



MID-TERM EVALUATION OF THE MUNICIPAL GOVERNANCE SUPPORT PROGRAMME (MGSP), 2015 –2021

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2015 –2021**

JUNE 2020

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ACKNOWLEDGEMENTS

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ACRONYMS AND ABBREVIATIONS

Afs	Afghan Afghani
ANPDF	Afghanistan National Peace and Development Framework
ARAZI	Afghan Land Authority
AUPP	Afghanistan Urban Peacebuilding Programme
CBMSP	Community-Based Municipal Support Programme
CC	Citizens' Charter
CCNPP	Citizens' Charter National Priority Programme
CFA	City for All
CDC	Community Development Council
CIP	Capital Investment Plan
DMM	Deputy Ministry of Municipalities
EU	European Union
EUR	Euros
FOAC	Future of Afghan Cities Programme
FGDS	Focus Group Discussions
GA	Gozar Assembly
GDMA	General Directorate of Municipal Affairs
GIS	Geographic Information Systems
GOIRA	Government of the Islamic Republic of Afghanistan
HQ	Headquarters
IDLG	Independent Directorate of Local Governance
KIIS	Key Informant Interviews
KM	Kabul Municipality
KSP	Kabul Solidarity Programme
KSMNP	Kabul Strengthening Municipal Nahias Programme
M&E	Monitoring and Evaluation
MFG	Municipal Finance and Governance
MGSP	Municipal Governance Support Programme
MGSPI	Municipal Governance Support Programme Phase 1
MGSPII	Municipal Governance Support Programme Phase 2

MOU	Memorandum of Understanding
MSC	Most Significant Change
MTE	Mid-term Evaluation
MUDA	Ministry of Urban Development Affairs
MUDH	Ministry of Urban Development and Housing
MUDL	Ministry of Urban Development and Land
NPP	National Priority Programmes
NSP	National Solidarity Programme
OC	Occupancy Certificate
OO	Overall Objective
ROAP	Regional Office for Asia and the Pacific
SC	Steering Committee
SDGS	Sustainable Development Goals
SMAF	Self-Reliance through Mutual Accountability Framework
SMAP	Strategic Municipal Action Plan
SNAP	Strategic Nahia Action Plan
SO	Specific Objective
TOR	Terms of Reference
UN	United Nations
UNEG	United Nations Evaluation Group
UN-HABITAT	United Nations Human Settlements Programme
UNPP	Urban National Priority Programme
UNSDF	United Nations Sustainable Development Framework
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

PROGRAMME AND CONTEXT OF THE EVALUATION

This midterm evaluation assessed UN-Habitat Afghanistan's Municipal Governance Support Programme (MGSP) that started in September 2015 and is scheduled to end in January 2021. The programme is funded by the European Union (EU) with a budget of EUR 27,375,000. The programme's overall objective is to "improve stability and stimulate local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state."¹

The programme's specific objective is to "increase sustainable municipal revenues and strengthen urban management for inclusive service delivery and local economic development."² The three main results are: (1) Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/finance, (2) Improved municipal service delivery and strengthened 'social contract' between citizens and municipal authorities, and (3) Improved enabling environment for municipal governance, local economic development and service delivery.

The targeted municipalities are being supported to collect *safayi* tax from each registered property. The registered and paid up properties are then be issued with land occupancy certificates. It is envisioned that this these actions will improve land management, that is, increase tenure security and reduce land grabbing, as well as expand the potential municipal tax base. This programme recognises that more is required than simply raising revenues.

Afghan Municipalities need to strengthen their "human and institutional capacities to collect and spend revenues in a more transparent, accountable and inclusive manner."³ This is being done through on-the-job training and mentoring to municipal staff in municipal finance and revenue management.

MGSP will provide matching block grants to Municipalities and Gozars⁴ to (1) act as a catalyst toward implementation of the strategic plans, (2) build the capacity of municipal finance, engineering, service departments in sub-project planning, design, implementation and monitoring, and (3) act as a motivation for the collection of *safayi*⁵ tax. The grants will be released when specified tax collection targets are attained. To improve national policies, legislation and guidelines for scale-up and replication in other cities, MGSP will also strengthen the enabling environment for municipal governance by providing technical support to central government-level authorities, including the General Directorate of Municipal Affairs (GDMA), the Afghan Land Authority (ARAZI), and Ministry of Urban Development Affairs (MUDA).

EVALUATION PURPOSE, OBJECTIVES AND SCOPE

The mid-term evaluation was mandated by the EU (donor) and is in line with the UN-Habitat Evaluation Policy (2013) and the Revised UN-Habitat Evaluation Framework (2016) that recommend projects of four years duration and more to carry out mid-term project evaluation. As stated in the ToR, the purpose of this mid-term

1 UN-Habitat, MGSP, Addendum No. 2 to Delegation Agreement, 21 December 2017

2 Ibid.

3 UN-Habitat, MGSP, Grant Application Form, 4 Sep 2015

4 A 'Gozar' is an administrative unit between the Community Development Council (CDC) (200-250 households) and the Police District (PD). It typically has between 3-5 CDCs, thus approximately 1,250 households. See, for example, UN-Habitat, Urban Solidarity, Discussion Paper #2, December 2014

5 Safayi tax is similar to property tax in Afghanistan. It is based on assessed property value. In principle safayi tax (sanitation fee) is collected by Municipalities to cover the cost of certain services such as solid waste collection and street cleaning. Sources: UN-Habitat (2015) Managing Land, Mobilising Revenue, 2015, <https://unhabitat.org/managing-land-mobilizing-revenue-strengthening-municipal-finance-and-land-administration-through-property-registration-and-taxation> and Government of Afghanistan, IDLG, Safayi Mahsool Regulation, Guidelines for Safayi Taxation, 2012,

6 UN-Habitat, Terms of Reference, Mid-term Evaluation of the Municipal Governance Support Programme (MGSP), 4 October 2019

evaluation is to, “review project progress towards objectives and results, and take corrective action where required.”⁶ The evaluation determines what is working, not working and the reasons for this. It will assess the project’s progress towards achieving the project’s objectives at expected accomplishments.

The mid-term evaluation is an independent appraisal of the performance of the programme. It will contribute to accountability and learning. It will be used by the EU, Government of Afghanistan (GoIRA), UN-Habitat and staff involved in planning and implementation of the programme to understand how the programme is working, how it produces the results, and how to adjust where needed. The mid-term evaluation will identify lessons learned and propose practical recommendations for follow-up during the remaining period of the project.

This evaluation covers the period from September 2015 to January 2020. The mid-term evaluation is expected to assess results/achievements made so far, performance, risks/challenges and opportunities through an in-depth evaluation of completed and on-going activities of the project. It will include all aspects of cross cutting issues of gender equality, human rights approach, youth and climate change.

METHODOLOGY

This mid-term evaluation was conducted by two independent consultants, Dr Stephen Van Houten (International Lead Evaluator) and Mr Mohammed Ibrahim (National Evaluator), in close consultation with, the Regional Office for Asia and Pacific (ROAP), and the UN-Habitat Country Office Afghanistan. The evaluation managed by the UN-Habitat Independent Evaluation Unit and carried out following the United Nations Evaluation Group norms and standards of the

United Nations System and the best practices in the evaluation field. The evaluation was carried out between December 2019 and May 2020.

The evaluation used Theory of Change and a variety of multi-faceted and mixed design methods to collect information during the evaluation. These methods are participatory, inclusive and target group sensitive, and they ensure that gender considerations are integrated in data collection and analysis methods. Ethical standards were considered throughout the evaluation to ensure stakeholder groups were treated with integrity and that data was treated confidentiality. These methods included a desk review, log frame analysis, key informant interviews (KIIs), focus group discussions (FGDs), consultations, questionnaires, and validation workshops.

The evaluation field work involved visits to project locations as well as consultations with the EU, USAID, UN-Habitat (Afghanistan, ROAP and HQ), municipalities, and key GoA stakeholders (MUDL/ARAZI and IDLG/DMM). Data was collected from all 11 municipalities. KIIs, FGDs and site visits were held in 7 of the 11 municipalities. The remaining four municipalities (Enjil, Farah, Mirbachakot and Nili) were not directly accessible because of insecurity. Remote consultations and FGDs were conducted with these four team leaders and their programme staff. Programme staff assisted in conducting FGDs with relevant beneficiaries in these municipalities.

Data was collected in all 11 municipalities. Skype and telephone interviews were used, where required. FGDs were used to accommodate larger groups of key respondents. The total number of respondents was 524, with 38 KIIs, 38 FGDs, 12 questionnaires and 12 site visits.

MAIN FINDINGS

PROGRESS TOWARD ACHIEVING THE EXPECTED ACCOMPLISHMENTS

	No Progress		Overachieved
	Underachieved		No Baseline
	Achieved		Did Not Provide Data

INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
OVERALL OBJECTIVE (OO): To improve stability and stimulate local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state				
OO1: % increase in municipal revenues (from safayi taxation and business licences) in target cities: Target: various, TBD after baseline survey (de-facto indicator for improved social contract, strengthened stability and municipal capacity to collect revenues)	322,791,532 Afs	541,375,152 Afs	435,678,483 Afs	80.5%
OO2: (Replication indicator): No. of additional SMAP and CIP sub-projects implemented with on-budget or line department funding (Target: 22 - 2 projects in each city)		22	DNPD	
SPECIFIC OBJECTIVE (SO): To increase sustainable municipal revenues and strengthen urban management for inclusive service delivery and local economic development				
SO1: % of surveyed properties that have paid annual safayi fee (Y6 target: 80%)	0	70% (Y5)	25%	35.7%
SO2: % of surveyed properties issued with occupancy certificates (Y6 target: 10%)	0	8% (Y5)	3.4%	42.5%
SO3: No. of service delivery sub-projects implemented by municipalities in line with SMAPs and CIPs in target cities (Y6 target: 14)	0	12 (Y5)	DNPD	

- For OO1, there is 80.5% progress against the target, while there is no data available for OO2. This data was requested and was not available at the time of the writing of the report.
- For SO1, the achievement is 35.7%. This indicator is not particularly strong as it depends on taxpayers' perception of municipal services. For the remainder of the programme, MGSP will (1) complete both municipal and Gozar sub-projects to demonstrate the potential for service delivery, and (2) intensify public awareness for Safayi.
- For SO2, the achievement is 42.5%. UN-Habitat agreed with the EU to revise this target, given the provisions of the OC regulation that are out of UN-Habitat's hands. UN-Habitat proposed a target of 2% per year from Y2, therefore, 8% for Y5 and 10% for Y6. The achievement of this indicator remains a major challenge for this programme and is discussed below under Effectiveness.
- For SO3, the data is not available.

ACHIEVEMENT AGAINST THE EVALUATION CRITERIA

1

RELEVANCE

MGSP is relevant and useful in response to beneficiary, country, organisational, donor and international development priorities. This programme responds to the needs of those persons most vulnerable living on informal and unplanned lands. It is also relevant to the objective of improving stability and stimulating local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state, fortifying the government's ability to increase sustainable municipal revenues and strengthen urban management for inclusive service delivery and local economic development. The urgent need to continue strengthening municipalities across Afghanistan in response to this objective means that the MGSP is well placed to remain relevant and useful.

2

COHERENCE

MGSP is compatible with previous and current UN-Habitat municipal governance and land management interventions. The programme is also compatible with other interventions, like the USAID-funded KSMNP, which had the same three objectives. This programme is compatible with the Afghan government's UNPP, as well as the GMAF which has guided the government and the international community's reform activities for the period 2019-2020 with the goal of increased self-reliance by the end of the Transformation Decade in 2024. MGSP is also compatible with the Government's commitment to Private Sector Development and Inclusive Growth and Development, specifically its commitment to survey informal settlements and provide coverage of land tenure certificates in the cities of Kabul, Herat, Kandahar, Mazari-Sharif and Jalalabad. Overall, MGSP has strong coherence with other interventions and commitments.

3

EFFECTIVENESS

While MGSP has made progress in achieving its expected outcomes, much remains to be done in the short period of less than a year until the end of the programme. While solid progress has been made for the Overall Objective (To improve stability and stimulate local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state), the programme faces significant challenges. For example, the Year 5 (Y5) progress for SO1 (Safayi tax) and SO2 (OCs) is 35.7% and 42.5% respectively. For the three Results, none of them has fully reached the Y5 targets. Result 3 (enabling environment) has two activities 100% completed with the remaining one (% of properties in target cities incorporated into ARAZI national cadastre system) at 52% completion and clear plans to complete this in the next month. The evaluation of what has been achieved so far found that the programme drivers are (1) programme model, (2) flexibility, (3) survey data, (4) partnerships, and (5) beneficiary awareness of donor contribution. The main programme challenges are the (1) log frame, (2) programme changes, (3) occupancy certificates (4) street addresses, (5) Safayi invoices, and (6) government involvement and capacity. This evaluation found that MGSP is contributing to the cross-cutting themes of gender and human rights.

4

EFFICIENCY

The project budget as of 29 February 2020 shows that 44% of the budget remains with less than one year of programme implementation left. This is particularly relevant to the two main challenges highlighted under Effectiveness, namely OC issuance and street addresses. The Outputs/Outcomes budget line shows 51% remaining. It is a matter of utmost urgency that UN-Habitat, in consultation with the EU and its partners, finalises the targets for the remaining activities, particularly the two above activities, and budget. Outside of this immediate issue, the evaluation confirmed that the programme team has acquired appropriate resources with due regard for cost, implemented activities as simply as possible, attempted to keep overheads as low as possible, generally achieved deliverables on time and budget, and have attempted to address conflict and duplication.

Progress has been made across results (1-3), and thus the impact outlook is positive towards achieving impact. Impact was noted in the areas strengthened municipal capacities and systems, service delivery, and enabling environment. While not all of the targets have been reached (as highlighted above), the qualitative data shows strong shifts in beneficiary and municipal knowledge, attitudes, skills and behaviours regarding urban planning, land management and municipal revenue and finance. Generally, respondents described improvements in the previously ineffective and corrupt system. Notably, community respondents highlighted their increasing trust in municipal systems and personnel and their appreciation of the improved service delivery. The Gozar Grants are an important part of the community's satisfaction with the programme deliveries. The government supports the staff capacity building and strengthening of the enabling environment. Finally, the impressive programme impacts (especially at the beneficiary level) have not been adequately captured nor communicated throughout the programme. For the remainder of the programme, it is vital that UN-Habitat ensures that these impacts are documented and shared with relevant stakeholders.

This programme has a clear and well-articulated sustainability plan and exit strategy. There has been significant progress in the sustainability plan, for example, in the areas of strengthened municipal capacity, increased stakeholder awareness and knowledge, and government support. This evaluation found that while stakeholders acknowledged and provided evidence of programme impact, they argued that while there is scope for programme continuation and expansion, this is unlikely to be possible without another phase of significant international support, oversight and funding. The Gozar Grants are not supported by the national government and require further discussion if the programme is to be expanded. This issue needs to be further examined in the end of the programme evaluation.

ASSESSMENT OF CROSS-CUTTING ISSUES

At the time of the MGSP's inception, UN-Habitat's cross-cutting themes were climate change, gender, human rights, and youth.⁷ This evaluation found that MGSP is contributing in the areas of gender and human rights. On the Gender level, this evaluation found that MGSP follows UN-Habitat's Gender Policy, which outlines the organisation's commitment to the global consensus on non-discrimination and equality between men and women.⁸ In this programme, the grant application and project documents show consideration for gender equality. Moreover, MGSP is supporting the gender mainstreaming guidelines in municipalities, drafted by GDMA.⁹ On the Human Rights level, this evaluation found that the MGSP follows the United Nations Housing Rights Programme (UNHRP),¹⁰ and UN-Habitat's mainstreaming of human rights as outlined in their mainstreaming documents¹¹ and Strategic Plan (2014-2019).¹² The mainstreaming of human rights mandates

that all projects are focused on 'those furthest behind.' A core component of this is the participation of communities in work affecting them.

CONCLUSIONS

MGSP is a large, relevant and complex programme, which is closely aligned with beneficiary needs and national priorities. The programme model, with its three pillars of (1) strengthened municipal capacities and systems, (2) improved municipal service delivery, and (3) improved enabling environment provides a solid base from which to increase sustainable municipal revenues and strengthen urban management. This evaluation found that this programme model combined with the donor and UN-Habitat's flexibility and adaptiveness to the many changes and various challenges during the programme cycle contributed to the programme's effectiveness and efficiency.

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

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

9 GoIRA, Gender Mainstreaming Guidelines for Municipalities, General Directorate of Municipal Affairs, 2014

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

11 UN-Habitat, Human Rights Mainstreaming in UN-Habitat, 27 November 2014, <https://unhabitat.org/human-rights-mainstreaming-in-un-habitat/>

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

A major challenge to this model, stemming from these changes and challenges as well as a conceptually weak initial log frame, was the lack of clear, measurable and, in some cases, achievable activity goals. Currently, this programme shows varying progress in the achievement across the overall objectives, specific objectives and results. For the 14 associated indicators for Y5, the progress can be summarized as follows:

- 2 indicators are 100% achieved
- 3 indicators are 80-99% achieved
- 1 indicator is 60-79% achieved
- 3 indicators are 40-60% achieved
- 1 indicator is <40% achieved
- 4 indicators do not have data yet.

The log frame analysis shows that only 5 indicators (35.7%) of the total 14 are in the 80-100% range of achievement. The log frame is not particularly strong in that there are indicators are either difficult to measure (SO1) or unmeasurable (R2.1). It is also concerning that there is no live data for 4 indicators. This is mentioned with the knowledge that programme staff stated that this data will become available during the remaining programme months. UN-Habitat needs to make sure that its plans to achieve the planned progress for the remainder of the programme are clearly articulated and discussed with the EU and other relevant stakeholders. Moreover, UN-Habitat would do well to ensure the development of a stronger log frame in the inception phase in future programmes and projects, especially for larger and more complex programmes like MGSP.

The programme faces challenges in reaching its targets for OC issuance, Safayi invoice issuance and street address, in particular, street nameplates. The major problem here was UN-Habitat's overestimation of the government's capacity and willingness to support the completion of these activities. These issues sit at the core of the what needs to be completed in the remaining programme period. These issues require detailed action planning with the EU and partners in order to either reach or modify these targets.

