement processes, and that it considered governance before approving sub- project proposals and releasing block grants to

The acting mayor of Kandahar shared that President Ashraf Ghani asked all 34 mayors to visit Kandahar to discuss how municipalities could facilitate the programme's activities. Accordingly, all the mayors visited Kandahar twice while the programme was being implemented.

N/CDCs. Another example shared by MAB members is that the salaries of labourers were transferred to them through the bank. The UN-Habitat field team also shared that bank transfers helped reduce the corruption that could otherwise arise during the creation of jobs for poor and vulnerable households.

### **M&E and Reporting Process**

The project document was amended several times, the first when the EU joined the programme. Out of the four expected impacts, one was -- increased private-sector confidence and investment in job creation. Though the CGC originally planned to enhance private-sector confidence and investment in job creation, it was never considered during the implementation. This discrepancy showed a lack of adequate consistency between the strategies proposed early on and the actual implementation of the programme. The CGC developed, maintained, and regularly updated a rich database in Kabul. The Management Information Systems and Monitoring Officer prepared weekly updates as well as quarterly and yearly reports and shared them with donors. The evaluator noted that the quality of the reported results was fair and that they provided an accurate record of achievement. The information was triangulated while interacting with the programme team, beneficiaries, stakeholders, and donors.

Field-level monitoring was carried out by the programme and municipal teams, at times collaboratively and at times independently. Officials in the cities' greenery and sanitation departments were closely involved in implementing and monitoring programme activities. During interaction the Head of Sanitation and Greenery Department of Kabul Municipality shared that they provided some tablets to people who were strangers to the municipality staff and CGC team to take photos of the dumped or transported waste and share them with their department. Immediate actions were taken for such negligence.

The CGC also documented programme activities well. Photographs showing previous and current conditions were taken, and, where parks were built, displayed in the parks themselves. Billboards were displayed in all 12 cities. The programme also documented progress with videos. In the first three months a newsletter was published each month, but later it was converted to online updates on the website as the programme realised the use of paper newsletter had limited circulation.

## **4.4 IMPACT OUTLOOK**

CGC had a direct impact on two fronts: the labourers who carried out programme activities and the cities, which were beautified and supported in removing the long time dumped solid waste. The programme made significant impact on the personal lives of the labourers. The communities that benefitted from the sub-projects also benefited from significantly improved community infrastructures. The workers, mostly poor IDPs and returnees, received money for work. Their wages, in most cases, were virtually the only source of living for these people. All of the consulted labourers shared that they had difficulty earning a livelihood due to the limited number of job opportunities and that the programme had provided them with temporary relief.

At the community level, the CGC accomplished small but important work. For instance, the cleaning of ditches and canals mitigated or eliminated flooding, which in most communities used to damage property and restrict the movements of community members, especially children, women, and older people. The rehabilitation and construction of canals on a big scale also had direct impacts on the beneficiaries. FGDs with members of N/CDCs and community elders revealed that the canals had not been cleaned for several years and were damaged. By removing piled up rubble and repairing canals, communities observed, water was channelled properly during heavy rains and did not result in inundation. The communities state that because of the awareness campaigns conducted by women workers, households had begun to collect waste in designated places, leaving the rest of the environs clean.

Besides helping individuals earn a living, much of the CGC was directed at supporting municipalities in cleaning up and beautifying the environs. KIIs with mayors in six cities revealed that the programme did, as intended, connect people and municipalities. It enhanced interactions among communities and municipalities officials, and, during FDGs, communities revealed that they now know what their municipality is duty-bound to do for them. The mayors professed that they are committed to continuing the activities that the CGC initiated and to restoring the beauty of their cities.

Interactions with MAB members revealed that establishing MABs and electing their members will bring positive results in the future as the members are well connected with the communities and can bridge the distance between communities and municipalities.

The communities stated that they are very aware of the need to protect and maintain their areas. People in Mazar said that they bring water from their homes to water the plants in one local park as there is no electricity or solar panel to operate the water pump in the park. In almost all of the parks the evaluator visited, there were no signs of any damage to plants, lights or benches. The elders shared that they often come to the park to check to see if any vandalism is occurred and to warn users not to damage anything.

### **Unintended impacts**

Developing parks has multiple effects on communities. The green and beautiful parks that can be seen now were, in general, used as dumping sites for many years. The participants in almost all of the FGDs with beneficiaries explained that the areas now occupied by parks used to stink so badly it was difficult for them to pass by. In many instances, the municipalities had to struggle hard to get back public land from land grabbers so that it could establish parks. During the field observation, the evaluator interacted with visitors to the parks. In Shaidayee Park in Herat, a group of women who were having a picnic shared that many members of their communities came to this park and spent time with family and friends though the park is far from their homes and they had to use public vehicles to get there. The women opined that the park is well-maintained and safe to sit in. In a park situated in middle of Herat city, a group of university students were seen engrossed in a discussion about some serious topic. They told the evaluator that they were preparing for their exams and often came to the park to study together. They were happy to have a green and open space in middle of the city and were grateful to the CGC for supporting their communities.

FGDs with communities and KIIs with municipal officials revealed that people believed that the CGC had had a remarkable impact on the communities it served despite the fact that it was a short-term project. The park users opined that in a war-torn country like Afghanistan, green, well-maintained parks cultivate positive thoughts and help mitigate anxieties.

Kandahar Municipality installed solar lights on the edges of Zakhir Shah Canal, a measure that is believed to have reduced the number of accidents in the area. Kandahar University students sit around the protection wall and study in the solar lights during the summer, said respondents. In an interview in Kandahar, NDC members and community elders said that if more opportunities such as those the CGC had brought to their community existed, they would not advise their family members to go abroad. They shared that this programme had brought hope to people. Many labourers expressed happiness that they had learnt new skills while working for the programme, but they would have liked to have had more training during the programme period. Earlier they did not have skills but those who worked for a long period (13 months) learnt skills on the job and became good at tasks like mixing cement with gravel and sand, plastering, and gardening. Almost all expressed confidence in their ability to carrying out the work, and some shared that they had got jobs because of the skills they developed while working for the programme.

During FGDs, beneficiaries (labourers) shared that each month they had worked, they had received the full amount they were informed they would and that they had used the money primarily to meet the basic needs of their families. They also used a portion of the money to repay their debts as they had not gotten regular work earlier and had had to borrow from relatives or friends to run their households. One of the labourers in Kandhar shared that he had started a small business of selling fruits and vegetable on a cart and is making good money from his new business. The NDC members encouraged the labourers to save money and repay the money they had borrowed as well as meet household expenses. With the closure of the sub-project activities, the labourers are now jobless. During interactions with the evaluator, the labourers shared that they go to the market area in search of jobs, which is between 80 and 100 Afghani a day, but rare to find.

The project was fully transparent at all levels, from the sub-project to the regional to the national. The communities proposed sub-projects after holding discussions with community members and then selected the most pertinent activities. The programme team worked closely with N/CDCs. Moreover, the project had a positive impact on communities as participatory decision-making helped to build local governance structures and peace initiatives and community participation in social audits of both project implementation, and financial transactions resulted in transparency and fostered ownership of programme activities.

One community of elders in Charikar said that they were very happy with the CGC but that it had not lasted long enough. One NDC head rated this programme as one of the best projects he had ever come across.

Respondents said that they considered the programme a unique programme, one well-designed to reach poor and vulnerable people. They proudly shared they had witnessed the cleaning of many areas of the city for the first time after a decade or more. So that such noble acts will

continue, they requested that the programme be extended as they believe the municipality alone cannot maintain the activities that the CGC initiated. During the interactions, they insisted that UN-Habitat, through its other projects, too, support the community activities. Many elderly people come to the park and pass their time, it was said. One old man in a park said that he suffers from pain in his knees and that his doctor had suggested that he stay in the sun. He comes to the park daily and meets many new people. He said that he was very happy that the CGC had constructed the park and that it was a good means of passing time pass for him. Children also play in the Charikar park and many women come to the park to walk after prayers at nearby mosques. One woman exclaimed that what was previously a dumping site had become a *jannat* (heaven).