The qualitative data showed that despite the above problems and challenges there is evidence that this programme has had a significant impact on beneficiaries, families, communities, and municipalities. Respondents provided testimony

of changes in knowledge, attitudes, skills and behaviour. There were three commonly reported themes, that is, of the strengthened relationship between the community and government, increased revenue as a result of payments, and improved service delivery at the municipal level. Beneficiaries noted their increased willingness to pay Safayi tax and OC registration fees because they have seen improvement in the delivery of services. This evaluation found that more could be done to collect impact data through, for example, beneficiary stories of change, best practices, comparative photography and videos. Evidence of the impressive programme impacts (especially at the beneficiary level) needs to be documented and shared with relevant stakeholders throughout the rest of the programme.

The programme was strong in laying out clearly-articulated actions for sustainability, exit plan, and possible scenarios. All evidence suggests that a second phase will probably be required to strengthen the gains of this phase. This needs to take the form of extension and expansion. The need and possibility of a second phase needs to be assessed further in the end of the programme evaluation later this year. While the target municipalities have increased their human and institutional capacity to continue to implement the improved Safayi system, strong political leadership at the central and local levels and international oversight are required. Local stakeholders have increased awareness, knowledge and responsibility with regards to municipal development. The government stated their support for the programme, but they emphasized that this programme's expansion and duplication requires significant external funding and support.

This programme is currently UN-Habitat's largest programme in its global portfolio. It is important to document the lessons in the strategic approach and operations for the continuation of this programme as well other UN-Habitat programmes and projects. While much remains to be done in the remaining months of this programme, there are important lessons for showing what has and has not worked. Of greatest importance for the rest of the programme is UN-Habitat's active response to the remaining activities. This needs to be done immediately in consultation with the EU and relevant stakeholders.



Beneficiaries Receiving Occupancy Certificates, District 11, Kabul
© Stephen Van Houten

LESSONS LEARNED

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

Community Engagement: Communities believe and engage more in programmes where they can see physical improvements. For example, the Gozar and Nahia projects encouraged community members to be involved and cooperate, and the simplified Safayi procedures encouraged people to get notebooks and pay the Safayi tax.

Communication and Collaboration: Effective communication and collaboration enhanced the usability of programme products. For example, the developed SNAPs are more likely to be used when there is good communication and collaboration with the communities and Nahia.

Property Surveys: Property surveys were more challenging than initially anticipated. Property owners were initially suspicious of the property surveys, as they were not sure why the surveys were being done and how the data would be used.

Gozar Grants: The Gozar Grants are effective in encouraging community participation and highly appreciated by beneficiaries.

Safayi Invoice Distribution: Municipal authorities need to be included from the beginning of this process to ensure their active and willing participation, resolve specific municipal challenges, and prevent delays in invoice distribution.

Government Involvement and Ownership: The government's involvement in the programme and its ownership of the programme objectives have been less than expected and there are concerns about how this might affect the programme's sustainability.

Revenue Governance System: Having an established governance system to plan and allocate revenue is still a challenge in Urban Planning in Afghanistan.

Team Development: Working closely with the government partners under one roof has created a one-team mindset among both programme and municipal staff.

Adaptive Programming: During the initial phases of the SNAP development, many differences were observed between the expectations of communities and the government, and thus an adaptive approach (e.g. a multicriteria analysis) is required to better understand and respond to the different needs and expectations.

Limited Programme Focus: MGSP is too focussed on revenue, that is, the strengthening of the revenue collection system. This focus has come at the cost of other important programme aspects like the expenditure in the streamlining of the Safayi cycle.

Technology: Using the tablet apps for the collection of property data increased the programme's effectiveness and efficiency.

Staffing: Directly transferring experienced CFA staff to the municipality is a new and effective approach for capacity building.

Programme Length: Achieving the objectives in the period of time was challenging programme staff given the relatively large number of components and the fact that some components required changes to the regulations. Better results would be possible if either the programme components were fewer or the programme was longer.

Value for Money: Most of the capacity building training and workshops were conducted in the municipality premises, and this had the benefit of reducing training costs, creating a sense of participant ownership and responsibility and encouraging collaboration between the programme and its stakeholders.

Engagement of Women: The engagement of women in urban planning remains a major challenge, particularly in the smaller provinces and more rural areas, where there is notably more exclusion of women from land management processes.

Technical Capacity: While the programme built the technical capacity of staff, more work remains to (1) integrate this capacity into government, and (2) build the technical capacity of existing government staff.

Institutional Coordination: Coordination was enhanced by UN-Habitat's previous and existing engagement of government across various programmes and projects.

Monitoring and Evaluation: The implementation of this programme was hampered by a log frame that made it difficult to track and assess various indicators. The M&E team did well to monitor the programme despite these challenges.

Risk Analysis: Initial and ongoing risk analysis formed an important part of this programme, especially given the changeable context in Afghanistan.

Reporting: Overall, the donor was happy with the reporting, but there is room for quicker and more regular reporting.



Canal Construction, Nili Province
© UN-Habitat

RECOMMENDATIONS

The evaluation findings, strengths, challenges and lessons learned form the basis of the Recommendations. These Recommendations reflect the main areas that require attention, and issues that are currently being addressed are not included in this list. They apply across the planning, implementation, monitoring, and evaluation levels. Responsibility for these recommendations is assumed at the UN-Habitat programme level.

- 1. Delivery Plan:** As a first step, develop a delivery plan, in collaboration with the EU and government, that outlines the outstanding activities, the targets and planned actions for the remaining months of the programme (this is in progress and management will provide further details in the management evaluation response). The indicators that currently sit below Y5 targets need to be reviewed and adjusted, especially if its achievement does not seem probable by the end of the programme. Adjust and realign resources to support the activities that need urgent attention for programme completion. Communicate the revised plan with key stakeholders including the EU and other partners regarding the four indicators that currently have no data. Moreover, if Result 2.1 (No. of men, women and children reached through municipality-delivered service delivery projects (co-financed by Safayi revenues) in target Nahias) cannot be measured, then, in consultation with the EU, consider removing it for the remainder of the programme.
- 2. Log Frame Updating:** Revise the log frame in accordance with revised delivery plan and associated indicators. Include street addressing in the log frame as it is a key programme activity and needs to be monitored and measured. Strengthen the M&E collection and reporting system for the remainder of the programme. That is, ensure that the data on delivery of outputs and target indicators of achievements are updated and performance reports shared with key stakeholders including the EU and other partners regarding.
- 3. Women's Issues:** Regarding the engagement of women, as only a small and limited number of women are participating in programme activities, it is suggested that separate sessions for women be held so that they can participate in the discussions and be involved in future activities. Regarding women's projects, identify more Gozar projects relevant to women, for example in the areas of health, education, and income generation. Regarding women's land tenure, while this programme has improved the security of women's land tenure, much remains to be done to address, for example, male relatives who ignore these changes and continue to assume ownership of women's property.
- 4. Local Offices:** Explore how best to respond to the need for local offices at the Gozar and Nahia level, where community members can go to ask questions and receive advice on related problems.
- 5. Normative Issues:** With regards to increased revenue, this evaluation found anecdotal evidence that by lowering Safayi tax, municipal revenue increased. These findings need to be confirmed through further collection of evidence. With regards to monitoring property investment, while it is still too early to fully assess impact of property investment, it would be interesting to continue tracking further investment in properties longitudinally to fully appreciate the impact. With regards to corruption, this evaluation found anecdotal evidence for reduced corruption at the municipal level. In view of the final evaluation, it is recommended that further evidence is collected to assess more comprehensively whether this programme has contributed to the reduction of corruption at the municipal level.
- 6. Conduct a review of Access to Equipment:** One of the biggest challenges noted in discussion with provincial government respondents is the lack of financial resources, especially for basic office and facility requirements to carry out the programme activities. It is recommended that the programme conducts a review to

assess which provinces need the associated equipment to complete the remaining activities.

- 7. Data Digitalization:** Support the strengthening of data digitalization as the provincial government respondents noted problems in the availability of data (one of the programme activities). With the strengthening of the digitalized system, the central government (DMM) will thus be able to receive provincial data more quickly and speed up the process of approvals.
- 8. Payment Options:** Discuss with government the possibility of expanding payment options, especially in the provincial programme sites, to include private banks. Presently, people can only pay Safayi taxes in government banks.
- 9. Provincial Exposure Visits:** Support provincial exposure visits of relevant municipal and provincial staff to discuss and learn from the successes and challenges in other provinces involved in MGSP.
- 10. Programme Replication:** In view of the final programme evaluation and based on the feedback from beneficiaries, as well as municipal and government respondents for the expansion of the programme, begin discussing the possibilities of a next phase. In particular, the possible form that this might take, funding, and partnerships are all important issues to discuss with all relevant stakeholders.
- 11. Gozar Projects:** Collect further data from beneficiaries and municipalities regarding the Gozar projects. This evaluation showed that this model worked well in this programme, and that communities were encouraged to pay their Safayi tax in order to receive project grants for community priorities identified in the SNAP process.
- 12. Funding:** Even though the CFA programme uses research activities as a tool for advocacy and policy dialogue, a review is recommended to assess how to effectively involve municipalities and the private sector in implementing the programme in the future. A broader range of funding partners would strengthen programme implementation and delivery.
- 13. Government Capacity:** In support of the final programme evaluation and the assessment of sustainability, it is recommended that detailed consideration be given to the issue of programme sustainability given the clear findings of this mid-term evaluation that government capacity needs further strengthening if the government is to take ownership of this programme in the future and ensure its sustainability.
- 14. Maintenance Plans:** Review the approach to the development of maintenance plans and responsibilities for the Gozar grant project. Communities have generally not been involved in the development of the maintenance plans and who is responsible for the maintenance remains unclear.

Moreover, communities reported high levels of appreciation of and satisfaction with this model. While the Gozar projects have worked well, government respondents stated that UN-Habitat should not be involved in service delivery projects. It is important to discuss the approach of UN-Habitat Afghanistan to future programmes and projects. Much has been learned during MGSP by UN-Habitat, communities, municipalities and governments, and the benefits of these projects need to be documented.

1. INTRODUCTION

1.1 BACKGROUND

The United Nations Human Settlements Programme is the United Nations agency for human settlements.¹³ The UN General Assembly mandated the promotion of socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all, based on, inter alia, the Vancouver Declaration on Human Settlements, the Habitat Agenda, the Istanbul Declaration on Human Settlements, the Declaration on Cities and Other Human Settlements in the New Millennium, and UN Resolution 56/206.

UN-Habitat has offices at regional and country level and implements projects in Afghanistan through its country office in Kabul and the Regional Office for Asia and the Pacific in Fukuoka, Japan. Since 1992, UN-Habitat has been working in Afghanistan in partnership with communities and the government. UN-Habitat is working with the Government of Afghanistan and local authorities on various projects on policy support and institutional strengthening. UN-Habitat supports the government in consolidating its role in nation building, thus “demonstrating that a well-conceived rehabilitation process can be an instrument of reconciliation among communities in conflict.”¹⁴ Since 2002, UN-Habitat has led various physical construction and social rehabilitation projects. These include, for example, the National Solidarity Programme (NSP), Afghanistan Urban Peacebuilding Programme (AUPP), Future of Afghan Cities Programme (FoAC), Community-Based Municipal Support Programme (CBMSP), and Kabul Solidarity Programme (KSP). UN-Habitat works through partnerships with community groups, NGOs, municipalities, local governments, other UN agencies and bilateral donors.

UN-Habitat’s work in Afghanistan, under which this programme was proposed and implemented, was guided by the *Country Programme Document, 2016-2019, Afghanistan*.¹⁵

This document outlined how UN-Habitat aims to, “transform lives by enhancing access to urban land, housing and services, while making systems and institutions responsive to the views and needs of all Afghans.”¹⁶ UN-Habitat’s vision is prosperous and healthy settlements whose residents can live in security and harmony, while contributing to development. In order to realise this vision, UN-Habitat’s work will be on three key thematic areas with the foreseen results under each.

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

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

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

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

1. Increased access to services, infrastructure and public facilities

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

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

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

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

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

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

1. Enhanced fiscal sustainability of municipalities for local service delivery
2. Increased economic activity and job creation in human settlements, including in the informal economy
3. Improved opportunities for young Afghans to develop skills that will enable them to contribute to, and benefit from, economic activity.

The new country programme document for Afghanistan is planned for this year.

UN-Habitat Afghanistan’s work fits into UN-Habitat’s Strategic Plan 2020-2023, which “focuses on the commitment and contribution of UN-Habitat to the implementation of those global development agendas, in particular the pledge in the 2030 Agenda for Sustainable Development to leave no one behind.”¹⁷ The basis of the new vision is “a better quality of life for all in an urbanizing world.”¹⁸ This vision is articulated through the Plan’s 4 domains of change, namely:

- Reduced spatial inequality and poverty in communities across the urban - rural continuum
- Enhanced shared prosperity of cities and regions
- Strengthened climate action and improved urban environment
- Effective urban crisis prevention and response.

The new Strategic Plan refocuses UN-Habitat’s position as “the “thought leader” and the go-to programme for issues pertaining to its work, setting the global discourse and agenda on sustainable urban development, driving political discussion, generating specialized and cutting-edge knowledge, shaping technical norms, principles and standards, and acting as a multiplier in the exchange of knowledge, experience and best practice in getting cities and other human settlements right.”¹⁹ The Strategic Plan’s organizational priorities are supported by the two tracks: (1) the social inclusion dimension (human rights; gender; children, youth and older persons; and persons with disability), and (2) two cross-cutting thematic areas (resilience and safety). These tracks connect the domains of change and their respective outcomes, as well as the drivers of change.

UN-Habitat Afghanistan falls under the Regional Office for Asia and the Pacific (ROAP), which covers many aspects of human settlements development and reflects UN-Habitat’s mandate and combines “operational activities (development and management of projects and programmes) and normative activities (advocacy, research, and policy guidance).”²⁰ In 1997, ROAP was established in Fukuoka, Japan, and is based on Resolution 16/25 (7 May 1997) of the then Commission on Human Settlements and a Memorandum of Understanding (MOU) between Fukuoka Partners and UN-Habitat.²¹ ROAP plays an important role in bringing technical expertise and financial assistance to developing countries to cope with enormous and complex challenges posed by rapid urbanization, disasters, and conflict.

As part of its commitment to sustainable development, UN-Habitat provides technical assistance to the Government towards achieving the Sustainable Development Goals (SDGs) listed in figure 1, in particular, Goal 11, Sustainable Cities and Communities.

17 UN-Habitat, Strategic Plan 2020-2023, https://unhabitat.org/sites/default/files/documents/2019-09/strategic_plan_2020-2023.pdf

18 UN-Habitat, Strategic Plan 2020-2023, https://unhabitat.org/sites/default/files/documents/2019-09/strategic_plan_2020-2023.pdf

19 UN-Habitat, Strategic Plan 2020-2023, https://unhabitat.org/sites/default/files/documents/2019-09/strategic_plan_2020-2023.pdf

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

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

Figure 1: Sustainable Development Goals



In Afghanistan, the government adopted SDGs in alignment with local conditions and government priorities and development frameworks.²² The subsequent Afghanistan Sustainable Development Goals (A-SDGs) outline the responsibilities of government, the international community, private sector and civil society. The Central Statistics Organization monitors the progress of the A-SDGs across 112 targets with 178 indicators. The key government players are the MoEc (lead agency for coordinating and managing the A-SDGs), A-SDGs Executive Committee, and Executive Committee Technical Working Groups on (1) security and governance; (2) agriculture and rural development; (3) education, health and social protection; and (4) economic growth and infrastructure.

The government presented the results of its first Voluntary National Review (VNR) at the 2017 High-Level Political Forum (HLPF) on Sustainable Development.²³ The report outlined the progress made on the goals and noted that “partnership is the key for successful implementation of the SDGs, therefore, the Government of the Islamic Republic of Afghanistan (GoIRA) is working in close coordination with development partners,

private sector, civil society organizations, international communities, academia, media and all relevant stakeholders.”²⁴ The report highlights four main challenges, namely, (1) financing the SDGs, (2) formalizing partnerships (including civil society), (3) localization of SDGs, and (4) data availability and management.

In 2016, world leaders adopted the New Urban Agenda (NUA), which sets a new global standard for sustainable urban development.²⁵ The NUA is a “roadmap for building cities that can serve as engines of prosperity and centres of cultural and social well-being while protecting the environment.”²⁶ The NUA addresses the ways in which cities are planned, designed, managed, governed and financed to achieve sustainable development goals; focusing on transformation towards social inclusion and ending poverty, as well as enhancing urban prosperity and opportunities for all and environmentally sustainable and resilient urban development. UN-Habitat has also increased its collaboration with the Government of Afghanistan and other stakeholders for the implementation of the NUA and sustainable urbanization.

22 UNDP, UNDP in Afghanistan, Sustainable Development Goals, <http://www.af.undp.org/content/afghanistan/en/home/sustainable-development-goals.html>

23 UN, SDGs, Afghanistan VNR, <http://sdgs.gov.af/80/sdgs-forum>

24 UN, Voluntary National Review at the High Level Political Forum, SDGs’ Progress Report, Afghanistan, July 2017, <https://sustainabledevelopment.un.org/content/documents/16277Afghanistan.pdf>

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

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

1.2 PROGRAMME OVERVIEW

MGSP is based on the fact that improved municipal governance for state building and peacebuilding requires three fundamental components: (1) effective land management,

(2) strategic urban planning, and (3) improved municipal finance systems and revenue management.²⁷

A project summary is provided in table 1.²⁸

Table 1: Programme Overview

Project Title	Municipal Governance Support Programme (MGSP)
Project Duration	September 2015 – January 2021
Description	MGSP is a municipal governance programme being implemented in alignment with the USAID-funded Kabul Strengthening Municipal Nahias Programme (KSMNP) under the umbrella City for All (CFA) programme. CFA is a flagship action of the Government of Afghanistan's Urban National Priority Programme 2025-2016 (U-NPP), the government's reform agenda for the urban sector.
Project Budget	EUR 27.375 million
Donor	EU
Target Cities & Districts	The project covers 12 Provincial municipalities, i.e. Kabul (2 districts), Herat, Jalalabad, Kandahar, Mazar-e-Sharif, Farah, Bamyán and Nili, and 4 District Municipalities i.e. Balkh, Enjil, Spin Boldak and Mirbachakot.
Target Beneficiaries	By 2021, the programme is expected to have improved the living conditions of more than 4 million Afghan men, women and children in close to 586,000 households through investments in service delivery and basic infrastructure, local economic development, jobs creation and land tenure security.
Partners	Municipalities Ministry of Urban Development & Housing (MUDH) Deputy Ministry of Municipalities (DMM) Afghan Land Authority (ARAZI) with technical assistance from UN-Habitat and in coordination with IDLG United States Agency for International Development (USAID)

The programme is being implemented in eight cities: Kabul; Herat, Jalalabad, Kandahar, and Mazar-e-Sharif (Grade A cities); Farah (Grade B city); and Bamyán and Nili (smaller but fast-growing and strategic cities). The selection of cities was made in consultation with IDLG/GDMA. MGSP supports these eight municipal authorities to survey and register 298,427 properties within municipal boundaries (for Kabul: two districts/ Nahias: District 11 and District 5). The targeted municipalities are being supported to collect safayi tax from each registered property. The registered and paid up properties are then be issued with land occupancy certificates (OCs). It is envisioned that this these actions will improve

land management, that is, increase tenure security and reduce land grabbing, as well as expand the potential municipal tax base.

This programme recognises that more is required than simply raising revenues. Afghan Municipalities need to strengthen their "human and institutional capacities to collect and spend revenues in a more transparent, accountable and inclusive manner."²⁹ This is being done through on-the-job training and mentoring to municipal staff in municipal finance and revenue management. Municipal Advisory Boards are being supported to improve municipal-citizen engagement and outreach. MGSP is also

27 UN-Habitat, MGSP, Grant Application Form, 4 Sep 2015

28 UN-Habitat, Terms of Reference, Mid-term Evaluation of the Municipal Governance Support Programme (MGSP), 4 October 2019

29 UN-Habitat, MGSP, Grant Application Form, 4 Sep 2015

supporting municipalities to conduct strategic urban planning at the municipal level to promote Local Economic Development (LED), stimulate investment and expand inclusive service delivery. The focus of this strategic planning is linking urban planning and finance (public and private investments) to ensure that the plans are realistic and implementable. The strategic planning will be led by local stakeholders and it will support the management of urban growth and expansion of access to services in crowded and largely informal cities.

MGSP will provide matching block grants to Municipalities and Gozars³⁰ to: (1) act as a catalyst toward implementation of the strategic plans, (2) build the capacity of municipal finance, engineering, service departments in sub-project planning, design, implementation and monitoring, and (3) act as a motivation for the collection of safayi³¹ tax. The grants will be released when specified tax collection targets are attained. To improve national policies, legislation and guidelines for scale-up and replication in other cities, MGSP will also strengthen the

enabling environment for municipal governance by providing technical support to central government-level authorities, including the General Directorate of Municipal Affairs (GDMA), the Afghan Land Authority (ARAZI), and Ministry of Urban Development Affairs (MUDA).

It is assumed that by targeting both duty bearers and duty holders there will be an increase in civic responsibility and collective action, and that social contract between citizens and the state will be improved. Finally, the MGSP approach is aligned with the Government's commitment to Private Sector Development and Inclusive Growth and Development (Area 5) as stated in the Self-Reliance through Mutual Accountability Framework (SMAF). Specifically, No. 26 highlights the Government's commitment to "provide security and end land-grabbing affecting the urban poor, by the end of December 2015 the government would launch a national program to survey informal settlements and provide 100 per cent coverage of land tenure certificates in the cities of Kabul, Herat, Kandahar, Mazari-Sharif and Jalalabad."³²

30 A 'Gozar' is an administrative unit between the Community Development Council (CDC) (200-250 households) and the Police District (PD). It typically has between 3-5 CDCs, thus approximately 1,250 households. See, for example, UN-Habitat, Urban Solidarity, Discussion Paper #2, December 2014

31 Safayi tax is similar to property tax in Afghanistan. It is based on assessed property value. In principle safayi tax (sanitation fee) is collected by Municipalities to cover the cost of certain services such as solid waste collection and street cleaning. Sources: UN-Habitat (2015) Managing Land, Mobilising Revenue, 2015, <https://unhabitat.org/managing-land-mobilising-revenue-strengthening-municipal-finance-and-land-administration-through-property-registration-and-taxation> and Government of Afghanistan, IDLG, Safayi Mahsool Regulation, Guidelines for Safayi Taxation, 2012,

32 GoIRA, Self-Reliance Through Mutual Accountability Framework, (SMAF), December 2014, <http://policymof.gov.af/home/self-reliance-through-mutual-accountability-framework-smaf/>

The programme's Overall Objective, Specific Objective and Results are outlined in table 2.³³

Table 2: Programme Objectives and Results

OVERALL OBJECTIVE (OO)
To improve stability and stimulate local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state
SPECIFIC OBJECTIVE (SO)
To increase sustainable municipal revenues and strengthen urban management for inclusive service delivery and local economic development
RESULTS
RESULT 1 (R1): Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/finance
1.1: No. of properties surveyed and registered, and houses numbered, in target cities
1.2: No. of surveyed properties that have received safayi invoices
1.3: No. of SMAPs and CIPs prepared in an Afghan-led and participatory manner, disseminated to citizens, and used by local authorities for annual planning and budgeting in target cities
RESULT 2 (R2): Improved municipal service delivery and strengthened 'social contract' between citizens and municipal authorities
2.1: No. of men, women and children reached through municipality-delivered service delivery projects (co-financed by safayi revenues) in target Nahias
2.2: No. of Gozar Assemblies established for engagement with municipal affairs/governance
RESULT 3 (R3): Improved enabling environment for municipal governance, local economic development and service delivery.
3.1: No. of new municipal boundaries delineated and mapped
3.2: % of properties in target cities incorporated into ARAZI national cadastre system
3.3: No. of regulations, policies, procedures/guidelines and/or tools prepared or revised by central authorities, disseminated to and used by municipalities and stakeholders, and enforced/monitored by central authorities: (Municipal Finance manual and Safayi Regulations by DMM; National Housing Profile, revised Informal Settlements Upgrading Policy and SMAP manual by MUDH; Occupancy Certificates manual and Occupancy Certificate regulations by ARAZI).
3.4: % increase in human and institutional capacity of DMM, MUDA, and ARAZI to implement improved land management, urban planning and municipal finance/governance for LED and service delivery

The key lessons learnt during the first two years of implementation of MGSP Phase 1 (MGSP I) include:³⁴

- Considerable project time was spent on consultations with government partners to agree on key policy issues affecting the MGSP programme thereby occasioning a

much-delayed start to project activities on the ground. Most of these issues are now settled and should not affect programme implementation of MGSP II

- The fact that the programme deals with very important and sensitive matters such as taxation and land tenure has created very high

³³ UN-Habitat, MGSP, Addendum No. 2 to Delegation Agreement, 21 December 2017

³⁴ UN-Habitat, MGSP, Addendum No. 2 to Delegation Agreement, 21 December 2017

expectations and equally high pressure from stakeholders for the programme to deliver on its results as soon as possible

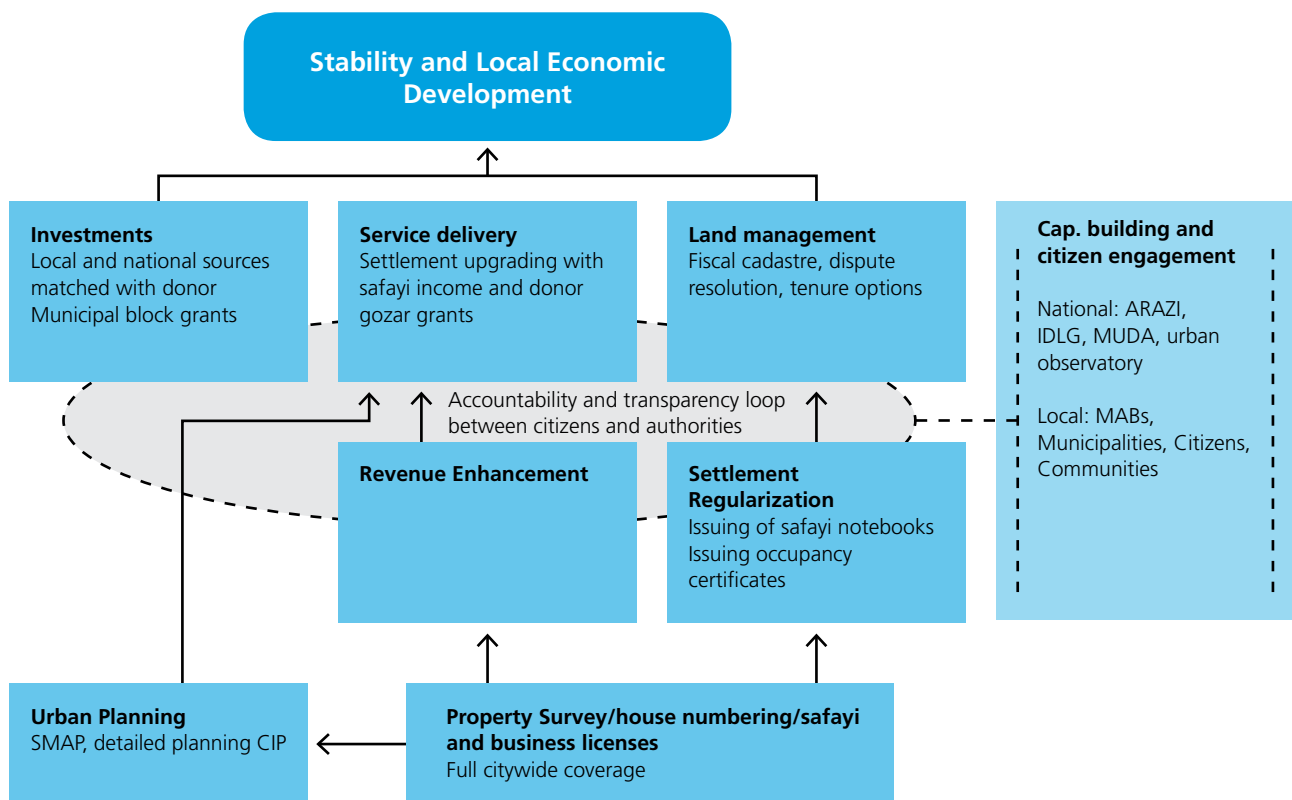
- The community validation procedure has improved transparency and legitimacy of the programme tremendously, and is likely to continue increasing citizens’ trust in local government
- The scheduling and production of communication and visibility products should have been completed earlier in the programme than was the case to ensure coherent messaging to stakeholders as the

MGSP programme involves highly technical procedures. Implementation of MGSP will pay attention to this.

- The institutionalization of MGSP processes and activities in government agencies (e.g. the establishment of Occupancy Certificates directorate in ARAZI) promises to be an effective model for sustainability, and will be continued during implementation of MGSP

The Conceptual Model for the programme is presented in figure 2.

Figure 2: MGSP Conceptual Model

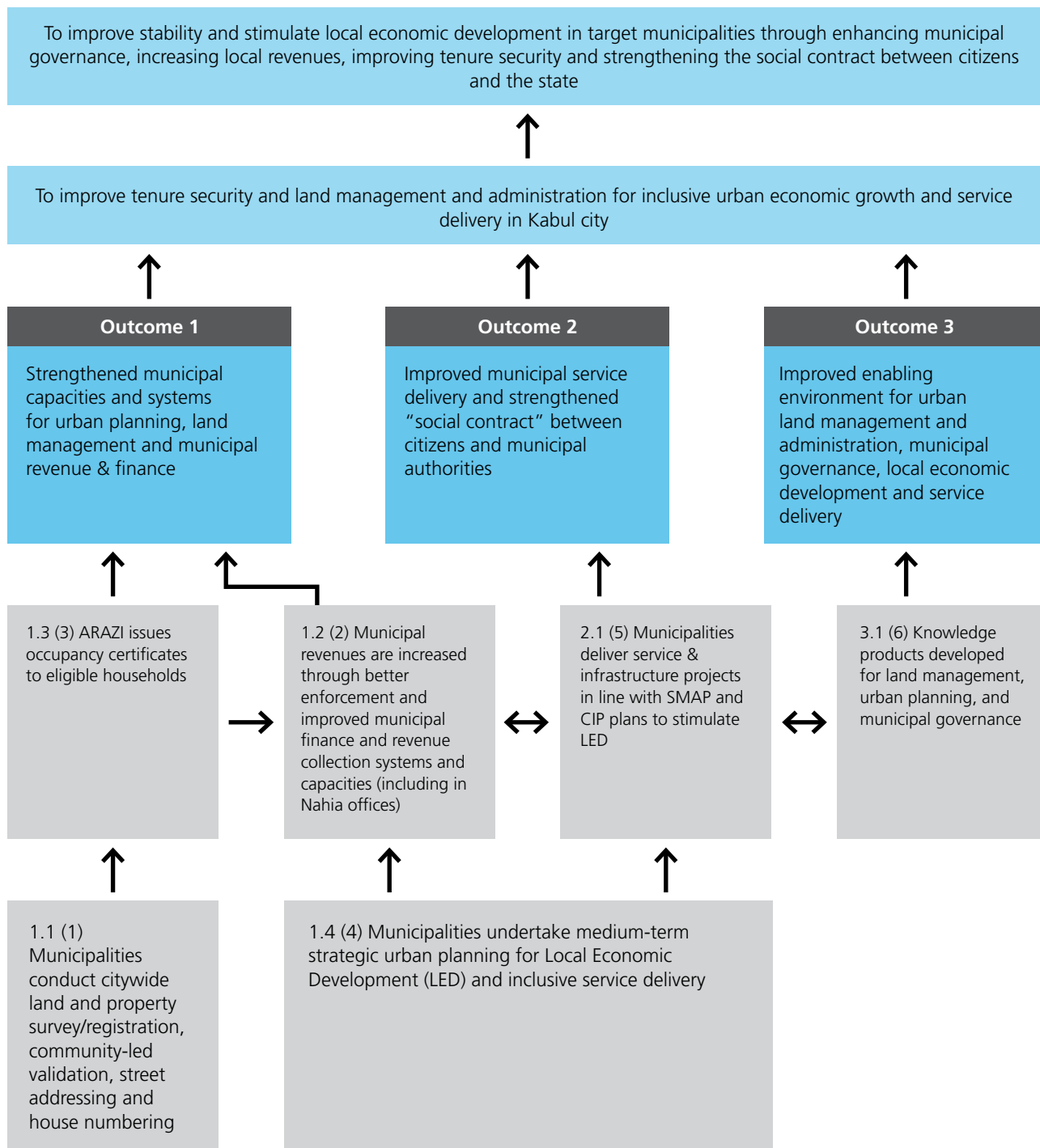


The Programme Steering Committee (SC) has the overall responsibility for MGSP. Member organisations of the SC are comprised of UN-Habitat, IDLG/GDMA, ARAZI, MUDA, the target Municipalities, and EU Delegation (optional). Each organisation allocated staff to the programme. UN-Habitat is responsible for engaging both international and national staff. International staff includes a full-time Chief Technical Officer who is responsible for the overall implementation of the Action to meet the outlined objectives. Pro-rata, cost-shared international staff include the Country Programme Manager, Programme

Management Officer, and Knowledge Management Officer. National management staff is comprised of a National Project Manager and the target Municipalities’ Provincial Managers. Team leaders in each city lead the day-to-day implementation, supported by a Municipal Governance/Planning Officer and a Revenue Mobilisation Officer. The Municipalities identified staff to be involved in the project.

Based on the original Theory of Change (ToC) in the Agreement,³⁵ the evaluator developed the reconstructed ToC shown in figure 3.

Figure 3: Reconstructed Theory of Change



35 UN-Habitat, MGSP, Grant Application Form to EU, 5 September 2015 and UN-Habitat, MGSP, Addendum No. 2 to Delegation Agreement, 21 December 2017

Table 3: Programme Assumptions

CAUSALITY LEVEL	CRITICAL ASSUMPTIONS
Input	<ul style="list-style-type: none"> • Absorptive capacity of authorities; political will to engage • Capacity and willingness of central authorities to engage and take a leadership role • Security conditions allow implementation • Data can be collected and used in a timely and cost-effective manner for planning decisions • Block grants are used cost-effectively and for benefit of most vulnerable and needy
Output	<ul style="list-style-type: none"> • A legal framework for occupancy certificates will be put in place during the project • Land registration does not create or exacerbate conflict • Stakeholders are involved and can reach consensus • Municipalities are willing to adopt and institutionalise an updated safayi system; (this requires the before mentioned political will and incentives (block grants) • Stakeholders can work together and agree on strategic plans/priorities • Funds are used based on plans developed • MABs are present and willing to engage through the security sub-committee • Citizens are willing to engage with municipalities in constructive dialogue • Political willingness to pass policies and approve guidelines
Outcome	<ul style="list-style-type: none"> • Political will and capacity for participatory governance approaches • Citizens see the programme as a government programme, not a donor programme (important for sustainability) • Municipalities use their increased capacity
Impact	<ul style="list-style-type: none"> • Political and security stability in country • Continued economic development/ stability • Continued improvement in state-society relations

This analysis showed a high level of connectedness between the outputs and outcomes and between the outcomes linked to the objectives. This high degree of connectedness and articulation of the outputs, outcomes and objective indicate a good project design.

1.3 EVALUATION BACKGROUND

EVALUATION MANDATE

The evaluation was conducted at the request of UN-Habitat and is part of UN-Habitat's effort to perform systematic and timely evaluations of its projects and to ensure that UN-Habitat evaluations provide a full representation of its mandate and activities. It is in-line with the UN-Habitat Evaluation Policy (2013) and the Revised UN-Habitat Evaluation Framework (2016) that recommend projects of four years duration and more to carry out mid-term project evaluations. Evaluation also supports UN-Habitat to manage for results by assessing the extent to which UN-Habitat humanitarian and development interventions are effectively delivering results. This evaluation is also in-line with the EU donor requirement to undertake a mid-term review in order to assess project progress towards objectives and results and take corrective action, where required.³⁶

EVALUATION PURPOSE AND OBJECTIVES

As stated in the ToR, the purpose of this mid-term evaluation is to, "review project progress towards objectives and results, and take corrective action where required."³⁷ The evaluation determines what is working, not working and the reasons for this. It will assess the project's progress towards achieving the project's objectives at expected accomplishments.

The mid-term evaluation is an independent appraisal of the performance of the programme. It will contribute to accountability and learning. It will be used by the EU (donor), Government of Afghanistan, UN-Habitat and staff involved in planning and implementation of the programme to understand how the programme is working, how it produces the results, and how to adjust where needed. The mid-term evaluation will identify lessons learned and propose practical recommendations for follow-up during the remaining period of the project.