## 4.5 SUSTAINABILITY

While interviewing the Deputy Minister of Municipalities, the evaluator observed that the national-level government had taken ownership of the programme and that the IDLG/DMM was trying to build synergy with it. The municipalities have taken ownership of the CGC in each city and MAB members participated in the programme's implementation from the outset.

The sustainability of the CGC can be considered from two angles: first, the sustainability of the livelihood opportunities for workers, and, second, the sustainability of the linking of communities and municipalities and the continuation of municipal services, including beautification.

The evaluation found that the workers were unable to continue working mainly due to the limited number of job opportunities and thus were unable to sustain their livelihoods. Interaction with workers revealed that almost all of them are jobless and have difficulty earning a living. A limited number, however, managed to save some of the money they had earned under the programme and were able to start their own businesses.

In Charikar, four previous CGC labourers bought a compactor with their savings from their wages while working on sub-projects and now rent it out for use in concrete works. Another previous worker in Heart started a furniture shop with savings from the work he did for the CGC programme.

The evaluator found evidence that the programme built communities' capacity to interact with municipalities and demand municipal services. The most sustainable aspects of the programme revealed during the evaluation were the cleanliness and maintenance of parks and greenery within the city. Every field observation revealed that parks were well-maintained even a year or more after their establishment. Communities raise money and have hired *chowkidars* to take care of and maintain the parks. The parks were neat and clean, seasonal flowers were planted, watering was done on time, and hedges and trees were pruned. It is believed that the CGC increased communities' knowledge about the importance of greenery and parks. During KIIs, municipality officials stated that they would continue to provide municipal services and maintain the beautification initiatives introduced by the programme.

The evaluation noted that MABs function well as a mechanism to link communities and municipalities. Municipal officials appreciated that MABs had been established and said that elected MAB members acted as a bridge between them and communities and provided useful suggestions. The MABs are well-recognised and respected forums that function as forerunners to municipal councils. With support, MABs could provide a sustainable forum for accountability in the future.

A substantial number of the people interviewed, including municipality officials, community members, and labourers, consider the CGC to be the first project to clean and green their city. They opined that whatever money was spent on the activities was well-utilised. In Kabul, NDC members shared that local traders and businessmen had agreed to contribute to the cost of maintaining parks.

All beneficiaries and stakeholders, including the government, demanded that the project be continued, but the donors are not interested in continuing the programme. Interaction with USAID revealed that the CGC was a 'one-time' project and did not align with their most recent priorities.

The evaluator feels that the CGC tried to ensure institutional sustainability by forming N/CDCs and engaging both men and women in developing and maintaining their communities. The evaluator also found evidence that coordination between and among MABs, municipalities and communities was good. The programme maintained good collaboration and coordination with both municipalities and the DMM. The guidance of and support from the greenery and sanitation departments of municipalities were much appreciated by the provincial programme team. Interactions with municipalities made it clear that they have taken ownership of all the programme activities and are committed to continuing to maintain parks and other activities.

A recent wellbeing survey<sup>6</sup> conducted by the CGC programme to measure improvements in the wellbeing, or quality of life, of the labourers employed by the programme and to assess the sustainability of the current work and future employment prospects of these labourers. The survey revealed that 69% belonged to the lowest income quintile, 43% were unemployed prior to their engagement as CGC labourers, and 56% lacked reliable and regular employment. Each labourer, on average, worked for seven months (the range was between one and 13 months) and received 9,605 AFN every month. They spent their earnings mainly on food and groceries (52%), housing and utilities (12%), health (11%), education (7%), transportation (7%), loan repayment (8%), and others (3%). The respondents shared that one of the most significant contributions of their earnings from the CGC was meeting their daily expenses and basic needs, a task which otherwise would have been challenging for them.

The CGC programme conducted a survey about willingness to pay for improved solid waste collection, cleaning, and other services such as parks and green spaces in five districts of Kabul earlier this year (2019). The survey revealed that 77% of households benefited from solid waste collection, over 50% from street cleaning, and 42% from ditch-cleaning services. The survey found that almost half of the surveyed households noticed an improvement in the

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<sup>6</sup> Well-being Survey Report, CGC Programme, 2019

quality of services provided over the last two years of the programme's operation. The survey also found that over two-thirds of households do not pay for services and that those who do pay, on average, AFN 170 per month. The survey discovered that 83% of households are willing to pay a monthly fee of 135 AFN for improved municipality services. The majority (92%) of households would prefer to pay in cash each month. These results mean that the residents consider an improvement in services as an economic commodity and signify their desire for a clean and green environment. This desire is also evident from the fact that the majority (87%) were aware of the adverse effects of poor solid waste management.

The willingness-to-pay report suggests a positive scenario for future solid waste management in Kabul Municipality. If the municipality collects 135 AFN from each household as a monthly solid waste management fee, it could generate over 900 million AFN a year. This amount would be enough to cover the budget constraints which the municipality is facing in extending its coverage of solid waste collection to all households in Kabul city.

Municipal engineers were asked to work closely with the programme team so that they would be able to take up the activities in the future. In addition, the technical and sectoral department of the municipalities were involved in monitoring sub-project activities. After they were complete, parks were handed over to the concerned municipalities, but all municipalities expressed their reluctance to assume responsibility due to the challenges posed by budgetary constraints.

As a small step toward ensuring the sustainability of the parks, community elders are exploring different options. At present, nearby communities voluntarily protect parks. They said that they had planted trees and taken care of the parks. In Kabul, it is not elders but local traders and businessmen who have agreed to contribute to the maintenance parks. Overall, however, communities are finding it difficult to maintain the parks. During an interaction at Shaidayee Park in Herat, NDC members shared that it is very difficult for them to protect the park as there is an IDP camp nearby and people come to the park to collect firewood. They harvest bark or whatever they can get and damage trees and bushes in the process.

With regard to the sustainability of jobs, the willingness-to-pay survey revealed that 55% of the respondents in Kabul asked about their future employment prospects said that they were not sure whether they would get employment once their ongoing work with the CGC was over. The findings from the provinces shows that the 100% of the respondents in Herat and Mazar got employment after their contracts with the CGC were completed, while in Kandahar and Jalalabad, 91% and 49% respectively were unemployed at the time of the survey. The survey reported that 74% of the respondents learned a new skill while working for the programme. However, when they were asked if they wanted to learn yet another new skill, 92% expressed their interest in learning a new skill, such as masonry, plumbing, carpentry, driving, and tailoring.

The project document envisioned that municipalities and nahias would carry forward the job creation initiated by the programme. The mayor of Kabul municipality stated that Kabul municipality would continue to employ the labourers engaged by the GCG to keep the city clean and that it would keep all the street-sweeping and waste-management staff. It would, he said, pay their salaries from the revenue generated by providing services to residents of the

municipality. However, the evaluation did not find any evidence that the programme had prepared an exit strategy or action plan to ease the transition. The mayors interviewed during the evaluation mission shared that all the infrastructure constructed by the programme had been handed over to the municipalities and N/CDCs and that the municipalities would take responsibility for the operation and maintenance of the structures from then onwards.

## CONCLUSIONS

Based on the documents reviewed, field observations, and interviews with stakeholders and beneficiaries, the evaluator concludes that the programme was highly relevant, effective, and efficient for both direct beneficiaries, i.e. labourers and their communities, and municipalities. The programme successfully achieved most of the results and exceeded the target on some and was able to utilise almost 100% of the budget. The evaluation reviewed the programme's activities, outputs, outcomes, and performance. The evaluation focused mainly on the programme's relevance, effectiveness, efficiency, impact and sustainability.

The programme used a participatory process, so communities themselves selected sub-project activities and sought and secured the approval of municipalities. The selection of labourers was transparent, and it was the poorest and most needy people who were selected for work. The CGC established good coordination with the concerned government agency, i.e., DMM, and municipalities were closely consulted.

The programme was appropriately conceptualised and designed based on the needs of the communities and municipalities and was well-planned and well-executed. It supported municipalities in achieving their core agenda—greenery and cleanliness—through N/CDCs and Nahias and involved the poorest strata of the communities, two approaches which contributed to its achievement of good results.

The evaluator believes that the CGC brought about a 'social revolution' through its impacts on the city and society, impacts achieved through activities such as parks, cleaning, greening, and providing jobs to the needy. The elders interviewed in all communities said that it was the CGC that had enabled women and children enjoy greenery. There are parks, they observed, which are open only to women. This measure, it is believed, ushered in social and cultural change. The programme empowered women and they now feel they can come out of their kitchens and households. The changes the CGC brought in were evident: poor people got money to manage their households, communities implemented the most urgent of activities, and municipalities assumed a clean and green look. Involving women as labourers was a transformative change in the Afghan context. Women are now more confident and feel that they can also contribute to their families' livelihoods.

Stakeholders, especially municipalities, expressed a high level of commitment to and ownership of the CGC. However, it will be challenging for the municipalities to continue to maintain the same degree of cleanliness and greenery as was initiated by the programme. Charging city inhabitants for maintaining services is critical, especially as donors are not particularly interested in funding such programmes at present.

The evaluator, however, realized that the reporting system was not highly in order to the result framework of both donors. Each target was reported differently in different documents and was inconsistent.

## LESSONS LEARNT

The programme gave job opportunities to poor and needy people but only for a limited time period and after the end of the programme most of the labourers were left without jobs or income. Some sub-projects, faced with a huge number of job aspirants, were able to provide labourers with work for only a few weeks whereas some provided work for up to 13 months. All labourers felt that the number of job-days were too limited and that now that the activities had been accomplished, they did not have any new job possibilities.

Implementing programme activities through N/CDCs was a good approach. The communities took ownership of the activities and were committed to the restoration work. However, the communities had difficulty in raising their contribution.

The value of involving women as labourers was a good lesson learnt. Though Afghan culture does not allow women to work, the CGC attempted to involve women as labourers. In Kabul women were involved in sweeping the streets whereas in other cities they visited houses and raising awareness on waste management in addition to working as labourers in parks and engaging in other construction activities.

## RECOMMENDATIONS

1. Since programme work is done in collaboration with communities, N/CDCs should be trained to prepare documents, so they extend their own capacity and are not as heavily reliant on the programme team as they were during the programme.
2. Since programme documents were in English, a language N/CDCs found difficult to understand, UN-Habitat should consider translating its documents into local languages.
3. The fact that payments were delayed was repeatedly raised, as were the problems associated with such delays. UN-Habitat should design a payment system that would have only a minimally adversely impact on beneficiaries, especially labourers.
4. Labor stimulus programmes such as CGC should consider building a sustainability plan into the design of the project to ensure that the labourers are provided skill training and receive support them in finding sustainable employment. While designing new programmes, UN-Habitat should include skill improvement and financial support components so that it can provide demand-driven skills to labourers. Municipalities should be strengthened and supported in creating employment opportunities for labourers.
5. Future programmes should consider engaging labourers for an extended period (at least one year) rather than paying daily wages. With longer-term employment, labourers will be able to increase their job-related skills and earn a stable income, thereby developing confidence and learning to plan for a future means of livelihood.
6. The budget allocated for procuring basic equipment for public services such as street sweeping, tree planting, curb painting, and garbage collection require basic tools and

equipment, personal protection equipment, trees, soil, supplementary support for solid waste collection was relatively high. More budget should be allocated to implementation activities.

7. During the planning phase, the project documents could have been merged into one since both EU and USAID were active in the project. It was however, considered as two separate projects and two national project managers were hired to lead each project. It is recommended that, UN-Habitat in future similar projects assigns one manager for both donors to ensure the quality and to maintain consistency.
8. While designing future projects, fragile security situations, harsh weather conditions and other ground realities should be taken into consideration. Besides, the project's duration should be flexible.
9. Community and implementing partner capacity assessments should be conducted before designing any future projects. Besides, rapid assessment should also be conducted, and targets should be set based in the ground reality.
10. It is highly recommended to follow the results framework and maintain consistency in different documents in future projects as it was found that both the EU and USAID final reports did not strictly follow the results framework.

## ANNEXES

## Annex 1: Terms of Reference

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# UN HABITAT

FOR A BETTER URBAN FUTURE \_\_\_\_\_

## VACANCY ANNOUNCEMENT

*Issued on: 18 July 2018*

**United Nations Core Values: Integrity, Professionalism, Respect for Diversity**

### I. Assignment Summary

#### 1. Summary

##### **Programme:**

Organizational Duty Station Functional Title Grade

Starting Date Post Duration Finish date

Deadline

Clean and Green Cities Programme (CGC)

UN-Habitat Home based and mission to Kabul, Afghanistan **Expert, END OF PHASE 1 EVALUATION (CGC) IICA 2** (output basis contract) 15 August 2018 60 work-days over 4.5 months (70% in Kabul and 30% home based; 31 December 2018 - 31 July 2019)

### II. Background

#### 2. Afghanistan's urban context

Afghanistan's on-going urbanization is rapidly transforming the country's demographic, social, cultural, and economic spheres, and presents an immense opportunity for propelling the country towards growth, prosperity and peace- building. The country's urban transition has already commenced with a third of its population residing in urban areas, and by 2060, one in two Afghans will live in cities. This urban transition is occurring alongside significant quality-of- life, economic, and territorial changes which must be adeptly steered for leveraging the benefits of urbanization and minimizing negative externalities.

Afghanistan's urban population is amongst the world's fastest growing with a growth rate of 4% per year. By 2015, approximately 8 million persons lived in the 34 Provincial Municipalities of Afghanistan, with another one to two million in district municipalities. It is estimated that the urban population will

double in the next 15 years. However, the most significant aspect of urban demography is the youth bulge. Over three-quarters of the country's total population is under 35 years, and in urban areas, nearly a quarter of the population was estimated to be between 15 and 24 years in 2012. Over the past decade, urban areas have also provided stable residence to large sections of vulnerable groups, specifically returnees, internally displaced persons (IDPs), and nomadic communities.

Rapid urbanization over the past decade has undoubtedly improved the overall quality-of-life and incomes of large shares of urban residents relative to rural areas. Generally, urban residents have better access to improved drinking water source (71%), sanitation (29%), electricity (95%), literacy rate (54%), and have lower poverty headcount (29%) compared to national averages. On the other hand, serious shortcomings pertain to growing income inequality (29.2 Gini index) and food insecurity (20.3% of population with calorie and protein deficiency) relative to rural areas and national averages. Furthermore, urban areas are experiencing concentrated poverty, which is not evident in the overall national poverty ratio. For instance, even with a relatively low poverty rate of 24%, Kabul province accounts for almost 1.1 million persons living in urban poverty.

In the absence of adequate and effective urban planning, legislative and regulatory tools, Afghan cities have taken the form of unplanned low-density urban sprawl. The most evident pitfall of rapid urbanization has been unplanned urban growth manifested in informal settlements, which account for around 70% of the built-up areas in the cities. It is estimated that one-third of urban population resides in overcrowded dwellings, which when combined with the staggering amount of informal housing demonstrates the urgency to address the critical housing deficit. The most adverse impacts of urban sprawl currently confronting Afghan cities is provision of public transportation, urban services and amenities which become cost prohibitive in low-density urban settings. Another important characteristic of Afghan urbanization is the regional imbalance in development. Specifically, the east, west-central and north-east have consistently lagged behind across all basic services, including health and education. As well, the spatial structure of Afghan cities is unbalanced, with Kabul accounting for 40% of the total urban population.