Coding Number on Property Door, Survey, Mirbachacot, Kabul © UN-Habitat

36 UN-Habitat, MGSP, Grant Application Form to EU, 5 September 2015

37 UN-Habitat, Terms of Reference, Mid-term Evaluation of the Municipal Governance Support Programme (MGSP), 4 October 2019

The key stakeholders of the evaluation and the way in which the findings will be used are as follows:

- The EU: EU will use the findings of the evaluation to assess the project's value for their taxpayers' funds, and to inform decisions on any further support to municipal governance including land management, urban planning and municipal finance.
- Government of Afghanistan: The Government will use the findings of the evaluation to assess the contribution of the programme to 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)
- UN-Habitat: UN-Habitat will use the findings of the evaluation to adjust programme implementation to improve efficiency, effectiveness and sustainability.

The objectives of the mid-term evaluation are to:

- Assess the implementation progress made towards achieving the expected results
- Assess the relevance, effectiveness, efficiency, sustainability and impact outlook of the programme in supporting target municipalities and nahias in improving land management, urban planning and municipal finance
- Analyse how cross-cutting issues, gender equality, human rights, youth and climate change principles have been integrated in the programme implementation
- Identify lessons learned especially in technical capacity building, institutional coordination, monitoring and evaluation, risk analysis and planning, anti-corruption measures and reporting, and including any adjustments that might be necessary
- Recommend strategic, programmatic and management consideration for implementing the remaining part of the project with emphasis on (a) the mode for provision and utilization of external funding support and for future funding; and (b) municipal approach for implementation of activities.

SCOPE AND FOCUS

This evaluation covers the period from September 2015 to January 2020. The mid-term evaluation is expected to assess results and achievements made so far, performance, risks, challenges and opportunities through an in-depth evaluation of completed and on-going activities of the project. It will include all aspects of cross cutting issues of gender equality, human rights approach, youth and climate change.

INTENDED AUDIENCE

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

PREVIOUS EVALUATIONS

In January 2019, a report was finalised on the mid-term evaluation conducted on the Kabul Strengthening Municipal Nahias Programme (KSMNP). The USAID-funded KSMNP was a municipal governance programme that was implemented in alignment with the MGSP under the umbrella City for All (CFA) programme.³⁸ The KSMNP programme aimed to improve stability and stimulate economic development in Kabul city through securing land and property rights, strategic action planning, enhanced service delivery and strengthening the social contract between citizens and the state. KSMNP started in April 2016 and covered 20 nahias of Kabul municipality. The four-year programme had a total budget of US\$ 32.8 million. Table 4 provides a summary of the evaluation findings.

38 UN-Habitat, Kabul Strengthening Municipal Nahias Programme (KSMNP). Mid-term Evaluation, January 2019

Table 4: Previous Evaluation Findings

Criteria	Assessment
Relevance	KSMNP was aligned with Afghanistan Urban National Priority Programme (U-NPP) and Afghanistan National Peace and Development Framework (ANPDF).
Effectiveness	80% of the properties were registered by the end of December 2018. Out of 20, 10 Nahia Profiles and SNAPs were completed. Safayi tax collection increased 40%.
Efficiency	KSMNP touches everybody's life in a positive way in Kabul. Also, it creates a sustainable income for Kabul Municipality to improve its public services. The outcomes of the KSMNP proves that project resources were used very efficiently.
Impact	KSMNP has impacts on people's lives in Kabul and also provides capacity building to national stakeholders. However, the impact on beneficiaries is not yet measured.
Sustainability	KSMNP established a sustainable Safayi income revenue system for Kabul Municipality through establishing a sustainable mechanism and capacity. However, it needs to launch the next phase of KSMNP to ensure the sustainability of the national stakeholders' capacity.

The evaluator listed the key lessons learned during the first two years of implementation of MGSP Phase 1 (MGSP I) as the following:³⁹

- Considerable project time was spent on consultations with government partners to agree on key policy issues affecting the MGSP programme thereby occasioning a much delayed start to project activities on the ground. Most of these issues are now settled and should not affect programme implementation of MGSP II
- The fact that the programme deals with very important and sensitive matters such as taxation and land tenure has created very high expectations and equally high pressure from stakeholders for the programme to deliver on its results as soon as possible
- The community validation procedure has improved transparency and legitimacy of the programme tremendously, and is likely to continue increasing citizens' trust in local government
- The scheduling and production of communication and visibility products should have been completed earlier in the programme than was the case to ensure coherent messaging to stakeholders as the MGSP programme involves highly technical procedures. Implementation of MGSP II will pay attention to this.
- The institutionalization of MGSP processes and activities in government agencies (e.g. the establishment of Occupancy Certificates directorate in ARAZI) promises to be an effective model for sustainability and will be continued during implementation of MGSP II.

39 UN-Habitat, MGSP, Addendum No. 2 to Delegation Agreement, 21 December 2017

2. EVALUATION APPROACH AND METHODOLOGY

2.1 APPROACH

This mid-term evaluation was conducted by two independent consultants, Dr Stephen Van Houten (International Lead Evaluator) and Mr Mohammed Ibrahim (National Evaluator), in close consultation with the Regional Office for Asia and Pacific (ROAP), and the UN-Habitat Country Office Afghanistan. The evaluation managed by the UN-Habitat Independent Evaluation Unit and carried out following the evaluation norms

and standards of the United Nations System and the best practices in the evaluation field. The evaluation was carried out between December 2019 and March 2020.

The evaluation criteria used follow the UN evaluation guidelines, which are aligned with the OECD-DAC evaluation criteria.⁴⁰ Figure 4 presents each of the criteria.

Figure 4: Evaluation Criteria

1	RELEVANCE	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirement, country needs, global priorities and partners' and donors' policies.
2	COHERENCE	The compatibility of the intervention with other interventions in a country, sector or institution.
3	EFFECTIVENESS	The measure of the extent to which an intervention meets its objectives. Objectives are defined quantitatively as expected outputs or results.
4	EFFICIENCY	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
5	IMPACT	The positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended
5	SUSTAINABILITY	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of long-term benefits. The resilience to risk of the net benefit flows over time.

Taken together, these criteria and questions provide management with the critical information needed to understand and evaluate the

programme, with an eye to lessons learned to refine this work and inform future UN-Habitat's programming.

40 OECD-DAC, Evaluation Criteria, <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopment-assistance.htm> and OECD/DAC Network on Development Evaluation, Dec 2019, Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use, <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

2.2 METHODS

The evaluation used Theory of Change and a variety of multi-faceted and mixed design methods to collect information during the evaluation. These methods are participatory, inclusive and target group sensitive, and they ensure that gender considerations are integrated

in data collection and analysis methods. Ethical standards were considered throughout the evaluation to ensure stakeholder groups were treated with integrity and that data was treated confidentially. Table 5 lists the methods used.

Table 5: Methods

DESK REVIEW	<p>Documentation reviewed included:</p> <ul style="list-style-type: none"> • Grant Application Form • Logical Framework • Donor Reports • Quarterly and Annual Reports • Strategic plans, as deemed relevant, such as the UN-Habitat Country Programme Document and other relevant UN-Habitat policy documents • Any other relevant documentation (such as news stories at UN-Habitat Web site, press release, publication, success stories, mission reports of HQ/ROAP staff visits to the project).
KEY INFORMANT INTERVIEWS, FOCUS GROUP DISCUSSIONS AND CONSULTATIONS	The evaluation field work involved visits to project locations as well as consultations with the EU, USAID, UN-Habitat (Afghanistan, ROAP and HQ), and key partners, namely, the municipalities and GoA stakeholders (MUDL/ARAZI, IDLG/DMM and KM).
MOST SIGNIFICANT CHANGE QUESTIONNAIRE	This questionnaire was emailed to key project staff.
DATA COLLECTION	<ul style="list-style-type: none"> • All 11 municipalities.
VALIDATION WORKSHOP	<ul style="list-style-type: none"> • At the end of the data collection, a Validation Meeting was held in Kabul with staff and key stakeholders to present and validate the findings. • Feedback to ROAP and HQ was done after the Validation Meeting.
REVISIONS BASED ON UN-HABITAT REVIEW AND COMMENTS	<ul style="list-style-type: none"> • UN-Habitat reviewed the Draft Report and provided comments. These comments were incorporated into the Final Report.

EVALUATION QUESTIONS

Following the ToR, the suggested evaluation questions informed the KIIs and the FGDs. These questions can be found in Annex 4.

LOG FRAME ANALYSIS

An analysis of the log frame was undertaken, with careful attention paid to the achievement of outputs and targets as defined in the project documents and measured against the baseline data. Achievements and non-achievements against the logical framework were explored

in detail through a review of programme documents, interviews, FGDs, and consultations

MOST SIGNIFICANT CHANGE AND VALUE FOR MONEY QUESTIONNAIRES

The Most Significant Change Questionnaire (MSC) was sent to key programme staff to assess what they regard as the most significant change or contribution under the evaluation criteria outlined above. The MSC approach allowed respondents to highlight what they see as the main contributors to change, which are then followed up on and further explored.

This approach provides data on how the overall program is seen and what led to specific changes.

KEY INFORMANT INTERVIEWS, FOCUS GROUP DISCUSSIONS AND SITE VISITS/OBSERVATION

Following the literature review and discussions with the MGSP's programme team, the consultant undertook a data collection mission to Afghanistan. Key Informant Interviews (KIIs) were held with programme staff, partners and the donor. In each site, focus group discussions (FGDs) were held with the programme beneficiaries.

Site visits served to further validate project outcomes through observation, verification of outputs, and first-hand engagement with programme staff, partners, and beneficiaries. The consultants used the project site visits to photograph project interventions and related beneficiary activities (following beneficiary informed consent) and collect stories of change directly from intervention sites.

SAMPLING AND STAKEHOLDERS

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

more appropriate to a group discussion. KIIs were utilised for all other stakeholders. Gender was considered when selecting stakeholders, thus ensuring the best possible gender representation.

The evaluation field work involved visits to project locations as well as consultations with the EU, USAID, UN-Habitat (Afghanistan, ROAP and HQ), municipalities, and key GoA stakeholders (MUDL/ARAZI and IDLG/DMM). Data was collected from all 11 municipalities. KIIs, FGDs and site visits were held in 7 of the 11 municipalities. The remaining four municipalities (Enjil, Farah, Mirbachakot and Nili) were not directly accessible because of insecurity. Remote consultations and FGDs were conducted with these four team leaders and their programme staff. This staff then assisted in conducting FGDs with relevant beneficiaries in these municipalities.

CROSS-CUTTING THEMES

Cross cutting themes, in particular, gender and human rights, were included in the data collection and analysis.

ETHICS

All interviews, FGDs and other discussions were conducted in accordance with best ethical practice in research, particularly with respect to ensuring participants' safety, anonymity, the protection of data, and risk mitigation. Informed verbal consent was obtained ahead of all key informant interviews and FGDs. The evaluators explained that participation is voluntary, and that participants can withdraw at any time from the discussion. The purpose of the evaluation and any potential risks of participating will be explained ahead of stakeholder interviews. The evaluators complied with all relevant organization codes and policies. Consent for was obtained before taking any photographs.



Beneficiary Focus Group Discussion, Farah © UN-Habitat

SUMMARY OF DATA COLLECTED

Data was collected in all 11 municipalities. Skype and telephone interviews were used, where required. FGDs were used to accommodate larger

groups of key respondents. As shown in table 6, the total number of respondents was 524, with 38 KIIs, 38 FGDs, 12 questionnaires and 12 site visits. The details can be found in Annex 2.

Table 6: Summary of Data Collected

SUMMARY			
KIIs	FGDs	QUESTIONNAIRES	SITE VISITS & OBSERVATIONS
# Interviews 38	# FGDs 38	# MSC 12	
# Persons 44	# Persons 473	# Persons 8	# Site Visits 12
		Response Rate 67%	
TOTAL RESPONDENTS 524 (44+473+8)			12

Females 177 (34%), Males 347 (66%)

DATA QUALITY CONTROL AND ANALYSIS PLAN

In the field, emerging themes were tested and explored in further depth, as the perspectives of various stakeholders become clearer. Various tools were utilised to collect, triangulate and validate the data, including: Programme Logic; Maximising Accountability and Learning Opportunities; and Quality of Evidence. This evaluation ensured data quality through the application of the BOND Principles (Voice and Inclusion, Appropriate, Triangulation,

Contribution, and Transparency)⁴¹ and the ALNAP criteria (Accuracy, Representativeness, Relevance, Generalisability, Attribution, and Clarity around contexts and methods).⁴² In the interviews, descriptive, normative, and impact questions were used to ensure that past, present, and future conditions are described, with cause-and-effect relationships explored. The Independent Evaluation Unit at UN-Habitat HQ supported the evaluation, through ongoing consultation and a review of the Draft Report, to ensure that the data was independent.

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

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

2.3 LIMITATIONS

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

Another limitation was access and security. The evaluators received a security briefing at the beginning of the field work, communicated with Security throughout the field work, and adhered to all of UN-Habitat security guidelines and rules. Security did not grant travel for four

municipalities (Enjil, Farah, Mirbachakot and Nili), and thus data was collected remotely through Skype and telephone calls, and FGDs conducted by programme staff.

Data was collected during February and March 2020, a period of heightened political and social tensions in Afghanistan due to three issues: (1) the peace talks between the US and the Taliban, (2) the declaration of a parallel government, and (3) the first confirmed case of Covid-19 in Herat on 24 February 2020. These contributed to further restrictions on travel and data collection.

3. MAIN FINDINGS

This evaluation assessed the overall and programme-specific results. As of 29 February 2020, the delivery against outcomes was as

presented in table 7 at the levels of overall and specific objectives.

	No Progress		Overachieved
	Underachieved		No Baseline
	Achieved		Did Not Provide Data

Table 7: Log Frame Progress

INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
OVERALL OBJECTIVE (OO): To improve stability and stimulate local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state				
OO1: % increase in municipal revenues (from safayi taxation and business licences) in target cities: Target: various, TBD after baseline survey (de-facto indicator for improved social contract, strengthened stability and municipal capacity to collect revenues)	322,791,532 Afs	541,375,152 Afs	435,678,483 Afs	80.5%
OO2: (Replication indicator): No. of additional SMAP and CIP sub-projects implemented with on-budget or line department funding (Target: 22 - 2 projects in each city)		22	DNPD	
SPECIFIC OBJECTIVE (SO): To increase sustainable municipal revenues and strengthen urban management for inclusive service delivery and local economic development				
SO1: % of surveyed properties that have paid annual safayi fee (Y6 target: 80%)	0	70% (Y5)	25%	35.7%
SO2: % of surveyed properties issued with occupancy certificates (Y6 target: 10%)	0	8% (Y5)	3.4%	42.5%
SO3: No. of service delivery sub-projects implemented by municipalities in line with SMAPs and CIPs in target cities (Y6 target: 14)	0	12 (Y5)	DNPD	

- For OO1, there is 80.5% progress against the target, while there is no data available for OO2. This data was requested and was not available at the time of the writing of the report.
- For SO1, the achievement is 35.7%. This indicator is not particularly strong as it depends on taxpayers' perception of municipal services. For the remainder of the programme, MGSP will (1) complete both municipal

- and Gozar sub-projects to demonstrate the potential for service delivery, and (2) intensify public awareness for Safayi.
- For SO2, the achievement is 42.5%. UN-Habitat agreed with the EU to revise this target, given the provisions of the OC regulation that are out of UN-Habitat's hands. UN-Habitat proposed a target of 2% per year from Y2, therefore, 8% for Y5 and 10% for Y6. The achievement of this indicator remains

a major challenge for this programme and is discussed below under Effectiveness.

- For SO3, the data is not available.

For the three Results, the achievements are listed in table 8, 9 and 10.

Table 8: Achievements of Result 1

RESULT 1 (R1): Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/finance				
INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
1.1: No. of properties surveyed and registered, and houses numbered, in target cities	0	585,876 (Y5)	319,461	55%
1.2: No. of surveyed properties that have received safayi invoices	0	319,461	237,721	74.4%
1.3: No. of SMAPs and CIPs prepared in an Afghan-led and participatory manner, disseminated to citizens, and used by local authorities for annual planning and budgeting in target cities	0	11 (Y4)	9	82%

- For Result 1, Indicator 1.1 is at 55%. UN-Habitat plans to deploy additional experienced project staff from Kabul Nahias (when KSMNP closes on 31 March 2020) to bolster property

surveys in the provinces to accelerate the survey process and meet the target.

- Indicator 1.2 is at 74.4% and Indicator 1.3. is at 82%. These indicators are on track.

Table 9: Achievements of Result 2

RESULT 2 (R2): Improved municipal service delivery and strengthened 'social contract' between citizens and municipal authorities				
INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
2.1: No. of men, women and children reached through municipality-delivered service delivery projects (co-financed by safayi revenues) in target Nahias	0	740,340	DNPD	
2.2: No. of Gozar Assemblies established for engagement with municipal affairs/governance	0	400 (Y5)	375	94%

- For Result 2, there is no data available for Indicator 2.1. This is a weak indicator as it is not clear how it can be measured. Measuring “# of municipal sub-projects implemented” might have been useful.

- Indicator 2.2. is at 94% and is on track.