Urban-based services in Afghanistan contribute more than 50% to the national GDP. The services sector comprising of telecommunication, information technology, transportation, retail trade, is the main contributor to the national economy. Agriculture sector's share in the economy has been declining and currently accounts for a quarter of the national GDP. However, it must be noted that more than 90 percent of manufacturing sector depends on agriculture sector for inputs and raw materials, highlighting the importance of rural-urban linkages. The informal sector, which accounts for 90 percent of the economic activity, is pervasive across all cities. With 40 percent of the workforce considered unskilled there are few avenues for employment besides the informal sector, which is the main driver of employment with 80 percent of the new jobs as day labourers. While underemployment in urban areas is half of the national average, unemployment rate in urban areas (9%) is also higher than national average, reinforcing the skills mismatch and jobs in the informal economy. Youth unemployment (13.6%) and underemployment (23.4%), and low percentages of women in the labour force participation shows the untapped potential of these important human resources.

A rank-size distribution identifies the urban hierarchy and relationship between urban areas of different sizes within a region. Kabul, along with seven other cities, Herat, Mazar-i-Sharif, Kandahar, Jalalabad, Lashkar Gah, Kunduz, and Taloqan, account for 69% of the total urban population in the 34 Provincial Capitals. Kabul has emerged as a primate city with more than a third of the total urban population residing within its municipal boundaries. The regional centres are evenly distributed at regular intervals indicating that a network of cities based on population hierarchies is emerging. In addition, Afghanistan has a network of over 150 municipalities of much smaller population size. These municipalities consist

of 34 'Provincial Municipalities,' which are also the capital of the provinces, and 'District Municipalities,' which are main urban centres in their respective rural districts. Some of these 'District Municipalities,' for instance Spin Boldak, has an estimated population of 120,000 persons, making it the 14th largest city in the country, larger than 21 Provincial Capitals. This urban hierarchy is likely to be stable assuming that there are no dramatic changes in population growth rates of urban areas. Unravelling this pattern shows the social and economic interdependency between the largest urban areas such as Kabul and regional centres with municipalities. Furthermore, it illuminates the need to balance urbanization by increasing policy support in cities in the periphery that are lagging behind.

## **2.1 UN-Habitat**

The United Nations Human Settlements Programme is the United Nations agency for human settlements. UN-Habitat's goals are "well-planned, well-governed, and efficiency cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation. UN-Habitat works through a medium-term strategy approach for successive six-year periods. The current Strategic Plan cover 2014 to 2019. UN-Habitat has offices at regional and country level and implement projects in Afghanistan through its country office and the Regional Office for Asia and the Pacific. 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 and local authorities on various projects which in policy support and institutional capacity strengthening.

## **3. Programme description**

### **3.1 Project rationale**

#### **Clean and Green Cities Programme (CGC): A basic labour stimulus and stabilisation package for nine strategic Afghan cities, Phase 1**

The United Nations Human Settlements Programme, UN-Habitat has supported the Government of Afghanistan to implement Clean and Green Cities Programme Phase 1. It was funded by the European Union and USAID over the duration of two years (October 2016 to September 2018) with a combined budget of US\$29.9 million.

Afghanistan is at a critical juncture. The 'triple transition' of political, security and economic transitions from late 2014 to 2015 was felt even more strongly in 2016. The challenges of urban poverty, unemployment, and socio-economic marginalization are getting worse due to the international drawdown and economic slowdown. Urban poor households, IDPs, and female-headed households are, and will continue to be most affected from these macro-economic changes. Yet global experience has shown that urbanization is a source of development, not simply a 'problem to be solved'. The inevitable and positive urban transition presents both opportunities and challenges given the current form and structure of the major cities. In response, in late 2015 the National Unity Government (NUG) unveiled a 'Jobs for Peace' initiative. This ambitious initiative identified several opportunities to improve the economic stability, harness excess unemployed labor, and strengthen government capacity and legitimacy. The initiative identified major Afghan cities as key hubs in need of stabilization and job creation, which could ensure the poorest and most vulnerable could benefit from economic stimulus to maintain social gains made over the past decade. The 'Clean and Green Cities' programme was designed and implemented as part of the 'Jobs for Peace' initiative.

The 'Clean and Green Cities' (CGC) programme, Phase 1, invested in labor intensive urban clean-up, repair, beautification, and basic solid-waste management activities. The main intent of the programme is to promote the government priorities for : (i) improve well-being of citizens and urban environmental quality, (ii) increased trust between citizens and municipalities and strengthened government legitimacy, and (iii) augmented economic and labor stimulus to the poorest households which will have multiplier effects on the urban economy, and (iv) increased private sector confidence and investment for job creation.

The programme was to be implemented in nine strategic Afghan cities under USAID funding and two additional cities under EU funding. The scope was revised to include another medium city, Gardez under USAID funding. Kabul, the capital is the largest and most strategic in terms of stabilizing the NUG and creating urgent jobs. The four 'Regional Hub' cities (Herat, Kandahar, Jalalabad and Mazar), which play an equally important role in urban Afghanistan as essential hubs of stability in their respective regions (West, South, East and North). Seven other fast growing and strategic cities were also to be included: Charikar, Farah, Bamyán, Meherlam, Gardez, Kundooz, and LashkarGah.

**3.2 CGC Programme Objective:** The Overall Objective of the programme is: "Stabilization of target cities and the Afghan government to bridge the critical juncture in 2016/17" giving sufficient stabilization until the large-scale Urban Solidarity Program (Citizens Charter in Cities) starts.

The programme had a specific objective and two expected results/ accomplishments and associated indicators.:

**3.3 CGC Specific Objective (SO)** is "Improved state-society relations, urban stabilization and job creation", where urban citizens see municipalities delivering basic neighbourhood services, thus leading to increased hope and government legitimacy.

SO1: "No. men and women benefiting from service delivery sub-projects implemented by CDCs and municipalities" Targets: 90,000 people from Component Two projects; and 1.2 million from Component One and Three (25% population) (50% women and girls)

SO2: "No. labor intensive job days created and filled" Targets: 2.5 million job days.

### **3.4 CGC Expected Results and Components**

#### **R1: A cleaner, safer, and healthier urban environment and public spaces;**

1.1: "No. of CDC (Component 2) and Gozar (Component 3) sub-projects designed and implemented to improve urban cleanliness and environment": Target: 40 CDCs and 104 Gozars sub-projects.

1.2: "No. men, women and children reached through public space sub-projects (Component 1): 1.2 million (50% women and girls)

1.3: \*Note: A specific indicator for Component 3 will be developed when sub-projects are known (e.g. "m<sup>2</sup> of public buildings painted"; "Tonnes of solid waste collected")\*

Output 3.1: Cubic meters of solid waste collected Output 3.2: sq. meters of streets swept and cleaned Output 3.3: sq. meters of curbs painted Output 3.4: Cu meters of roadside drains cleaned Output 3.5: sq. meters of trees planted and watering activities

#### **R2: Improved urban and household economies, especially for the poorest and most vulnerable**

### **households through labor-intensive employment.**

2.1: "No. labor intensive job days created" Targets: 2.5 million job days (20% for women and female-headed households).

2.2: "No. extreme vulnerable households benefiting through labor-intensive employment": Target: 10,000 households.

The programme had three components with associated activities, differentiated by their implementation location and approach:

#### **Component 1: Urban upgrading and environmental improvement of high-profile public spaces in five major cities.**

A1.1: Participatory mapping, rapid diagnosis and selection of priority public spaces to upgrade;

A1.2: Sub-project design, development, contracting with a focus on local materials, high-visibility and labor-intensive projects;

A1.3 Sub-project implementation, control, monitoring and evaluation and handover.

#### **Component 2: Labor-intensive neighborhood renewal in four secondary cities**

A2.1: Community Development Council (CDC) and Gozar Assembly (GA) mobilization, registration, training, and action planning;

A2.2: Sub-project design, development, contracting with a focus on local materials, high-visibility and labor-intensive projects;

A2.3 Sub-project implementation, control, monitoring and evaluation.

#### **Component 3: Labor intensive clean-up, repair and maintenance in five major cities**

A3.1: Rapid diagnosis and development of "citywide cleaning and greening strategy";

A3.2: Proposal development and contracting through Gozar Assemblies, with a focus on high-visibility and labor-intensive projects whilst ensuring citywide coverage;

A3.3 Implementation, control, monitoring and evaluation;

### **3.5 Funding and implementation arrangements**

CGC programme was funded with the collective contribution of two donors, USAID (USD26.5 million) and EU (Euro 8 million). The implementation modality under the programme emphasized the "People's Process" approach, where existing community-based organizations were strengthened and new organizations were elected when absent. These grassroots organizations were trained and supported in visioning, design, contracting, procurement, and auditing of programme activities under close supervision of the UN-Habitat staff. 'Community Contracting' between UN-Habitat and community-based organizations were anticipated to increase engagement of citizens with municipalities and enable them to select and prioritize the poorest and most interested to work in the program. More details of implementation arrangement and modalities will be shared through the project document.

### **III. Evaluation Objective, tasks and deliverables**

#### **4. Evaluation mandate, purpose, objectives and scope**

##### **4.1 Mandate of the Evaluation**

The programme evaluation is by the donors, EU and USAID, and is in-line with UN-Habitat Evaluation Policy (2013) and the Revised UN-Habitat Evaluation Framework (2016) that projects of US\$1 million and above should be evaluated at the end of the project by an external evaluator for accountability, performance and learning purposes.

##### **4.2 Purpose, Objectives and Use of the Evaluations**

This is evaluation of the Phase I of the “Clean and Green Cities” programme funded by the EU and USAID. The programme has been extended for another year (June 2019) to target only Kabul municipality under the extension with additional funding. The CGC programme is a two-year programme, and it clearly outlines the intent and purpose of undertaking the proposed evaluation based on the logical framework and focus on outcome level accomplishments. It will be a participatory process and should help build the capacity of government and civil society partners in the region.

The purpose of the evaluation is to provide the EU, USAID, Government of Afghanistan and UN-Habitat with an independent appraisal of the performance of the “Clean and Green Cities Programme (CGC) based on the project document, log frame, outcomes and budget. It is undertaken to assess achievements project performance (in terms of relevance, effectiveness and efficiency) and determine outcomes and impact outlook. It aims at providing evidence of results to meet accountability requirements and promote operational improvements and learning.

The main objectives of the evaluation are:

- i. To assess achievements made towards the expected accomplishments, including the contributions to the public service delivery mandate of IDLG/DMM, target municipalities, and Kabul Municipality;
- ii. To identify lessons learned, especially in technical capacity, institutional coordination including monitoring and evaluation, risk planning, anti-corruption measures and reporting, by the government partners and community-based organizations (CDCs, gozar assemblies, and Nahias), and any adjustments that must be necessary;
- iii. To provide recommendations for strategic, programmatic, and operational improvements for municipal capacity building with emphasis on (i) scaling up of the programme to cover second tier cities, (ii) mode for provision and utilization of external funding support and technical assistance, and (iii) municipal approach for implementation of programme activities.

The key users of the evaluation are as follows:

- i. The US Government through USAID: USAID will use the findings of the evaluation to assess the project’s value for their tax payers funds, and to inform decisions on further support to the urban service delivery and livelihoods sector
- ii. UN-Habitat: The project implementer will use the findings of the evaluation to assess the efficiency and effectiveness of the programme design and implementation methods with a view to improving

results in future programmes

- iii. Government of Afghanistan, specifically the Independent Directorate of Local Governance/ Deputy Ministry for Municipalities (IDLG/ DMM): The programme beneficiary will use the findings of the evaluation to assess the contribution of the programme towards its urban public service delivery, livelihoods, and poverty reduction goals as outlined in the Urban National Priority Programme (U-NPP, 2016-2025) Afghanistan's template for urban reform under the Afghanistan National Peace and Development Framework (ANPDF, 2017-2021).

#### 4.3 Scope and focus

The evaluation will focus on assessing what was achieved by the project including focusing on results and well as activities and outputs delivered during the project period between June 2016 and June 2018 , determine the results contribution to the UN-Habitat overall goals of sustainable development, assess the reasonability of the relationship between project costs and results

#### 4.4 Evaluation Questions based on Evaluation Criteria

The evaluation will use the following evaluation criteria:

- i. Relevance (*responsiveness* to the needs and priorities);
- ii. Effectiveness (*sustainable progress towards* the achievement of expected results);
- iii. Efficiency (how efficiently the project has been implemented in terms of *quality, budget and timeframe*);
- iv. Sustainability (sustainability of project effects resulting from programme activities)
- v. Impact Outlook (*achievements and changes* resulting from the project)
- vi. Cross cutting issues

In order to achieve the main objectives of the evaluation, **the following specific evaluation questions will be answered** (Answers to these questions will include gender disaggregated responses where possible).

##### *Relevance*

- Was this support consistent with the US Government's Country Strategy for Afghanistan? • To what extent was UN-Habitat and USAID-supported work aligned to current national priorities (U-NPP, 2016- 2025, ANPDF, 2017-2021, etc.) and needs and how did it address critical gaps?
- What is the relevance of programme to national stakeholders, municipalities in target cities, communities (nahias, gozar assemblies, community development councils) city residents and the private sector?

##### *Effectiveness*

- To what extent have the expected accomplishments (outcomes) been achieved?; What factors may have affected the effectiveness and implementation of the project?
- What has been the value added of UN-Habitat's technical assistance in terms of the results/outcomes, and how has it impacted the government's capacity building objectives?
- To what extent have monitoring and reporting of the programme been timely, meaningful? Has

USAID been provided with regular, timely and quality progress reports?

- To what extent has the municipal capacity of target cities been developed to fulfill the required urban service delivery mandates?
- To what extent have the recommendations of any government advisors and donors (USAID) been shared and adequately implemented
- Which factors have contributed to achieving or not achieving the expected results (internal and external factors)?
- How effective has the institutional strengthening and coordination mechanisms and partnerships been between programme stakeholders?
- Were various means of ICT (outreach, knowledge and management) used effectively during implementation?

#### *Efficiency*

- To what extent has the project been implemented efficiently in terms of delivering the expected results according to quality standards, in a timely manner, according to the budget and ensuring value for money?
- To what extent is an anti-corruption policy operationalized to adequately address corruption risks and contribute to efficiency?

#### *Sustainability*

- To what extent has the USAID and UN-Habitat support had a catalytic effect in terms of attracting additional development funding commitments either from government or other external sources?
- To what extent has national capacity and ownership of programme deliverables been strengthened through this programme?
- Was an exit strategy implemented for the programme, or continuation activities in case there is a Phase 2 of the project?
- To what extent are the project effects towards building capacity sustainable?
- What factors are affecting or likely to affect sustainability of results?
- What are the prospects for sustainability of the programme outputs/outcomes? (i.e. will the programme benefits last?)

#### *Impact Outlook*

- How have Afghans been affected by the project?
- What are the intended and unintended impacts arising from implementation of the project?
- What are the differing impacts of the project on men and on women, youth and the elderly, internally displaced persons and refugees, if any?
- What changes have been a result of the project e.g. Have any behaviours changed? Have there been positive impacts on livelihoods? Cross cutting issues:
- How were the cross-cutting issues of Gender, Youth, Human Rights and Climate Change applied in the implementation of the project?

- Are there any outstanding examples of how these issues have been successfully applied in the project?

**4.5 Stakeholder participation** It is expected that this evaluation will be participatory and 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 environment for the evaluation and enhance its utilization. Relevant entities from USAID, UN-Habitat, Government of Afghanistan, communities and private sector may participate through interviews, questionnaires or focus group discussions.