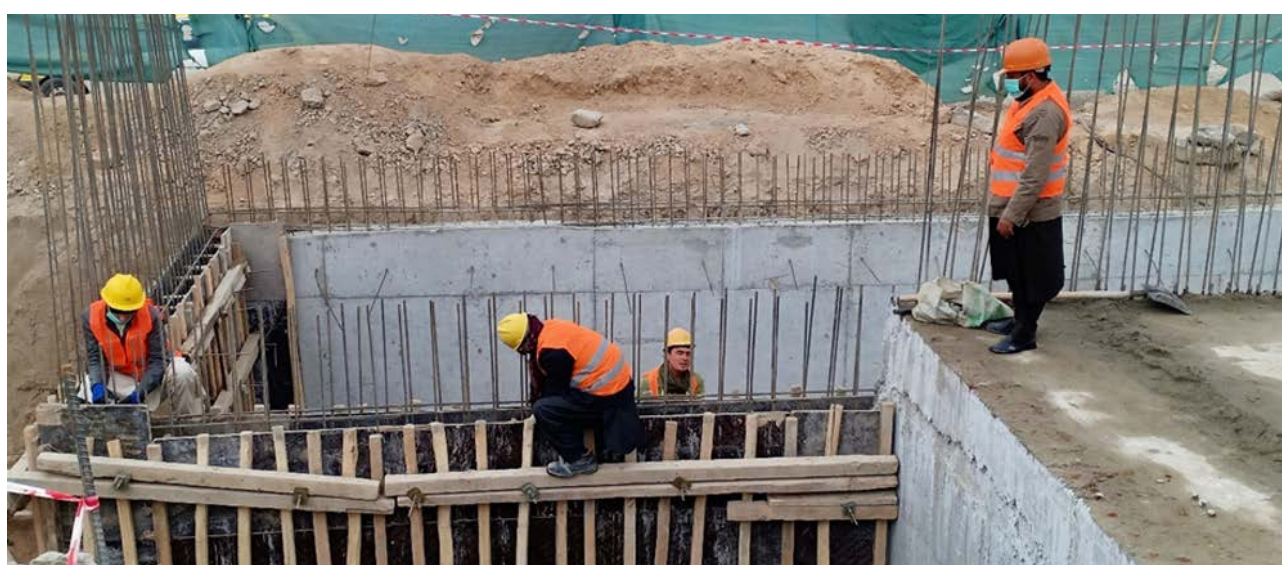
Table 10: Achievements of Result 3

RESULT 2 (R2): Improved municipal service delivery and strengthened 'social contract' between citizens and municipal authorities				
INDICATOR	BASELINE	TARGET	RESULT	PROGRESS
3.1: No. of new municipal boundaries delineated and mapped	27	7 (Y3)	7	% 100
3.2: % of properties in target cities incorporated into ARAZI national cadastre system (Y6 target: 70%)	0	60% (Y5)	31.2%	52%
3.3: No. of regulations, policies, procedures/guidelines and/or tools prepared or revised by central authorities, disseminated to and used by municipalities and stakeholders, and enforced/monitored by central authorities	0	7	7	% 100
3.4: % increase in human and institutional capacity of DMM, MUDA, and ARAZI to implement improved land management, urban planning and municipal finance/governance for LED and service delivery	0	-	DNPD	

- For Result 3, Indicators 3.1. is at 100% and this activity is complete.
- Indicator 3.2. is at 52%. It is planned that 100% of the property data will be uploaded into the ARAZI cadastre/OC database system once it is completed (by UNOICT) in April 2020. At present, only the property data that is cleared for issuance of OC is uploaded in the ARAZI OC server.
- Indicator 3.3. is at 100% and thus complete. It should be noted that additional outputs will be produced in the remaining programme period, e.g., a procedure manual for land value zoning.
- There is currently no data for available for Indicator 3.4. This indicator will be measured in the MGSP impact survey scheduled in 2020.

It is important to note that street addressing, despite being a key programme activity, was not included in the log frame. Its exclusion means that it is not possible to properly monitor and measure this important activity.

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



Construction of the Underground Pedestrian Walkway, Gozar Grant, Mazar © Mohammed Ibrahim

3.1 RELEVANCE

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

BENEFICIARIES

Respondents noted that the programme objectives and results are relevant to the needs of target beneficiaries. That is, this programme responded to the need to improve stability and stimulate local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state.

There was consistent beneficiary feedback from interviews, FGDs and survey across the various municipalities that the MGSP addressed an issue that was previously unaddressed. A Gozar leader stated, "We had nothing like this before. There was no real or honest system to collect revenue; there was no way forward." A beneficiary noted, "The relationship between us and the government was very bad. This programme allowed us to build trust with the government and outline their and our responsibilities." Notably, this programme responded to the needs of the highly vulnerable, for example, those persons living on informal or unplanned properties. A female beneficiary said, "We now feel safe in our homes. Before we were always afraid that we would be evicted."

Community leaders and members highlighted the programme's alignment with the needs of individuals, households, and communities. The Gozar grants responded to community-identified needs in the form of, for example,

the construction of roads and canals, park upgrading, and the building of underground pedestrian walkways for school and university students. These are discussed further under Effectiveness and Impact Outlook. A CDC leader noted, "This project listened to what we needed. Before we had few government projects and the government decided what we needed. This project was different. This road [she points to the road] was a priority for us for many years and now we have it, thanks to this project."

COUNTRY PRIORITIES

MGSP is aligned with the policies of Afghanistan. In the Preamble of the Constitution of Afghanistan, it states the Government's commitment to "Attain a prosperous life and sound living environment for all inhabitants of this land."⁴³ In 2008, the government, with the endorsement of donors, developed the Afghanistan National Development Strategy (ANDS). The objective of ANDS was to "substantially reduce poverty, improve the lives of the Afghan people, and create the foundation for a secure and stable country."⁴⁴

In 2010, at the Kabul Conference, the government announced the launch of the National Priority Programmes (NPPs), which refer to a set of 22 priority development programmes.⁴⁵ The NPPs represented a prioritization and further focusing of ANDS, including deliverables and costings. In the NPP for Local Governance, land registration is listed as one of the key responsibilities of subnational government bodies.⁴⁶ Moreover, this document stressed the importance of addressing land grabbing, land boundaries, land disputes and land ownership.

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

44 GoIRA, Ministry of Finance, Afghanistan National Development Strategy (ANDS), <https://www.budgetmof.gov.af/index.php/en/2012-12-10-12-13-57/faq/246-what-is-the-afghanistan-national-development-strategy-and>

45 GoIRA, Ministry of Finance, What are the National Priority Programs (NPPs)?, <https://www.budgetmof.gov.af/index.php/en/2012-12-10-12-13-57/faq/245-what-are-the-national-priority-programs-npps>

46 GoIRA, Independent Directorate of Local Governance, Local Governance National Priority Programme, 28 August 2015

In 2012, the framework for policy dialogue between donors and the Afghan government was established as the Tokyo Mutual Accountability Framework (TMAF). In 2015, the TMAF was updated as the Self Reliance through Mutual Accountability Framework (SMAF).⁴⁷ 2016 witnessed the Brussels Conference on Afghanistan (BCA),⁴⁸ and the launch of the Afghanistan National Peace and Development Framework (ANPDF).

MGSP is aligned with the Afghanistan National Peace and Development Framework (ANPDF), which is the government's five-year strategic framework for achieving its overarching goal of self-reliance.⁴⁹ In the ANPDF, under Governance and State Effectiveness, it states that in Afghanistan, "security, unrest, and under-development are inextricably linked ... This focus on a stable and legitimate state reinforces the importance of advancing peace, building political consensus, and stabilizing security. Clarity of property rights is of particular importance, especially land which is the principal

physical asset for much of the population."⁵⁰ Furthermore, ANPDF states that one of the main goals in creating vibrant and habitable cities is to "certify and secure land tenure rights, improve urban services to the poor, and increase access to employment."⁵¹

ANPDF's implementation is articulated in the Citizens' Charter (CC) National Priority Programme, where it is stated that "infrastructure projects will focus on needs specific to urban populations, including roads, drainage, sidewalks, solid waste management, parks and playgrounds, lighting, and green spaces ... The programme will have a strong focus on delivering services to informal settlements and returnees ... The roll-out will be coordinated with the land certification programme that provides urban communities with secure tenure and municipalities with resources to make investments in their communities."⁵² MGSP is outlined with these goals.



Beneficiaries, District 5, Kabul © UN-Habitat

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- 47 GolRA, Tokyo Mutual Accountability Framework (TMAF), 3 July 2013, http://www.mof.gov.af/Content/files/TMAF_SOM_Report_Final_English.pdf
- 48 BAAG, Civil Society input into the Brussels Conference on Afghanistan (BCA), Summary Report, 6 December 2016, <https://www.baag.org.uk/sites/www.baag.org.uk/files/resources/attachments/BCA%20report%206Dec16%20final.pdf>
- 49 GolRoA, Afghanistan National Peace and Development Framework (ANPDF), 2017-2021, <http://policymof.gov.af/afghanistan-national-peace-and-development-framework-anpdf/>
- 50 Ibid., p. 14
- 51 Ibid., p. 26
- 52 GolRA, Citizens' Charter National Priority Programme, December 2016, <http://policymof.gov.af/wp-content/uploads/2016/07/Citizens%E2%80%99-Charter-Program.pdf>

Community Development Councils (CDCs) are vital to the success of the Citizens' Charter (CC) as they are tasked with the planning, negotiation, and management of community development. Existing Shuras, such as health, education, and agriculture committees, will be integrated into CDCs as subcommittees. CDCs are therefore responsible for "ensuring safety and access for staff; being inclusive and ensuring that the poor and vulnerable get special attention; providing basic operations and maintenance from community resources; participation in cash or kind in the financing of their development projects; and ensuring village financial transparency and integrity."⁵³ The government hopes that communities will manage their own development goals, monitor service delivery, and report complaints to authorities and civil society.

In terms of delivery, MGSP is aligned with the Urban National Priority Programmes (UNPP), with its three pillars of (1) Strengthened Urban Governance and Institutions, (2) Adequate housing and basic urban services for all Afghans, and (3) Strengthened Urban Economy and Infrastructure. MGSP is also aligned with the two National Priority Programmes (NPP), namely, the National Programme for Local Governance (Governance Cluster) and the Urban Management and Support Programme (Infrastructure Development Cluster). The former outlines municipal service delivery and governance under the leadership of the Independent Directorate of Local Governance (IDLG). The latter outlines urban infrastructure development and urban management more broadly.

Progress of the ANPDF and NPPs has been slow due to ongoing insecurity and delays in setting up an implementation and monitoring framework and the operationalization of a clear governance structure with development partners.⁵⁴ Despite the government's political commitment to the

ANPDF and NPPs, the integration of development policies into the national budget FY1396/2017, FY1397/2018 and FY1398/2019 is limited, mostly due to fiscal space constraints.

From 27-28 November 2018, the Geneva Conference on Afghanistan took place during which time the Afghan government and the international community agreed to the Geneva Mutual Accountability Framework (GMAF) deliverables.⁵⁵ The GMAF built on the earlier mutual accountability frameworks mentioned above, for example, the 2012 TMAF and 2015 SMAF. The GMAF continues SMAF with the addition of a set of updated short-term deliverables for the period 2019-2020. The GMAF is also aligned with the overall national policy frameworks, namely the ANPDF and the NPPs, and aims to monitor concrete reform deliverables that support peace and development, reduce poverty and improve the welfare of the people of Afghanistan. The GMAF guides the government and the international community's reform activities for the period 2019-2020 with the goal of increased self-reliance by the end of the Transformation Decade in 2024.

In the interviews, municipal and government respondents expressed positive attitudes towards MGSP. IDLG/GDMA supports full property registration, while AZARI supports the improvement of tenure security for urban informal areas as well as OC issuance. Moreover, AZARI has plans to transform its Programme Implementation Unit into the Occupancy Certificate Directorate. All of the interviewed municipal leadership representatives spoke about the importance on working with UN-Habitat in the areas of land management and municipal governance. Finally, MGSP is regarded as a stimulus programme for the larger Comprehensive Urban Development Programme.

53 Ibid.

54 EU, 2018, Action Document for the State and Resilience Building Contract for Afghanistan 2018-2021, https://ec.europa.eu/europeaid/file/58205/download_en?token=WLQTP_9g

55 UNAMA, 26 November 2018, Geneva Mutual Accountability Framework (GMAF), Geneva Conference on Afghanistan, 27-28 November 2018, https://unama.unmissions.org/sites/default/files/gmaf_final_26_nov_2018.pdf



Interview, Municipality, Herat © UN-Habitat

UN-HABITAT'S GLOBAL AND COUNTRY STRATEGIES

MGSP fell under two UN-Habitat Strategic Plans (2014-2019 and 2020-2023). The programme was aligned with UN-Habitat's previous Strategic Plan 2014-2019,⁵⁶ with the Vision of "UN-Habitat promotes the stronger commitment of national and local governments as well as other relevant stakeholders to work towards the realization of a world with economically productive, socially inclusive and environmentally sustainable cities and other human settlements."⁵⁷ MGSP was also aligned with the Mission of "UN-Habitat, in collaboration with relevant stakeholders and other United Nations entities, supports governments and local authorities, in line with the principle of subsidiarity, to respond positively to the opportunities and challenges of urbanization by providing normative or policy advice and technical assistance on transforming cities and other human settlements into inclusive centres of vibrant economic growth, social progress and environmental safety."⁵⁸ The programme was aligned with the Strategic Plan's focus areas 2 (Urban Planning and Design).

MGSP is also aligned with UN-Habitat's Strategic Plan 2020-2023, which "focuses on the commitment and contribution of UN-Habitat to the implementation of those global development agendas, in particular, the pledge in the 2030

Agenda for Sustainable Development to leave no one behind."⁵⁹ The basis of the new vision is "a better quality of life for all in an urbanizing world."⁶⁰ This vision is articulated through the Plan's 4 domains of change, namely:

- Reduced spatial inequality and poverty in communities across the urban-rural continuum
- Enhanced shared prosperity of cities and regions
- Strengthened climate action and improved urban environment
- Effective urban crisis prevention and response.

MGSP also recognizes the Strategic Plan's organizational priorities that are supported by the two tracks: (1) the social inclusion dimension (human rights; gender; children, youth and older persons; and persons with disability), and (2) two cross-cutting thematic areas (resilience and safety).

MGSP is aligned with the specific aims of UN-Habitat's Afghanistan Country Programme 2016-2019. This document outlines how UN-Habitat aims to "transform lives by enhancing access to urban land, housing and services, while making systems and institutions responsive to the views and needs of all Afghans, and its vision of a prosperous and healthy settlements whose

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

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

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

59 UN-Habitat, Strategic Plan 2020-2023, https://unhabitat.org/sites/default/files/documents/2019-09/strategic_plan_2020-2023.pdf

60 UN-Habitat, Strategic Plan 2020-2023, https://unhabitat.org/sites/default/files/documents/2019-09/strategic_plan_2020-2023.pdf

residents can live in security and harmony, while contributing to development.”⁶¹ UN-Habitat Afghanistan is currently planning the draft of the next country programme.

DONOR PRIORITIES

Since 2001, the EU and its Member States have partnered with Afghanistan and the wider international community with the aim of “combating extremism and terrorism while simultaneously working towards peace and development in the country.”⁶² In 2017, the EU adopted the EU Strategy for Afghanistan, which outlined the EU’s relationship with Afghanistan aimed at strengthening the country’s institutions and economy. The 2017 Cooperation Agreement “provides the basis for developing a mutually beneficial relationship in several areas such as: the rule of law, health, rural development, education, science and technology, the fights against terrorism, organised crime and narcotics.”⁶³ The EU supports a prosperous and peaceful Afghanistan by:

- Building capacities of Afghan institutions involved in peace and reconciliation to promote regional consensus on peace and to implement peace agreements
- Enhancing regional and economic cooperation, reducing organised crime and drugs trafficking, and supporting security reform and training police
- Promoting economic and human development of Afghanistan: fight against poverty, job creation, investment promotion, agriculture, and rural development, tackling climate change
- Promoting regional cooperation, including border management, capacity building, as well strengthening the capacities of trade-related institutions.

At the Geneva Ministerial Conference in November 2018, the EU proposed a five-point offer to support peace in Afghanistan. These were (1) Helping to make the peace process more inclusive, (2) Supporting reforms, including the security sector, (3) Providing incentives to ex-combatants for reintegration, (4) Supporting

economic development and connectivity, and (5) Having the EU as a guarantor of a peace process.

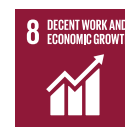
The EU has made financial commitment to Afghanistan. In October 2016 at the Brussels Conference on Afghanistan, the EU and its Member States pledged €5 billion out of a total €13,6 billion in support for Afghanistan in the period 2016-2020. In 2018 at the Geneva Ministerial Conference on Afghanistan, the EU pledged €474 million to support state building and public sector reforms in health, justice, and elections.

MGSP is aligned with the EU’s strategy for Afghanistan and the EU’s commitment to promoting peace and stability, enabling Afghan women’s full participation in public life, supporting democracy and human rights, supporting economic and human development, addressing the challenges related to migration, and assisting Afghanistan in establishing a functioning rule of law system. The EU is currently developing its new strategy for Afghanistan.

INTERNATIONAL DEVELOPMENT STRATEGIES

In 2015, all United Nations Member States adopted the 2030 Agenda for Sustainable Development, consisting of 17 SDGs aimed at ending poverty, improving health and education, reducing inequality, supporting economic growth, tackling climate change, and preserving the oceans and forests.⁶⁴ As part of its commitment to sustainable development, UN-Habitat provides technical assistance to the Government towards achieving the Sustainable Development Goals (SDGs), in particular, Goal 11, Sustainable Cities and Communities.

MGSP is also aligned with the following SDGs:



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

62 EU, EU Strategy on Afghanistan, 16 April 2018, <https://reliefweb.int/report/afghanistan/eu-strategy-afghanistan>

63 EU, EU-Afghanistan relations, factsheet, 26 March 2019, https://eeas.europa.eu/headquarters/headquarters-homepage_en/10740/EU-Afghanistan%20relations,%20factsheet

64 UN, Sustainable Development Goals, <https://sustainabledevelopment.un.org/?menu=1300>

MGSP is aligned with the following specific SDG 11 targets:

- 11.1 By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums
- 11.3 By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries
- 11.7 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
- 11.A Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.

MGSP is aligned with the NUA. In particular, it is aligned with how cities are planned, designed, managed, governed and financed to achieve sustainable development goals, focusing on transformation towards social inclusion and

ending poverty, and enhancing urban prosperity and opportunities for all and environmentally sustainable and resilient urban development.

SUMMARY

In summary, this evaluation found that MGSP is relevant and useful in response to beneficiary, country, organisational, donor and international development priorities. This programme responds to the needs of those persons most vulnerable living on informal and unplanned lands. It is also relevant to the objective of improving stability and stimulating local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state, fortifying the government's ability to increase sustainable municipal revenues and strengthen urban management for inclusive service delivery and local economic development. The urgent need to continue strengthening municipalities across Afghanistan in response to this objective means that the MGSP is well placed to remain relevant and useful.