**4.6 Evaluation Approach and Methodology** The evaluation shall be independent and carried by UN-Habitat following the evaluation norms and standards of the United Nations System. The main emphasis is placed on project delivery and results, lessons learned and recommendations for the way forward. Finding of the evaluation should be exemplified with evidence-based data emanating from specific contributions. The evaluation will use a range of methods and tools tailored to the national context and to the specific evaluation questions above. The methodology could preferably include some or all of the following: i.Desk review of relevant reference documents; including reports prepared by provinces and districts monitoring monthly and quarterly progress as input into the end term evaluation (CGC programme); ii.A participatory review comprising an interactive two-day workshop where all relevant stakeholders will be invited. iii.Individual interviews - and possibly focus group discussions - with key stakeholders including (but not limited to) representatives from Beneficiaries, Government, Donors, UN Agencies and CSOs; The evaluator will schedule meetings with the key stakeholders mentioned above to discuss their expectations for the evaluation prior to commencement of the exercise. The evaluation field work will involve visits to at least two of the project locations as well as the offices of the IDLG/DMM, Kabul Municipality, USAID and UN-Habitat in Afghanistan. iv.Presentation of final evaluation report. For the inception report the evaluator will describe expected data analysis and instruments and methods to be used. It should also contain an evaluation matrix and outline the Theory of Change of the programme with assumptions and risks. v.The Evaluation report should provide clear evidence for all findings and conclusions. All lessons and recommendations should be clearly linked to the conclusions that they are responding to and should be actionable. The report should sections on evaluation purpose and objectives, evaluation methodology and approach, evaluation findings (achievements/results and performance rating of evaluation criteria), conclusions, lessons learned, recommendations. The report should be no more than 50 pages excluding executive summary and annexes.

## **5. Responsibilities and Accountability**

The evaluation will be managed by the Evaluation Unit in collaboration with the UN-Habitat Country Office in Afghanistan and with the Region Office for Asia and the Pacific (ROAP).

The country office will provide all logistical support, all necessary reference documents to the evaluator, facilitate interviews with stakeholders, and perform any other necessary supporting tasks.

The evaluator will submit deliverables (inception report, draft report and the final report) to the UN-Habitat Country Programme Manager who will share these with GoA counterparts and USAID. The draft inception report and draft report will be shared for review and comments with relevant entities in UN-Habitat, GoA and USAID. Comments will be shared with the evaluator for consideration and revision of reports.

The evaluator’s professional fees, return air ticket and daily subsistence allowance (including accommodation) for the period that will be spent in Afghanistan for data collection and stakeholder interviews will be paid by UN-Habitat from project funds. The evaluator will be expected to be fully self-sufficient in terms of IT equipment, stationery and communication. UN-Habitat will provide office space and in-country transport as required.

All deliverables to be submitted to the UN-Habitat Country Management Team for Afghanistan and to the focal point at the Regional Office of Asia and the Pacific.

#### IV . Competencies

- Promotes UN’s core values and ethical standards (professionalism, integrity, respect for diversity)
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Capability to engage in team-based decision making and lead technical discussions
- Ability to formulate and manage work plans and a self-starter
- Good listener and responsive to views of government counterparts
- Respectful and helpful relations with UN international and national staff

#### V. Required Qualifications

Education	At least a master’s degree in international development, public administration, development economics, municipal governance, project management or related fields;
Experience	Extensive proven evaluation experience. A minimum of 7 years of professional working experience in results-based management specifically in monitoring and evaluation of development projects;
Knowledge and skills	International track record of project evaluation work for different organizations, including in fragile and/or post conflict context; familiarity with the goals of United Nations and UN-Habitat’s mandate;
Personal qualities	Demonstrated ability to deliver quality results within strict deadlines;

## VI. Payment Schedule

Payments shall be made on satisfactory completion of work and submission of reports as certified by the (Country Program Manager and CGC Programme Managers) on the following schedule of deliverables:

Payment	Deliverable	Amount (%)
1	Inception report	20%
2	Draft evaluation report	50%
3	Final evaluation report	30%

The lump-sum amount will be “all-inclusive” i.e. the contract price will be fixed regardless of any changes in any of the cost components. The evaluator’s subsistence allowance (to be calculated as Kabul DSA at UN rates for each night spent in Kabul), cost of air tickets and terminal expenses will be paid separately and according to applicable UN rules and regulations.

## 10. Important documents

The following is a list of important documents that the evaluator will be required to read at the outset of the evaluation assignment (the documents will be provided by UN-Habitat):

- Programme document
- Programme progress reports
- Annual work plans for key GoA partners
- Programme financial reports
- Urban National Priority Programme
- Afghanistan National Peace and Development Framework
- USAID Country Strategy
- Relevant UN-Habitat reference documents including evaluation reports
- UN-Habitat Evaluation Manual

## VII. Travel & Logistics

### International Travel

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

### Local Transportation

Local transportation around Kabul and to the provinces will be arranged and covered by UN-Habitat.

### Travel Advice/Requirements:

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

### Reporting Arrangements:

The evaluation consultant will report on day to day basis to the Country Programme Manager and CGC Programme Managers, UN-Habitat Afghanistan.

The application should comprise:

- Completed UN Personal History Form (P11). Please download the form (MS- Word) from UN-Habitat/ROAP-vacancy website: [www.fukuoka.unhabitat.org](http://www.fukuoka.unhabitat.org)
- A Statement of Interest (cover letter) for the position and CV. Full resume, indicating the following information: Educational Background (incl. dates) Professional Experience (assignments, tasks, achievements, duration by years/ months) **All applications should be submitted to:** UN-Habitat Regional Office for Asia and the Pacific ACROS Fukuoka, 8th Floor 1-1-1 Tenjin Chuo-ku, Fukuoka, 810-0001 Japan [habitat.fukuoka@un.org](mailto:habitat.fukuoka@un.org) Please indicate the Post Title: **“VA#47 AFG CGC ETR”** in your e-mail subject. Please note that applications received after the closing date stated below, will not be given consideration. Only short-listed candidates whose applications respond to the above criteria will be contacted for an interview. The fee will be determined according to the qualifications, skills and relevant experience of the selected candidate. In line with UN-Habitat policy on gender equity, applications from female candidates will be particularly welcome.
- **Deadline for applications:** 31 July 2018 Due to a large number of applications expected, only short-listed candidates will be contacted. The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs. (Charter of the United Nations - Chapter 3, article 8).

## Annex 2: Evaluation Matrix

Evaluation criteria	Guiding questions	Data source	Methods of data collection
1. Relevance	Was this support consistent with the US Government's Country Strategy for Afghanistan?	UN- Habitat Senior management, USAID, and EU	Interviews in person or Skype (EU)
	To what extent was UN-Habitat and USAID/EU supported work aligned to current national priorities (U-NPP, 2016-2025, ANPDF, 2017-2021, etc.) and needs and how did it address critical gaps	UN- Habitat Senior management, USAID, EU, IDLG/DMM	Interviews in person or Skype (EU)
	What is the relevance of programme to national stakeholders, municipalities in target cities, communities (nahia/ community development councils) city residents and the private sector	IDLG/DMM and Municipality	Interviews
2. Effectiveness	To what extent have the expected accomplishments (outcomes) been achieved	Programme team	Review of progress reports and interviews
	What factors may have affected the effectiveness and implementation of the project?	UN- Habitat senior management, Programme team	Review of progress reports and interviews
	What has been the value added of UN-Habitat's technical assistance in terms of the results/outcomes, and how has it impacted the government's capacity building objectives?	IDLG/DMM, Municipalities	Interviews
	To what extent have monitoring and reporting of the programme been timely, meaningful? Has USAID been provided with regular, timely and quality progress reports?	Programme senior management, USAID, EU	Interviews
	To what extent has the municipal capacity of target cities been developed to fulfill the required urban service delivery mandates?	Beneficiaries, Municipalities	Interviews with Mayors and FGD with beneficiaries
	To what extent have the recommendations of any government advisors and donors (USAID/EU) been shared and adequately implemented	Programme team and government agency (mayors, IDLG/DMM)	Interviews