Community Leaders and UN-Habitat Staff, District 11, Kabul © Stephen Van Houten

3.2 COHERENCE

Coherence is the compatibility of the intervention with other interventions in a country, sector or institution.⁶⁵ In EU-funded interventions, the evaluation of coherence highlights areas where there are collaborations which improve overall performance, which were perhaps not possible if introduced at national level, or it may point to possible tensions, for example, objectives which are potentially contradictory, or approaches which are causing inefficiencies.⁶⁶

SUMMARY

MGSP is compatible with previous and current UN-Habitat municipal governance and land management interventions. The programme is

also compatible with other interventions, like the USAID-funded KSMNP, which had the same three objectives. This programme is compatible with the Afghan government's UNPP, as well as the GMAF which has guided the government and the international community's reform activities for the period 2019-2020 with the goal of increased self-reliance by the end of the Transformation Decade in 2024. MGSP is also compatible with the Government's commitment to Private Sector Development and Inclusive Growth and Development, specifically its commitment to survey informal settlements and provide coverage of land tenure certificates in the cities of Kabul, Herat, Kandahar, Mazari-Sharif and Jalalabad. Overall, MGSP has strong coherence with other interventions and commitments.



Opening Ceremony, 2015, Canal Building, Gozar Grant, Nili © UN-Habitat

65 OECD/DAC Network on Development Evaluation, Dec 2019, Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use, <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

66 EU, Evaluation Criteria and Questions, Tool #47, https://ec.europa.eu/info/sites/info/files/file_import/better-regulation-toolbox-47_en_0.pdf

3.3 EFFECTIVENESS

Effectiveness is a measure of the extent to which an intervention meets its objectives. Objectives are defined quantitatively as expected outputs or results.⁶⁷ Effectiveness is evaluated by comparing what has been obtained with what was planned, and thus outputs and results indicators are all that is required. A project's effectiveness is assessed by asking: To what extent were the objectives achieved or are likely to be achieved? What were the major factors influencing the achievement or non-achievement of the objectives?

In assessing the extent to which the results that were reported are a fair and accurate record of achievement, all project monitoring reports were reviewed. This information was triangulated with input from project staff, donor, partners and beneficiaries, where applicable. The MGSP team produce quarterly and annual reports. M&E field data is sent to the Kabul office every Thursday. Following the presentation of the results in the Main Findings above, the drivers of success and challenges are now discussed.

DRIVERS

The main drivers of the achievements so far are (1) programme model, (2) flexibility, (3) survey data, and (4) partnerships, and (5) beneficiary awareness of donor contribution.

PROGRAMME MODEL

The programme's three outcomes are:

- Strengthened **municipal capacities and systems** for urban planning, land management and municipal revenue & finance (Result 1)
- Improved **municipal service delivery** and strengthened "social contract" between citizens and municipal authorities (Result 2)
- Improved **enabling environment** for urban land management and administration, municipal governance, local economic development and service delivery (Result 3).

These pillars are important contributors to the goals of increasing sustainable municipal revenues and strengthening urban management for inclusive service delivery and local economic development (SO), and, ultimately, to improving stability and stimulating local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state (OO). Conceptually, the programme model is strong, but there are issues with municipal capacity and their ability to deliver on certain aspects of the programme. This is discussed below under Challenges.

Both government and municipal respondents spoke highly of the programme model. The model was commended for its simplicity, effectiveness, and impact. The three Results appear to be easy. A respondent noted, "I like the three parts of the project. They are strong and they are easy to remember; not like many other development projects that are long and complicated." In particular, government respondents applauded the strengthening of municipal capacities and systems (R1). A respondent said, "MGSP is effective because it addresses an important need in Afghanistan: The need for municipal capacity building in land management and governance." This comment on the programme's relevance and effectiveness is also relevant to the discussion of impact below. Senior government respondents support the linkages between the three Outcomes, for example, "This MGSP is nicely linked. All three parts work together and result in a simple and very effective project." Beneficiary respondents also highlighted the importance of the OCs, as expressed in the Herat FGD, "We love our OCs more than our lives." See box 1 for a beneficiary story.

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

BOX 1: Beneficiary Story

I am a resident of Mazar-e-Sharif city in Balkh province. Due to war in Afghanistan, I migrated many times and I was repatriated to my country some years back. About 8 years ago, I bought a piece of land of 250 square meter in District 5. Afterwards, I tried to get an OC for my land through the official channels in the relevant government department. I finally came to realise that it was not possible to get an OC without paying extra money to different channels as a bribe in order to process my document. They said that I had to pay 3,000 USD to get the OC. Unfortunately, due to economic problems, I was not able to pay this big amount of

money to them. After some time, I came to know about the OC process through the awareness programme of City for All (CFA) program. I received a payment bill of 1,000 Afghani for the cost of the certificate and 2,500 Afghani for my 250 square meters of land. The total amount I paid was 3,500, and I was able to finally get my OC. During this process, nobody in the Directorate of ARAZI asked me for any favours in the form of cash or a gift. The process was transparent, and I am grateful to the authorities of the ARAZI Directorate.

Beneficiary, Balkh Province

Municipal and community respondents spoke about the contribution of municipal services (Result 2) to the programme's effectiveness. For example, a Nahia respondent spoke proudly of how his office has improved service delivery for Safayi tax and OCs. He noted, "Before this project, our service delivery was bad. If I am honest, it was embarrassing. My staff now have skills and they have a different sense of responsibility. I am very proud of my staff now. I am very proud of our service delivery to the community." Community respondents spoke mostly about the improvement in municipal service delivery. A community member said, "We know that this project worked because it improved service delivery. For me, it was getting my OC and paying my Safayi tax. And even though I did not believe it would happen, service delivery is better. The Nahia responds to the needs of the community. Service delivery is better because the UN-Habitat and the EU trained the municipal staff." This is another example of the linkages between Results 1 and 2.

FLEXIBILITY

Since 2015, this programme has seen many changes in the activities, indicators, targets, staffing and budget. The flexibility of UN-Habitat and EU in response to these various changes is notable. Both parties have engaged and proactive staff working on and overseeing this programme who are able to learn from the outcomes, adapt, and improve practices and responses. A government official commended both UN-

Habitat and the EU for their role in "keeping the programme floating and steering it in the right decision." Another partner respondent stated, "The EU and UN-Habitat have had a tough time. This project has not been easy. Somehow, they have managed to be flexible and responsive. This approach has been very important."

The various programme changes illustrate the adaptive approach. One, in March 2017, there was the alignment of MGSP with KSMNP under the umbrella City for All (CFA) programme. According to programme staff, this alignment improved the learning and knowledge management as implementation, monitoring and reporting for both programmes were harmonised. That is, both programmes were put under a common management structure, one CFA National Steering Committee led by MUDL, and one CFA Programme Management at UN-Habitat. Two, in June 2017, the programme was amended to include the production and issuance of OCs. This completed the full alignment of MGSP with KSMNP by including the issuance of OCs in MGSP, thereby contributing to the benefits listed under point one above. Three, in December 2017, there was a second amendment to the programme in order to achieve full coverage of MGSP activities in 7 municipalities, expand programme activities in 4 new municipalities, and institutionalize the issuance of OCs, participatory budgeting and strategic urban planning. This had the benefits of expanding the coverage of property surveying and issuance of OCs and attracting additional support from

the World Bank. Also, the additional funding enabled the employment of tashkeel staff at OC directorate, thereby strengthening ARAZI's capacity to undertake OC functions and ensuring sustainability of the OC process.

Linked to this flexibility and adaptiveness is the communication between the EU and UN-Habitat. It has not always been ideal, but both parties expressed appreciation of the other's willingness and openness to resolving issues as they arose. While there are still challenges to deal with before the end of the programme (as discussed below), the adaptive management, flexibility and open communication have been, and remain, vital to this programme's effectiveness.

SURVEYS

Under Result 1 (Strengthen municipal capacities and systems), property surveys are part of both Indicators 1 (No. of properties surveyed and registered, and houses numbered, in target cities) and 2 (No. of surveyed properties that have received Safayi invoices). The log frame analysis shows progress of 55% and 74.4% progress respectively, and yet the enormous amount of work and achievements of the various levels of

the surveys remains somewhat hidden. For both of these indicators, the survey parts are 100% complete. This highlights the weakness of both indicators in that they both have more than one activity, which makes it difficult to measure the separate parts.

This evaluation found that the land and house surveys were effectively conducted. This was done despite difficult physical terrain and inclement weather. These surveys were one of the core programme activities as they formed the basis for the later consolidation of the survey data and the actions regarding the Safayi tax and OC issuance. A survey respondent said, "Our work is not acknowledged by the programme managers but without those many days doing the survey, we would have nothing for the later programme." A staff respondent noted that one of the failings of the log frame was there was no indicator for the number of surveys completed, without being linked to the property registration, house numbering and receipt of Safayi invoices (Result 1). This measurement would have shown, as one government respondent noted, "the enormous amount of work that took place behind the scenes" in the programme implementation and progress.



GIS Office, District 15, Kabul. © Stephen Van Houten

One of the activities of this evaluation was the site visit to the Geographic Information Systems (GIS) office in District 15, Kabul. The staff presented their outputs (for example, see the photograph below) and illustrated processes. The discussion with the team highlighted the vast amount of outputs achieved and the progress made by the team of 16 (14 officers led by two senior GIS officers). It is interesting to note that in other discussions, senior government and staff respondents had high praise for this team's achievements. A government respondent noted, "This team worked very hard and produced professional survey data and maps. This is something that we did not have before. Their work has had a big impact on how we see our city and what we will do in the future."

The senior GIS officers highlighted the importance of keeping the data updated in the future. They stated that at this point it is not clear how this will happen after the programme has ended. The mechanisms for this have not been articulated to the GIS team. They also raised the importance of retaining the capacity and experience of the core GIS team. So far, the team has not been updated regarding their status after the programme ends. They outlined the GIS team's key role in the programme's effectiveness, impact and sustainability in the future. In the discussion of survey data, programme staff also highlighted the importance of using tablet apps in the collection of property data. This reduced manual data entry, and it was much more effective and efficient. This method was first used by CFA.

PARTNERSHIPS

Building on UN-Habitat's previous approach in Afghanistan, the programme focussed on building and strengthening partnerships with the government. The strong emphasis on working at both the municipal and national levels of government contributed to the programme's effectiveness. At the national level, government respondents spoke about the importance of UN-Habitat's historical approach of active government engagement and capacity building. A government respondent said, "We have a long history with UN-Habitat. They understand the context and the importance of including the government to make a success of a project. In MGSP, we once again had a very good partnership." There were challenges with

this partnership, which are discussed below. It was interesting to note that despite the official government line of not wanting UN-Habitat to be involved in any service delivery activities (e.g. the Goza Grants), government officials acknowledged their importance in this programme's effectiveness. A respondent noted, "People appreciate UN-Habitat's approach, both capacity building and service delivery." This issue is discussed in more detail below under Impact.

Government and municipal respondents spoke about the programme's effectiveness of involving and providing capacity building at the municipal level. A respondent stated, "Municipalities still need a lot of capacity building. This is a big problem for this government. We can work at changing things at the top but the middle, the municipalities, need to get the training and experience too. Otherwise, what we do at the top is not useful and a waste of money." Nahia staff spoke strongly about the importance of their ongoing involvement, support and capacity building in improving municipal land management systems. Community leaders and members backed up this view. A CDC leader noted, "This programme is effective because it has changed the way the municipality thinks about us and how it responds to our needs."

Another important theme under Partnerships is UN-Habitat's established relationship with government. Partner respondents noted that UN-Habitat's long and established relationship with government officials results in more effective programme planning and implementation. This evaluation found that MGSP has strengthened already established relationships with the relevant national ministries and municipalities. Following UN-Habitat's long engagement in and commitment to Afghanistan, there are a few points to note. One, UN-Habitat has good working relationships with ministries and municipalities in the areas of land management and urban development. Two, MGSP is relevant to the government, municipalities and communities. Three, MGSP also reflects and is aligned with the donor's priorities in Afghanistan.

The final point under Partnerships relates to the use of the People's Process in the programme design and implementation, in which the "underlining principle has been to place the affected people at the centre of the process. This means mobilizing the

affected communities to take decisions on their recovery and supporting them.”⁶⁸ UN-Habitat thus used the People’s Process to develop effective partnerships for planning, implementation, decision making, problem-solving, and resource sharing. Government, municipal and community respondents noted the effectiveness of the People’s Process in this programme. A government respondent noted, “We appreciate and support this approach. This approach works where many others don’t.” A municipal respondent said, “We don’t have much experience with international partners, but we immediately saw that Habitat was different for the others. All through the project, we have been involved.” A community member said, “We like being involved because it makes the municipality more accountable.” Respondents noted that this approach is important to the programme’s effectiveness, impact and sustainability. In comparison to previous UN-Habitat programmes and project, the evaluator noted that the People’s Process was less obviously central to the programme narratives and documentation.

BENEFICIARY AWARENESS OF DONOR CONTRIBUTION

There is a good level of awareness amongst beneficiaries regarding the contribution of the funding partner. This is evident in the programme signage observed during the site visits and the drives to various programme sites in the districts. Programme signage is evident at all of the programme’s delivery sites.



Programme Signage, Mazar © Ibrahim Mohammed



Programme Signage, Kabul © Stephen Van Houten

In the KIIs and FGDs, beneficiaries usually started their responses by acknowledging the EU’s programme contribution. For example, a community leader said, “I would like to thank the EU and UN-Habitat for funding the project in our community. This money has made a big difference in the lives of the people living here.” A community member noted, “We thank the EU for choosing our community to do their good work. We are changed and strengthened by their kindness.”

CHALLENGES

The main challenges are (1) log frame, (2) programme changes, (3) occupancy certificates (4) street addresses, (5) Safayi invoices, and (6) government involvement and capacity.

LOG FRAME

This evaluation found problems with the overall reported results of the programme’s achievements. One of the main challenges in this programme (discussed in more detail below) was the changing indicators, number of beneficiary sites and targets. In terms of the M&E system, this posed significant challenges in that the log frame had to be continuously updated. This meant that even for this mid-term evaluation, the progress was not readily available, and the log frame could only be analysed after various discussions and input from managers. While it understood that this is a large and complex programme, the log frame should always still be updated for review.

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

There are serious issues with the log frame, some of which appear to be linked to the development of the log frame, while others are linked to programme management. For example, for the Overall Objective, the indicator for OO1 measures the “% increase in municipal revenue” yet the baseline, target and result are stated in monetary terms (Afs.). There are issues with all three indicators under the Specific Objectives, where there is a low achievement (SO1 and SO2) and no data (SO3). One, the achievement of SO1 (% of surveyed properties that have paid annual Safayi fee) is 34%. As noted under the Main Findings, this indicator is problematic because it is dependent on people’s perceptions of service delivery quality. As a result, it is very difficult to measure. Two, there was an overestimation of the government’s ability to issue OCs (SO2). This resulted in a notable underachievement in progress. Recently, UN-Habitat met with the EU to revise the targets. At the beginning of 2020, the progress stood at 1.4%, and since the revision (target: 8%), the progress now stands at 42.5%. This issue remains a significant source of concern for the EU. Three, there is no data yet for SO3 (No. of service delivery sub-projects implemented by municipalities in line with SMAPs and CIPs in target cities). There is no reason why this data should not be captured in real-time and be updated at least weekly and available for review. A final example is Result 2.1 (No. of men, women and children reached through municipality-delivered service delivery projects). This indicator is weak in that it is difficult to measure, and there will be no data for this indicator at the end of the project.

PROGRAMME CHANGES

This programme has seen various changes during implementation, as discussed above under Drivers. While these changes had positive benefits, they also posed challenges. For example, the increased size of the project meant an increase in the budget, staff and activities. UN-Habitat responded appropriately to these changes, for example, by bringing in the team leader, incorporating MGSP into the CFA programme, and revising the targets in collaboration with the EU. Nevertheless, these changes brought various M&E, implementation and management problems (as outlined in the section above).

Notably, staff expressed difficulties in what described as “what felt like continuously shifting

goalposts.” A staff respondent noted, “This has been a difficult programme to be part of. While I think management has done a good job reacting to the many changes, the changes have brought ongoing challenges for the staff. There has not been an overall approach to deal with this.” While this comment speaks to the ability of management and the EU to respond to the changes and challenges, it highlights the lack of a general approach, for example, adaptive management, that is clearly expressed in the inception and implementation phases.

OCCUPANCY CERTIFICATES

In 2017, the EU asked UN-Habitat to include the issuance of OCs in the programme. The programme was amended with the same, original budget. This activity was then included under SO2 (% of surveyed properties issued with occupancy certificates). The original target for SO2 for Y5 was 60%, and the achievement towards the end of 2019 was 0.9%, that is, progress of 1.5%. The main reason for this was that the original programme assumption that the AZARI has the capacity to issue the OCs. This assumption turned out to be incorrect as the AZARI’s low capacity for OC issuance partly led to the revision of the target for OC issuance. This was a significant flaw in the programme design, which has resulted in programme implementation challenges and problems in programme achievements. Moreover, the government has added seven new regulations that affect OC issuance, and therefore the project indicators and targets. For example, the government has decided that OCs are no longer free, and that community members now have to pay for OCs. Further, the government has declared that urban land on private and state land will now be treated the same.

During this evaluation, the EU and UN-Habitat described this lack of progress as a significant problem. The EU stated that the problem was more a political problem than an issue related to UN-Habitat. Over the last months, UN-Habitat has been discussing possible solutions with the EU. As stated above under Main Findings, the EU and UN-Habitat agreed to reduce the target for Y5 to 8% (a 52% reduction) and Y6 to 10% (a 60% reduction). Therefore, the current 3.4% achievement against the 8% goal is progress of 42.5%.

It was found in the FGDs that most of the beneficiaries, while grateful for the OC process, believe that the process of getting OCs is too slow. The reasons for this have been outlined above but it is important to note community frustration, which, in some cases, is beginning to break down confidence in the programme. One respondent noted, "Yes, I am very happy that my house has been surveyed but I still don't have my OC. It has been many months without the issuance of the OC. It is the same for my neighbours. We are beginning to get very frustrated. This programme is not living up to its promises. Despite this being a problem of government capacity, community respondents see it as a programme failure.

OC issuance remains a major challenge for the remainder of the programme. Essentially there are three choices given the relatively short period remaining until the end of the programme: (1) cancel the activity, (2) revise the target again, and (3) make plans to achieve the current (and revised) targets. This evaluation found that the EU supports the third option. UN-Habitat is also working to achieve the third option but is aware that the achievement might be difficult given that it is mostly out of their control. This activity also shows the importance of understanding government willingness and capacity before starting an activity.