	Which factors have contributed to achieving or not achieving the expected results (internal and external factors)?	Programme team, Municipalities	Interviews
	How effective has the institutional strengthening and coordination mechanisms and partnerships been between programme stakeholders?	IDLG/DMM, municipal staff and N/CDCs	Interview and FGDs with Nahia and CDC members
	Were various means of ICT (outreach, knowledge and management) used effectively during implementation?	Municipalities	Interviews
3. Efficiency	To what extent has the project been implemented efficiently in terms of delivering the expected results according to quality standards, in a timely manner, according to the budget and ensuring value for money?	Programme team, Municipalities	Progress reports, interviews and site observations
	To what extent is an anti-corruption policy operationalized to adequately address corruption risks and contribute to efficiency?	Programme senior management	Interview
4. Sustainability	To what extent has the USAID/EU and UN-Habitat support had a catalytic effect in terms of attracting additional development funding commitments either from government or other external sources?	Municipalities, IDLG/DMM	Interviews
	To what extent are the project effects towards building capacity sustainable?	Beneficiaries and Municipalities	Interviews and FGD with beneficiaries
	To what extent has national capacity and ownership of programme deliverables been strengthened through this programme?	Municipalities, IDLG/DMM	Interviews
	Was an exit strategy implemented for the programme, or continuation activities in case there is a Phase 2 of the project?	Programme senior management	Document review and interviews
	What factors are affecting or likely to affect sustainability of results?	Beneficiaries and Municipalities	FGDs and interviews
	What are the prospects for sustainability of the programme outputs/outcomes? (i.e. will the programme benefits last?)	Beneficiaries and Municipalities	FGDs and interviews
5. Impact outlook	How have Afghans been affected by the project?	Beneficiaries and Municipalities	FGDs and interviews
	What are the intended and unintended impacts arising from implementation of the project?	Programme team and benefices	Interviews and FGDs
	What are the differing impacts of the project on men and on women, youth and the elderly,	Beneficiaries and Municipalities	FGDs and interviews

	internally displaced persons and refugees, if any?		
	What changes have been a result of the project e.g. Have any behaviors changed? Have there been positive impacts on livelihoods?	Beneficiaries and Municipalities	FGDs, interviews, and site observations
6. Cross cutting issues	How were the cross-cutting issues of gender, youth, human rights and climate change applied in the implementation of the project?	Municipalities and beneficiaries	Interviews and FGD
	Are there any outstanding examples of how these issues have been successfully applied in the project?	Programme team	Interviews
7. Best Practices and lessons learned	What are the best practices documented and to what extent the best practices replicated in the next phase.	Programme team and progress reports	Progress reports, and interaction with beneficiaries

### Annex 3: List of people met for the evaluation

Activity	Name	Designation
CGC Kabul team	Rajakumar Gollamandala	Project Manager
	Haji Mohammad Hamidi	National Programme Manager
	Hamid Samim	National Programme Manager
	Mohammad Farid Rahimi	Senior Engineer
	Sunita Naser	Deputy Project Manager
	Amin Jan Alizad	JCM
	Ghullam Sakhi Mohebi	M&E/MIS Reporting Officer
	Mohammad Ahsan Saadat	Communication Officer
CGC Kandahar team	Saeyd Nader Shah Zgham	Provincial Manager
	Tela Mohammad	Team Leader
	Ghulam Hazarat	Engineer
	Humoyaun	Job Component Manager
	Abdullah Qawi	Social Organizer
FGD with workers in Kandahar	Khan Mohammad	Worked as a sweeper
	Abdullah	Worked as a solid waste collector
	Islamuddin	Worked as a sweeper
	Esmotullah	Worked as a curb painter
	Atiqullah	Worked as a ditch cleaner
	Shawali	Worked as a sweeper
	Mohammad Mussa	Worked as a curb painter
	Niamatullah	Worked as a sweeper
FGD with NDC members in Kandahar	Haji Ghani	Head, NDC - 9
	Haji Raj Mohammad	Treasure, NDC – 9
	Mohammad Mohasin	Member, NDC – 9
	Haji Noor Mohammad	Member, NDC – 9
	Nakib Ullah	Member, NDC – 9
	Edreess	Head, NDC - 12
	Haji Hayatullah	Deputy Head, NDC – 12

	Dost Mohammad	Secretary, NDC - 12
FGD with female workers in Kandahar	Shafiq	Worked for awareness raising on solid waste management and WASH in the communities
	Hadisha	Worked for awareness raising on solid waste management and WASH in the communities
	Naziba	Worked for awareness raising on solid waste management and WASH in the communities
Kandahar Municipality	Mohammad Nasim Rajai	Deputy Mayor (Acting Mayor as the Mayor Mr Roshan Wolasmal appointed as Deputy Minister of Ministry of Urban Development and Land by President HE Ashraf Ghani)
	Hasanullah Ejwaad	Head, Technical and Sectoral Department, Kandahar Municipality
FGD with N/CDC members in Kabul	Sarwar Khan	CDC - 16
	Abdul Matin	CDC - 16
	Abdul Rahim	Head, CDC - 16
	Abdul Razog	CDC - 16
	Nazia	NDC
FGD with CDC members in Kabul	Zakria	Treasurer, CDC - 15
	Abdul Haadi	Procurement member, CDC - 15
	Aiwaz Khan	CDC - 15
	Zomarai	Head, CDC - 15
	Muzgan	Treasurer, NDC
	Sarwar Khan	CDC - 14
	Samsul Raheman	CDC - 14
	Abdul Raheman	CDC - 14
	Haji Hamid	Head, CDC – 14
Sanitation Department, Kabul Municipality	Ahmed Behzad Ghyasi	Director of Sanitation Services
	Mer Abdul khalil	Head of NDC - 1
	Rasol dad	Cashier, NDC – 1

FGD with NDC members in Charikar city	Meer Far had	Head of NDC - 2
	Q Tora	Member of NDC - 2
FGD with laborers in Charikar city	Abdul karim	Labour, Greenery Park
	Yaseen	Labour, Greenery Park
	Ab Moqim	Labour, Septic/manhole excavation
	Aisa khan	Labour, Septic/manhole excavation
	Baryali	Labour, Septic/manhole excavation
	Mansor	Labour, Side walk PCC
	Besmallah	Labour, Side walk PCC
	Haji Nasrulla	Carpenter, Side walk PCC
	Shafiqullqh	Skilled labour, Side walk PCC
	Momen shah	Skilled labour, Pond / stone masonry wall
	Bulbul shah	Pond
Charikar Municipality	Khaja Rohollah Sediqi	Mayor
Charikar city ex project team member	Eng Haroon Sediqi	Component Manager
	Dr Shamsuddin	Social Mobilizer
	Haji Aman	Social Mobilizer
Herat Municipality	Ahmed Shah	District Engineer, PD – 1 and representative of Heart Municipality as the it was on strike and no access
Heart Beneficiary (kids playing in a school compound)	Abdul Qaim	Principal, Khoju Abdula Ansari High School
FGD with CDC members in Heart	Ghulam Mohammad	Head of CDC7
	Wasah	Head of CDC2
	Aidi Mohammad	Treasurer of CDC2
	Mohammad Musa	Head of CDC5
	Rafhat -	Head of CDC
	Nasir Ahmad -	Treasurer
	Wakeel Ahmad	Member of CDC
Interview with women supervisor in Herat	Sajeda	Labor and Supervisor