Street Survey, Mirbachacot, Kabul © UN-Habitat

STREET ADDRESSES

At the time of the evaluation, UN-Habitat was in discussion with the EU regarding Indicator 1.1 (No. of properties surveyed and registered, and houses numbered, in target cities) under Result 1 (Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/finance). This is a weak indicator in that it has three interrelated phases (properties surveyed, registered and street nameplates. These activities should not be grouped, and instead they should be measured separately.

The first part of this activity (properties surveyed and registered) are further along than the second

part (houses numbered). The main problems lie in the second part of the indicator, which are the addresses (street names) and street nameplates. One, there were delays in the naming of the streets in that some street names were controversial, and it took time for their official approval. Two, there have been issues with the manufacturing of the street nameplates. A recent change in government rules regarding procurement states that all new agreements have to be endorsed by Government. This means that UN-Habitat will not be able to deliver the street nameplates in the agreed-upon timeframe. UN-Habitat Afghanistan then decided to advertise for the procurement of the nameplates through UN-Habitat HQ in Nairobi. One of the potential suppliers contacted the government stating that

UN-Habitat's technical design was flawed. DMM contacted UN-Habitat to inform them of this correspondence. UN-Habitat contacted the EU to inform them of these developments. Together they decided that the issue should be presented to the Steering Committee for feedback. This was being planned during the data collection. The EU stated that they were happy with UN-Habitat's quick response and clear communication about this issue.

It is important to note that not all surveys are complete across the project. For example, in Herat, the surveys are 80% complete. A municipal respondent stated, "We have completed the surveys of 12 Nahias out of 15, and we hope to complete the remaining 3 Nahias within our stipulated period of time."

SAFAYI

As part of the Finance and Governance (MFG) pillar, the programme is supporting municipalities in issuing house-to-house Safayi invoices to the surveyed properties. Initially, programme staff approached DMM to officially establish the process. DMM gave its consent and a letter was issued to all of the target provinces in which it was stated that they should use the MGSP survey data in the generation of the Safayi invoices. Regardless of this official DMM letter, programme staff was unable to start the Safayi invoice distribution in most of the provinces. Programme staff reported that the municipal authorities in the target provinces resisted issuing the invoices.

The programme staff arranged a forum meeting with DMM and the municipal authorities to discuss the challenges. The municipal authorities generated possible solutions, which DMM then reviewed to ensure compliance with the municipal legal framework. After the DMM review and approval, municipal officials signed the forum outcomes, which were then sent out officially to the provinces. The process of Safayi tax invoices then began.

Another related problem is that people can only pay Safayi taxes in governmental banks. In most of provincial cities, there is only one bank, which makes payment difficult. Community and municipal respondents noted that payment options needed to be expanded to improve the payment of Safayi taxes. Suggestions included the government's expansion of the banking system to include private banks as well.

It should be noted that at the time of the evaluation, SO1 (% of surveyed properties that have paid annual Safayi fee) has progress of 35.7% (that is, 25% of the Y5 target of 70%). This evaluation found that compliance rates are low, especially in the provincial municipalities. MGSP reported that it will support a communications campaign to improve compliance in the remaining months of the programme. There was evidence of adaptive responses to the initial problem in that MGSP programme staff replaced the top-down approach with a more participatory and inclusive approach. While this approach resulted in more buy-in at the provincial municipality level, the progress remains significantly low. As with the challenge of OC issuance above, both the EU and UN-Habitat want to try and improve progress on the current targets. Some staff respondents noted that a revision of these targets might be necessary as a matter of urgency.

GOVERNMENT INVOLVEMENT AND CAPACITY

While it was stated above that there has been government involvement in MGSP, staff respondents reported that in general the government has mostly been involved in small scale activities. That is, staff argue that there still seems to be a lack of clarity about government involvement and ownership in this programme. A respondent noted, "They are removed from most of the activities. In some instances, they are information providers, but they are not useful in the deeper programme issues."

Government respondents stated that they supported the programme and that it was difficult for them at times because the main programme implementing partners were the municipal authorities. Municipal respondents noted that the government was not always available and supportive of their particular needs in this programme. For example, the Nahias still rely on government finance and capacity to implement and continue this project. A common theme in the Nahia staff feedback was that they had very little belief that the government was able to support this programme moving forward. The reasons that they stated were the lack of government commitment, resources and capacity to advance this programme. This issue is further explored under Sustainability.

In the provincial assessments it was noted that when community members at the Gozar and Nahia level who want to process their OCs, they need to go to Shura members who live in different locations. Community respondents stated that it is difficult for them to go to these Shura members who are living in different places to get information, process their documents, and

solve their problems. There is no specific local office or place for people to go to solve their related problems. Respondents spoke about the urgent need for a local office. A respondent from the ARAZI Directorate argued that one office is needed in every Nahia and Gozar.



Beneficiaries, Focus Group Discussion, Enjil © UN-Habitat

One of the biggest challenges noted in discussion with provincial government respondents is the lack of financial resources, especially for basic office and facility requirements to carry out the programme activities. While there has been the approval of smaller equipment from the central government in Kabul, respondents noted that the needs still far outweigh the delivery. Provincial government respondents argued that it would be better to get this equipment, especially computers, software and printers, directly through the programme rather than the central government, as this would save time and help them to respond more effectively and efficiently to the community needs as outlined in the programme. This highlights the important finding that programme delivery is uneven across the provinces for a variety of reasons, one of which is the different levels of access to the necessary equipment.

Government respondents noted that currently they have no opportunity to discussion and learn from the successes and challenges in

other provinces involved in MGSP. Respondents suggested exposure visits to other provinces to compare performance, gaps and lessons learned. They argued that such visits would allow them to assess the situation and learn new techniques and approaches that have been successful in other provinces, and, consequently, implement these approaches in their provinces.

OTHER CHALLENGES

A few other challenges are noted. One, provincial government respondents noted problems in the availability of data. Respondents noted that the digitalization of the system to the provincial government needs to be accelerated. With the strengthening of the digitalized system, the central government (DMM) will thus be able to receive provincial data more quickly and speed up the process of approvals.

Two, beneficiaries stated that there are not clear maintenance plans for the infrastructural projects. Site visits confirmed this perception

as the maintenance plans are unclear and the assumption seems to be that government will be responsible.⁶⁹ One government official stated, “We know we should be responsible for the new roads and parks, but we do not have the resources to do this. They will not be maintained. That is the sad truth.” These observations raise the issue of the sustainability of the Gozar projects.

Three, community respondents noted that there is illegal land control allegedly by groups that have taken occupation of government land and use different means to ensure that government is not able to control the land again. Community respondents spoke about the need for government to take firm action against these groups. Respondents said that the programme is ineffectual in areas controlled by these groups. During this evaluation, there were examples of land being secured away from the control of these illegal groups and persons (see Box 2).

BOX 2: Beneficiary Story

I am an old person and have been working as a Guard (Chawkidar) in one of the city markets over the past many years. I have a property, which has a boundary wall. This property has been sold by influential people without my knowledge several times from one person to another. Each time, when I went to take back my land, the new person would tell me that, “I do not know you and I have bought the land from another person.” They said this despite the fact that I have documents proving that I am the actual owner of the land. This happened a few times and I was in desperate need of help. One day, someone told me that the UN-Habitat office, in coordination with the relevant

Government office, is doing the registration of the properties and if you have a document to prove your ownership, you can take it back from that person. With his guidance and advice, I approached the UN-Habitat office and shared my problem with them, and I showed them my ownership document. With their help, and the confirmation of the Guzar Shura, I was able to repossess my house from that last person who had occupied my land. It was one of the happiest moments of my life – to get my house back through a legal channel and without any special favour from someone.

Male Beneficiary, Kandahar Province

Four, the final challenge relates to Covid-19. In April 2020, UN-Habitat proposed a concept note to the EU that includes two options regarding the street addressing activity. As noted, this activity’s progress is behind other activities and the anticipated effects of Covid-19 mean that there is a serious risk of this activity may be not be completed. The first option proposes the completion of street addressing in two MGSP cities and the reallocation of a portion of these funds for Covid-19 activities. The second option proposes the completion of street addressing in four cities with a no cost extension and no allocation of funds to Covid-19 activities. In both options, the part of the street addressing funds will be reallocated to Kabul, where the roll out will be easier and quicker because street address maps are ready and municipal contractors are on the ground.

The proposed Covid-19 activities have been discussed with at least two other actors that are preparing Covid-19 response actions (REACH and the World Bank) and at least two Covid-19 coordination mechanisms (GoA and UN). These discussions were held to ensure that activities are complementary and mutually supportive. In other words, the low budget proposed for awareness and outreach will complement the relatively large budgets allocated for the activity by other actors.

Following the EU’s advice that any budget re-allocations to Covid-19 activities will have to be reflected in an amendment to the Agreement, if and when they are approved by the EU, UN-Habitat chose to submit the proposal first and then complete the amendments following input from the EU. UN-Habitat awaits the EU’s official response.

69 It is noted that this is unlike previous evaluations of UN-Habitat’s work in Afghanistan and Sri Lanka, where community members and local government were involved in the development of the maintenance plans and in carrying out the actual maintenance.

CROSS-CUTTING THEMES

At the time of the MGSP's inception, UN-Habitat's cross-cutting themes were climate change, gender, human rights, and youth.⁷⁰ The overall goal of mainstreaming cross-cutting themes is to strengthen programmatic interactions, thus ensuring the achievement of project outcomes for all intended beneficiaries, especially persons in vulnerable conditions.⁷¹ This evaluation found that MGSP is contributing in the areas of gender and human rights.

On the Gender level, this evaluation found that MGSP follows UN-Habitat's Gender Policy, which outlines the organisation's commitment to the global consensus on non-discrimination and equality between men and women.⁷² In its pursuit of inclusive and sustainable urban governance, planning, economic management and basic service delivery, this policy outlines how staff can collaborate with authorities and civil society to ensure that the experience and skill of both women and men are included in all parts of urban development. In this programme, the grant application and project documents show consideration for gender equality. For example, under the Action Local Authorities undertake long-term strategic urban planning for LED and inclusive service delivery, UN-Habitat's planning guidelines for sustainable urban development (connected, compact, and inclusive development) are supported by gender considerations.⁷³ Under the Action Foster improved municipal-citizen relations in service delivery to build social contract and sense of civic responsibility, MGSP is supporting the gender mainstreaming guidelines in municipalities, drafted by GDMA.⁷⁴

On the Human Rights level, this evaluation found that the MGSP follows the United Nations Housing Rights Programme (UNHRP),⁷⁵ and UN-Habitat's mainstreaming of human rights as outlined in their mainstreaming documents⁷⁶ and Strategic Plan (2014-2019).⁷⁷

The mainstreaming of human rights mandates that all projects are focused on 'those furthest behind.' A core component of this is the participation of communities in work affecting them. It also encouraged an in-depth analysis of the underlying and root causes of particular problems. These components are reflected in MGSP, with its focus on inclusive and participatory processes. Under the Action Registered properties are issued with occupancy certificate to increase tenure security, one of the key activities is explaining the meaning of rights and responsibilities to property occupants.

This evaluation found evidence of both gender and human rights during the KIs with staff and partners, FGDs with beneficiaries and site visits. For example, staff spoke about the importance of women's inclusion in community planning and programme implementation. Beneficiaries highlighted the importance of women's participation and the need to strengthen this participation. The building of parks, as part of the Gozar Grants, showed gender consideration to the community needs in the planning and building.

SUMMARY

In summary, this evaluation showed that while MGSP has made progress in achieving its expected outcomes, much remains to be done in the short period of less than a year until the end of the programme. While solid progress has been made for the Overall Objective (To improve stability and stimulate local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state), the programme faces significant challenges. For example, the Y5 progress for SO1 (Safayi tax) and SO2 (OCs) is 35.7% and 42.5% respectively. For the three

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

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

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

73 UN-Habitat, MGSP, Grant Application Form to EU, 5 September 2015

74 GoIRA, Gender Mainstreaming Guidelines for Municipalities, General Directorate of Municipal Affairs, 2014

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

76 UN-Habitat, Human Rights Mainstreaming in UN-Habitat, 27 November 2014, <https://unhabitat.org/human-rights-mainstreaming-in-un-habitat/>

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

Results, none of them has fully reached the Y5 targets. Result 3 (enabling environment) has two activities 100% completed with the remaining one (% of properties in target cities incorporated into ARAZI national cadastre system) at 52% completion and clear plans to complete this in the next month. The evaluation of what has been achieved so far found that the programme drivers are (1) programme model, (2) flexibility, (3) survey data, (4) partnerships, and (5) beneficiary

awareness of donor contribution. The main programme challenges are the (1) log frame, (2) programme changes, (3) occupancy certificates (4) street addresses, (5) Safayi invoices, and (6) government involvement and capacity. This evaluation found that MGSP is contributing to the cross-cutting themes of gender and human rights.



Street Survey, Mirbachacot, Kabul © UN-Habitat

3.4 EFFICIENCY

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

PROJECT BUDGET

The project budget is €27,375,000, which is funded by the EU. Table 11 summarises the allotment, disbursement and variance of funds as of 29 February 2020.

Table 11: Programme Budget

YEAR	ALLOTMENT IN EUR	AMOUNT DISBURSED	REMAINING
20 September 2015 - 31 January 2021	€27,375,000	€15,269,867	€12,105,133

The budget breakdown is provided in table 12.

Table 12: Programme Budget Breakdown

EXPENDITURES	APPROVED TOTAL BUDGET IN EUR	TOTAL ACCUMULATIVE INCOME AND EXPENDITURE IN EUR	TOTAL BUDGET BALANCE IN EUR	% VARIANCE
Outputs/Outcomes	16,257,014	7,928,207	8,328,807	51%
Monitoring and Evaluation and Program Visibility	382,246	304,916	77,330	20%
Staff and Other Personnel Costs	6,345,269	3,633,987	2,711,283	43%
Equipment, Vehicles and Furniture	1,040,930	725,814	315,116	30%
Contractual Services	306,410	837,680	-531,271	173%
Travel	360,843	141,210	219,633	61%
Operating and Other Direct Costs	891,401	699,090	192,310	22%
Project Support Costs (7%)	1,790,888	998,963	791,925	44%
PROJECT TOTAL	€27,375,000	€15,269,867	€12,105,133	44%

This table shows that with less than one year remaining for the programme implementation, 44% of the budget remains. In particular, there is 51% remaining from the Outputs/Outcomes budget line. As discussed above regarding the OC issuance and street addresses, there is still much programme implementation to complete. Depending on which of the three options (drop targets, revise targets or reach targets) highlighted above, the budget can be adjusted after full input from the EU. UN-Habitat, in consultation with the EU, is currently discussing how best to use the remaining funds.

Under the Outputs/Outcomes line, most of the budget balance is for activities that are implemented through grants to and through counterparts. One, the land and property surveys. There are 265,000 property surveys outstanding. UN-Habitat plans to move additional staff from the completed KSMNP programme to boost performance in MGSP municipalities. Expenditures will include the salaries of survey teams as well as transportation and other operational costs. Two, subprojects, where most of the work has been completed. This includes the participatory workshops, preparation of SMAPs, selection of subprojects, and subproject proposals. A budget of approximately \$500,000 for 11 out of 80 subprojects remains unobligated. Some subprojects face administrative and other difficulties, which are causing delays. Moreover, due to the limited time (Covid-19 related delays and winter), UN-Habitat plans to suggest the following to the EU: (a) re-allocate some

subproject grant funds to Covid-19 response activities, or (b) no-cost extension to enable implementation of the rest of the subprojects. Three, street addressing. Most of the office work is completed and there is procurement worth \$2.9m pending, which was delayed due to interference by local parliamentarians. There are also plans to commit 50% of budget for implementation in two municipalities, and suggest to the donor either (a) re-allocation of the balance to Kabul street addressing project, or (b) no-cost extension to enable implementation in the rest of the MGSP municipalities

Under the Contractual Services line, the high variance (179%) include the following costs (a) bank and cash transfer charges, and (b) third-party HR contractor charges. The costs of these services have increased substantially (as compared to budgeted estimates) mainly due to the relocation of the country programme office from privately rented premises to the UNOCA compound, and the huge number of project personnel required for land and property surveys.

The proposed budget revision takes into account the current cumulative expenditure plus the projected amount for the remaining duration of the project.

UN-Habitat stated that they appreciated the EU's generous support of the programme. Specifically, they appreciated the increases in the budget and the EU's willingness to support the programme despite the numerous challenges and changes.

UN-Habitat's programme and financial personnel stated that the greatest challenges to efficiency were the delays at the beginning of the project and the delays in payment in some months. UN-Habitat provided an Annual Financial Report to the EU, and they stated that there were no major or ad hoc requests from the EU linked to these reports. The EU stated that overall, they

were happy with the way that UN-Habitat spent the money, but they did state that UN-Habitat's budget management is not always clear or well communicated. Out of the six evaluation criteria used in this report, the EU has the most concerns about the programme's effectiveness and efficiency.