FGD with laborers in Herat	Amam Alldin	Labour
	Mohammad Shah	Labour
	Naser	Labour
	Baha Wlldin	Labour
	Abdul Qaiom	Labour
	Abdul Latif	Labour
	Mohammad Naser	Labour
	Abdul Khaliq	Labour
	Golab	Labour
	Rustam	Labour
	Mohasen	Labour
	Abdul Qadir	Labour
	Mohammad Awez	Labour
	Fazel Ahmad	Labour
	Bahbod	Labour
	Ghaus Alldin	Labour
	Abdul Rasol	Labour
	Abdul Ghani	Labour
	Ghulam Rasol	Labour
Interaction with Mazar-i-Sharif Municipality	Abdual Haq Khurani	Mayor
	Atiquallah Wabzada	Deputy Mayor
	Ziaual Haq Atae	Head of Sanitation and Greenery Department
	Kamaruddin Sharukhi	Deputy Chief, Municipal Advisory Board
	Mohammad Naseem	Secretary, Municipal Advisory Board
UN Habitat and previous CGC Mazar team	Mohammad Hakim Hafizi	Provincial Manager
	Saueed Jawid Farrahmand	Previous Component Manager
	Noor Mohammad	Previous Social Organizer
FGD with CDC members in Mazar	Haji Rahman Birdi	Chairman, CDC - 150
	Haji Zukrillah	Member, CDC - 150
	Sayed Latfullah	Member, CDC - 150

	Haji Jabbar	Member, CDC - 150
	Golam Sakhi	Member, CDC - 149
	Lal Mohammad	Member, CDC – 149
	Ahmad Zia	Member, CDC - 149
	Aji Farman	Treasurer, CDC – 149
FGD with labors in Mazar	Mohammad Yunus	Labour
	Haji Abdul Wasir	Labour
	Sayed Iqbal	Labour
	Omid	Labour
	Khair Mohammad	Labour
	Mustafa	Labour
	Shir Aga	Labour
	Armin Shah	Labour
	Dil Aga	Labour
	Ahmaddullh	Labour
	Mohammad Din	Labour
	Hashmatullah	Labour
	Sayid Muhsen	Labour
	Mohammad Wasir	Labour
FGD with NDC members in Mazar	Abdul Wahid	District Manager, NDC - 2
	Haji Mohammad Ebrahim	Head, NDC – 2
	Mahammad	Member, NDC – 2
	Fazil Haq	Member, NDC – 2
	Abdul Haq	Member, NDC – 2
	Basir Ahmad	Member, NDC – 2
	Haji Mohammad Yunus	Treasurer, NDC – 2
FGD with NDC labors in Mazar	Rajab Shah	Labour
	Quarban	Labour
	Mohammad Arif	Labour
	Ruahiajan	Female labour
	Shari Fa	Female labour

	Tahira	Female labour
FGD with CDC members in Mazar	Mohammad Akram	Head, CDC – 155
	Haji Mohammad	Treasurer, CDC - 155
	Dawood Khan	Member, CDC – 154
	Mohammad Nasir	Head, CDC - 154
	Maharam	Ex Supervisor, CGC project
FGD with CDC labors in Mazar	Noor Mohammad	Labour
	Mohammad Rasul	Labour
	Namidullah	Labour
	Sultanali	Labour
	Baba Khan	Labour
	Abdir Mohammad	Labour
	Ahatuaalh Mohammad	Labour
	Shir Mohammad	Labour

## Annex 4: Questionnaires for interviews and FGDs

### Questions for Government – IDLG/DMM

1. What is your over all impression on the project implementation and selection of activities?
2. To what extent was CGC work aligned to current national priorities (U-NPP, 2016/2025, ANPDF, 2017-2021, etc.) and needs and how did it address critical gaps?
3. What is the relevance of programme to national stakeholders, municipalities in target cities, communities (Nahia/community development councils) city residents and the private sector?
4. What has been the value added of UN-Habitat's technical assistance in terms of the results/outcomes, and how has it impacted the government's capacity building objectives?
5. To what extent have the recommendations of the government adequately implemented?
6. How effective has the institutional strengthening and coordination mechanisms and partnerships been between programme stakeholders?
7. To what extent has national capacity and ownership of programme deliverables been strengthened through CGC programme?
8. To what extent has the CGC support had a catalytic effect in terms of attracting additional development funding commitments either from government or other external sources?
9. Were you briefed on the project progress, how was it done, through reports and briefing or other means? Were you satisfied with the reporting and were they on time?
10. Did you suggest any changes on the project activities or implementation modality?
11. Do you consider for subsequent phases of this project similar activities could contribute in GoIRA's efforts of clean and green cities?

### Questions for Municipality Mayor/Deputy Mayor

1. How were the selection of priority public spaces to upgrade made, were you or municipality involved? Could there have been other priority activities than what the project has done?
2. What is the involvement of municipality in CGC?
3. How do you plan to continue the activities after CGC is completed and you have been handed over? Would you take this labours?
4. Was the municipality involved in monitoring of project activities?
5. What were the municipality roles in this project?
6. Have you interacted with the N/CDC members and labours, what is their reaction on the activities of the project?

### Questions for N/ CDC members

1. What was your group role in this sub-project?
2. How did you select this sub-project, whom did consult?

3. What would you continue the activities after the project is over? Do you think you can mobilize local and maintain the work?
4. How do people feel on the activities of the project? Could there have been any other priorities?
5. How did you recommend people to work in this project?

#### **Questions for local beneficiaries/laborers**

1. Are you happy with the project work?
2. How were you selected to work for this project?
3. What did you do with the money you got from working for this project? If you know of other friends, share it.
4. What would you do after the work is over?
5. Did the project made any difference in your and your family lives?
6. What were the difficulties of your duties? Was cleaning the streets difficult for females or their family members?

#### **Questions for donors – EU and USAID**

1. What is your over all impression on the project implementation and selection of activities?
2. Was this support consistent with EU/USAID's Country Strategy for Afghanistan?
3. To what extent was UN-Habitat and EU/USAID supported work aligned to current national priorities (U-NPP, 2016-2025, ANPDF, 2017-2021, etc.) and needs and how did it address critical gaps?
4. To what extent have monitoring and reporting of the programme been timely, meaningful? Has EU/USAID been provided with regular, timely and quality progress reports
5. Did USAID/EU Delegation personnel make any field visits and conducted monitoring while the project activities being implemented?
6. Do you recall suggesting any changes on the project activities or implementation modality?
7. Were you briefed on the project progress, how was it done, through reports and briefing or other means? Were you satisfied with the reporting and were they on time?
8. Do you consider for subsequent phases of this project or supporting a similar project?

## Annex 5: Field observation schedule

Date	Activities
12 December 2018	Initial interaction with CGC team and understanding of the programme
13 – 17 December 2018	Document review, tools developed (checklist for FGD and interviews)
18 – 20 December 2019	Field visit to Kandahar
23 December 2019	Meeting with Kabul programme team and site visit to park and interaction with N/CDC members and labourers
24 December 2019	Attended public audit, interacted with CDC members and observed work in the park
26 - 27 December 2019	Interaction with CGC monitoring team and communication team
30 – 31 December 2019	Inception report writing
2 January 2019	Inception report writing
25 February 2019	Planning meeting with CGC team
26 – 28 February 2019	Interaction with CGC monitoring team and information review
3 – 5 March 2019	Information review
6 March 2019	Meeting at Sanitation Department, Kabul Municipality
7 March 2019	Document review
10 March 2019	Document review and interaction with programme team
11 – 13 March 2019	SSAFE training
14 March 2019	Field planning
17 – 18 March 2019	Report (introduction section) writing
19 March 2019	Field visit to Charikar
20 March 2019	Report (introduction section) writing
21 March 2019	Skype meeting with HQ Evaluation Officer
24- 27 March 2019	Field visit to Heart
15 – 16 May 2019	Field planning and quarterly report review
19 – 20 May 2019	Field visit to Mazar-e-Sharif
21 – 23 May 2019	Field visit to Jalalabad
26 – 30 May 2019	Report writing and presentation