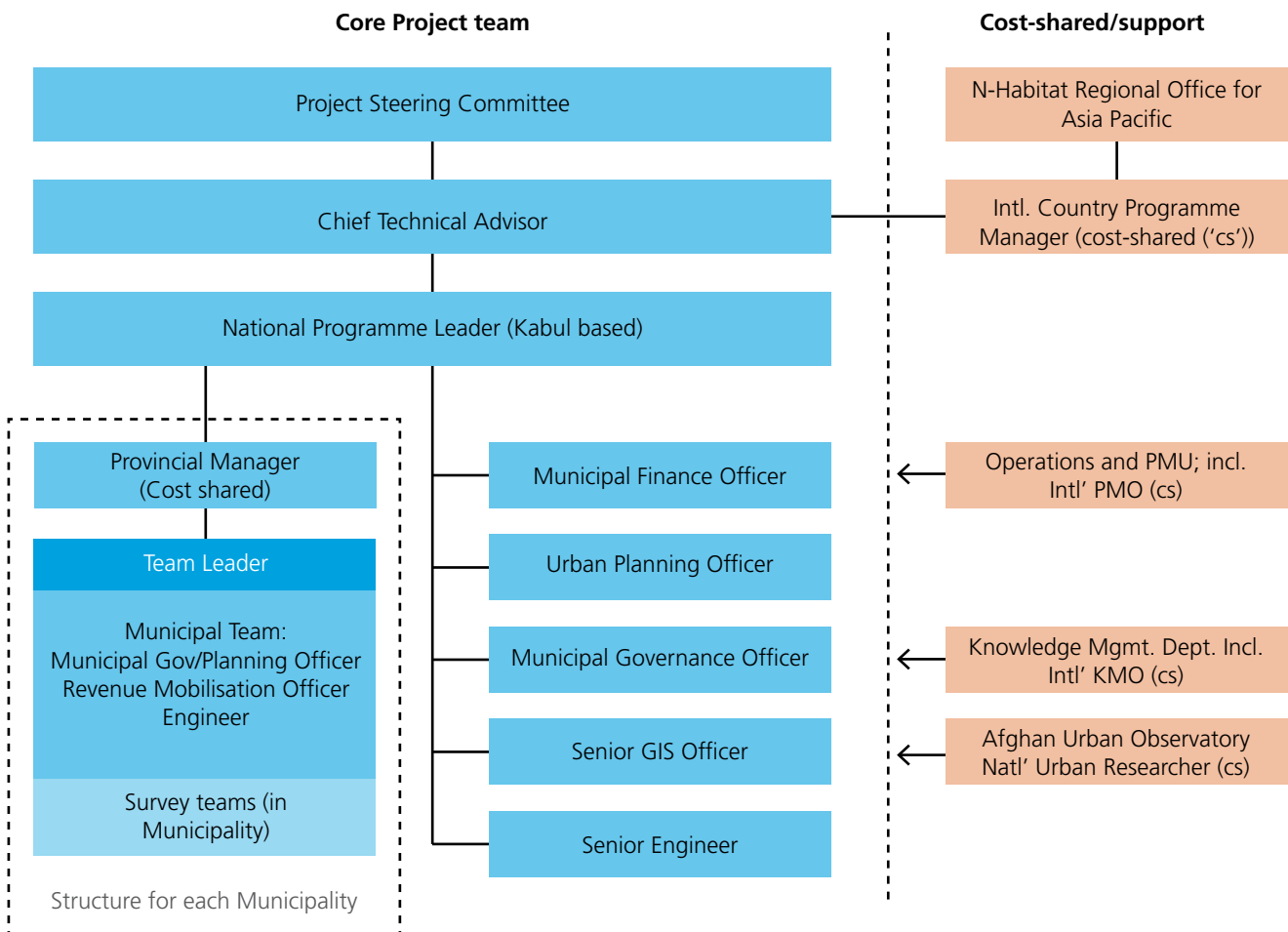
OC Issuance, AZARI Director, Herat © UN-Habitat

CAPACITY

This evaluation found that there is adequate capacity to implement and manage the programme. Currently, there are over 300 programme staff. The programme management structure is based on the organogram in figure 5. There have been various changes to the team

structure throughout the programme cycle, in response to challenges and changes. The programme’s senior managers reported that they have the necessary staff capacity to complete the programme in 2021.

Figure 5: Organogram



During the data collection and site visits, this evaluation found that UN-Habitat staff relationships are strong and well-established with the different stakeholders. For example, staff have good working relationships with the community leaders and members. UN-Habitat’s approach of inclusion and engagement (part of the People’s Process) is appreciated and respected by beneficiaries. A Gozar leader stated, “UN-Habitat is different to the other partners. They come to us and we develop the project together. They do not tell us what we need. They listen to us and we plan and implement together.” A community member noted, “This is the kind of project we want; where we learn

new skills, our needs are responded to, and we are part of and own the project.” Municipal staff appreciated UN-Habitat’s approach of inclusion and a common theme of the KIIs was how municipal staff had learned new knowledge and skills though working with UN-Habitat staff. For example, a respondent stated, “They bring a lot of knowledge and because they talk to us as equals, we are able to learn a lot from them.” Another respondent said, “We have learned how to be more efficient and effective in our work because of this project.”

SUMMARY

The project budget as of 29 February 2020 shows that 44% of the budget remains with less than one year of programme implementation left. This is particularly relevant to the two main challenges highlighted under Effectiveness, namely OC issuance and street addresses. The Outputs/Outcomes budget line shows 51% remaining. It is a matter of utmost urgency that UN-Habitat, in consultation with the EU and its

partners, finalises the targets for the remaining activities, particularly the two above activities, and budget. Outside of this immediate issue, the evaluation confirmed that the programme team has acquired appropriate resources with due regard for cost, implemented activities as simply as possible, attempted to keep overheads as low as possible, generally achieved deliverables on time and budget, and have attempted to address conflict and duplication.



OC Issuance, AZARI Director, Herat © UN-Habitat

3.5 IMPACT OUTLOOK

Impact is a measure of the notable intervention effects on the beneficiaries, be they positive or negative, expected or unforeseen. It is a measure of the broader intervention consequences, for example, social, political, and economic effects at the local, regional and national level. This evaluation found impact as reported at the individual/community, and municipal/national levels. This is followed by a discussion of respondent reports of the impact of the Gozar Grants and the programme's unintended impacts.

INDIVIDUAL AND COMMUNITY LEVELS

This evaluation found evidence of changed knowledge, attitudes and behaviour amongst beneficiaries. The FGDs in all of the areas

highlighted these various changes. These changes were reported as (1) reduced fear and insecurity, (2) better trust of government, (3) increased payments of Safayi and OCs, (4) improved sense of ownership, (5) increased investment in property, and (6) improvement engagement of women.

Most FGDs began with the beneficiaries describing their situation before the start of MGSP. These descriptions had the common element of people previously living in a continuous state of anxiety and fear of being dispossessed of their homes and the land. For many beneficiaries, they were living on unplanned land and they feared that the government would knock on the door and kick

them out. In some areas, government officials were threatening to do this and insisting on bribes. A respondent in Kabul noted, "Every day I would wake up wondering if this is the day that the government will order us to leave our home. Sometimes government officials threatened to remove us if we did not pay them money. We paid because we did not want to leave." Respondents reported that this fear and anxiety is now gone after they applied for and received their OCs. A respondent stated, "Before, the police were coming to our homes. They were threatening us, saying that our homes were going to be destroyed. We were immigrants and we built our houses here to shelter our families. Now I have a document. They can do nothing to us." Another respondent said, "Our fears are now gone. We know that we own the house, and no one can say that we must leave. My heart is at peace. We are very grateful." It is worth noting that the most important impact reported by beneficiaries was this reduction in fear and the sense of peace, certainty, and gratitude. Respondents spoke passionately and emotionally about this impact, both on them and their families.

This fear resulted in difficulties in terms of carrying out the surveys. At the beginning of the programme, staff stated highlighted community members' resistance to the surveys. People were blocking staff access to their properties, and some staff reported that community members verbally abused them. A municipal leader in Bamyan noted, "At the beginning, people were not allowing us to do the survey of their houses. They thought that the Government will seize their properties. When the Government provided information to people through awareness-raising sessions about the main purpose of the survey, people started trusting the Government and allowed them to do its survey. There are still some influential people who are not allowing the government to do the survey of their houses."

Beneficiaries reported increased trust in government. Before MGSP, they argued that there was very little trust between community members and the government. Part of this was linked to the fear of government discussed above and another part was linked to individuals' lack of knowledge of and attitudes towards municipal processes and systems. A respondent said, "Before this project, I knew nothing about the municipality, how they work, except that one should avoid them wherever possible. Now, I

understand Safayi, OCs and strategic planning. I am an expert in these things now. I know what to expect from the Nahia. I understand their and my responsibilities." Respondents noted that these changes have generally led to a more effective working relationship with the government. These changes in knowledge, attitudes and behaviours were also commonly reported by the beneficiary and municipal respondents.

Beneficiaries also noted that their uptake of the Safayi and OC payments of Safayi. In the FGDs, participants proudly displayed the records of their updated Safayi payments and their payments for the OCs. From these records, it was clear that before MGSP there were significant gaps or complete lack of payments to the municipality. Since MGSP, payments were regular, and owners spoke proudly of their payments. Respondents cited the main reasons for this as their increased knowledge of the municipal systems and process and the municipality's improved service delivery as a result of these payments. A respondent stated, "The Nahia is now using the money to improve services. This is now open and transparent." This improvement was reported in every site from which data was collected. Another respondent said, "Now we see that better payment means better services." The Gozar Grants also contributed to people's trust in improved service delivery. This issue is discussed below under Community Level.

Linked to the above point, another reported impact was the increased sense of ownership that respondents have as a result of MGSP. They argued that their significant involvement in Safayi, OCs and SMAP (and the resulting Gozar Grants) resulted in improved personal investment and thus ownership. A respondent noted, "We are now part of the process. This is not the government's process, but ours. We are part of the planning, the decisions. It is our responsibility to make sure that this all works." In the FGDs, this pride of ownership was evident in the way that men and women spoke about their newfound involvement and responsibilities. A female respondent said, "I was nobody before. I have a voice now and I am proud to be part of making things better for my children and the community." A respondent in Nangarhar stated, "Giving an OC is like giving a walking stick to a lame person so that they can walk."

Respondents reported increased investment in property. Before, largely due to the uncertainty

about and fear of being forcibly removed from their homes, they were reluctant to spend money on their homes and properties. Since MGSP and the issuance of the OCs, respondents reported that they have already spent money upgrading their homes and land. Because they have trust in their ownership of the home, they are prepared to invest in the properties. A respondent said, "Why would I invest in something that could be taken away? Now I know the land is mine and I have added rooms and upgraded many things including the roof." It is still too early to fully assess this impact, but it would be interesting to continue tracking further investment in properties over time to fully appreciate the impact.

There is emerging evidence of the MGSP's impact on women. It was clear from the FGDs that many of the most vulnerable people with regards to land ownership are women. Many women find themselves on their own, responsible for providing for themselves and their children. Women are particularly vulnerable to the uncertainty and fear regarding land ownership as outlined above. For example, for many women, when their husband died, a father-in-law or brother-in-law would assume ownership of the land. Moreover, within marriages, ownership traditionally resides with the husband. This programme initiated two activities which are showing signs of positive impact. One, within marriages, OCs now state shared property ownership. Two, for a woman whose husband has died, she can apply for sole ownership.



Beneficiary FGD, Farah © UN-Habitat

Participants in various regions stated their appreciation of the government's decision for ensuring women's share in the property. A respondent commented, "This is one of the most important steps taken by Government for making women a shareholder of the property." It should be noted that while these steps are important, they have received opposition from male relatives. For example, in Kabul, staff and community respondents independently noted that male relatives were ignoring these changes

and continued to assume ownership of women's property. While MGSP has made an important contribution in improving women's ownership of land, many challenges remain. Women also commented on the importance of being able to actively participate in the various meetings and workshops, including this evaluation. This involvement has resulted in increased personal and community engagement and responsibility for women (see Box 3).

BOX 3: Beneficiary Story

I live in Jalalabad city. I am an educated person. My husband was a doctor. He passed away due to a heart attack. After he died, I wanted to find a job to earn my living and take care of my children. As I was living with my husband's family in a joint family system in a conservative society, my in-laws did not want to allow me to work outside home. After a long struggle, I was able to convince them and find a job to sustain my life. When I found a job, I collected my money and after some time I managed to purchase a 200 square land for myself. One day, the UN-Habitat surveyor knocked on my door and wanted to survey my house. Since my house did not have any registered document, I thought that the government will finally seize it after doing its survey. This made me deeply annoyed and I did not know what to do. At the same time, I was regularly attending the community meetings held at our Gozar and Nahia levels to know the main purpose of this survey. In addition to attending those

meetings, I several times approached the Nahia authorities and asked them to tell me about the on-going situation of the survey. Despite their repeated assurances, I did not fully trust anyone. One day when I met UN-Habitat female surveyors, I narrated the whole annoying story of my life, and asked them to tell me honestly and sincerely about the main purpose of the survey. The surveyor reassured me by providing all the necessary information about the survey purpose. This made me really trust them. Now, it is almost one year since I got my OC and I have been living a happy life in my house. This programme will, in addition to facilitating the provision of a registered shelter for a poor person like me, pave the way for providing shelter to thousands of those needy, marginalized and displaced people who are not currently living in their houses in a comfortable and convenient way.

Female Beneficiary, Nangahar Province

Despite these gains, this assessment found that women's programmatic engagement and involved should be increased. Female respondents across the provinces highlighted the lower number of women in the SNAP projects and the issues linked to the challenges of female ownership of property. Moreover, female respondents also highlighted the importance of paying increased attention to health, education, and income generation projects for the further development and empowerment of women.

MUNICIPAL/NATIONAL LEVELS

Several impacts were observed at the municipal and national levels. These impact at the municipal level included improved (1) governance, (2) survey, (3) engagement with and trust of communities, and (4) municipal engagement. The main impacts at the national level were (1) capacity building of municipal staff and potential staff and (2) the contribution to relevant policy development.

MGSP had a positive impact at the municipal governance level. At the higher level, this was done by supporting and mobilizing the

municipalities to urbanize the cities by improving the land management systems, municipal governance and strategic urban planning. At the specific level, this impact is seen in the creation of the cadastre of surveyed properties for the programme target municipalities, enhanced municipal revenues, partially automated calculations of Safayi fee, development of the strategic action plans through a participatory approach, and distributed OCs. Municipal respondents highlighted the importance of the increased municipal revenue through the widened tax base, strengthened Safayi revenue collection system, and improved governance processes, all of which have led to better municipal service delivery. A municipal respondent noted, "This programme has changed everything. We were struggling to collect taxes and were unable to deliver anything. Now, we have increased our revenue and can respond to community needs in a transparent way." A government respondent in Bamyan noted, "One of the biggest achievements of this project is that the revenue of Municipality and ARAZI, and Urban Development Directorates have been gradually increasing."

Following from this point, municipal respondents, like for the beneficiaries above, noted that the distribution of OCs had resulted in secured properties and an improved sense of ownership for community members. This is important because municipal respondents argued that this, together with the improved service delivery,

has contributed to the improved engagement between the community and municipality, and increased acceptance of municipal authority. As an example, a municipal respondent noted, “These activities have built a good relationship between the community and government.”



OC Distribution, Enjil, Herat Province © UN-Habitat

MGSP has resulted in the training of municipal staff in the programme result areas. Municipal staff expressed appreciation for their increased knowledge and skills around surveying properties, Safaji tax collection and OC distribution. Municipal respondents not only discussed their new skills, but they were willing to demonstrate this learning by showing the related OC and Safaji processes and systems that they are using as a result of MGSP. One concern expressed by every municipal respondent was whether the government had the capacity to continue with this programme without support. This issue is discussed below under Sustainability.

Respondents noted that this programme had resulted in more positive and proactive behaviour from municipal officials and staff towards land management. Both community members and municipal respondents noted this shift in attitude and behaviour. A beneficiary stated, “Before this, the municipality was not interested in making

things better for us; they were only interested in corruption. Now they want to improve their services to us. We are very happy with this change.” A municipal beneficiary noted, “We did not know how to collect revenue before. Now we know the importance of collecting revenue in a transparent way that benefits the community and us.” Various KILs around the country highlighted senior government officials’ commitment to the programme and their desire to continue developing the programme.

Following this point, a common theme of this evaluation was the initial municipal resistance to programme because it posed a threat to the corruption that existed in the system. A Gozar leader noted, “Some Nahia workers were making a lot of money from collecting Safaji, but it was all being done illegally.” Thus, there was resistance to the standardisation and digitalisation of the system, which would be open and transparent. While various

community respondents and some municipal staff respondents noted that MGSP had reduced corruption, there is no way to prove this beyond these anecdotal accounts. What these respondents did say is that they saw evidence of reduced corruption in the digitised system that is more open and transparent. Community respondents noted that MGSP had resulted in municipal staff “who are now more approachable; more honest; more accountable.” This is an interesting finding that could hold important lessons for scale up elsewhere. It could be explored in more detail in the final programme evaluation. It should be noted that while the reduction of corruption was a common finding, there were still reports of significant levels of corruption. There is another associated issue here, that is, the Safayi tax rate. Some municipalities, because of the MGSP, understood the benefit of lowering the Safayi tax to increase revenues. Other municipalities refused to reduce the Safayi tax and are still struggling to increase their revenues as community members argue that the Safayi tax remains unaffordable.

As noted under Effectiveness, this programme also had an impact on the policy and institutional level (macro) level with the 100% achievement in the delivery of the seven regulations, policies, procedures, guidelines and tools that were prepared or revised by central authorities, disseminated to and used by municipalities and stakeholders, and enforced and monitored by central authorities. These included the Municipal Finance Guidelines and Safayi Guidelines led by GDMA; Afghanistan Land and Housing Profile,

revision of Informal Settlements Upgrading Policy and SMAP/CIP by MUDA; and Occupancy Certificate Regulations by ARAZI.

GOZAR GRANTS

UN-Habitat, in consultation with the EU, decided to include Gozar Grants in MGSP. That is, communities were rewarded for reaching Safayi and OC targets by being able to implement a community project of their choice. The particular project was determined through the consultative community strategic planning sessions and UN-Habitat funded up to 75% of the project with the remaining funded by the communities in collaboration with the municipality. These projects took on many forms, for example, street construction, canal building, underground pedestrian walkways, park development and park upgrading (see box 4).

In the FGDs, respondents highlighted the importance of these Gozar Grants in adding concrete and visible improvements to their communities. Respondents acknowledged the importance of the combination of specific project activities, as noted above, and the Gozar Grants. A common response in the FGDs was that the project was strengthened by the inclusion of the Gozar Grants. A CDC leader stated, “We are grateful for the OCs and Safayi tax, but the people are most grateful for the new road that was built because we reached the targets. This has changed the lives of the whole community, especially the elderly, women and children.”

BOX 4: Gozar Grant

As per the Strategic Master Action Plan (SMAP) a road was constructed in the 1st Nahia of Jalalabad city. Construction of this road was prioritized and selected by those who had participated in the development of the strategic plan. Around 250 people, including 200 men and 50 women, participated in this workshop. This included youth, women, men, political activists, social activists, government staff from different

sectors, civil society, representatives of Nahias, university students and teachers, people with disability and religious leaders participated in this strategic development plan workshop. The total cost of the project was USD 232,000, of which UN-Habitat provided USD 200,000 (75%) of project costs and the Municipal Directorate provided the remaining USD 32,000 (25%).

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Street Construction, Jalalabad, Nangarhar Province ©Ibrahim Mohammed

This combination of normative activities with targets followed by service delivery activities is an interesting example of bridging these two areas of development responses. None of the community beneficiaries were critical of this approach and, in fact, communities and Nahia

staff recommended this approach for future projects and programmes (see box 5). A Nahia staff respondent noted, “We like this approach because it works on both levels. It builds the capacity of the Nahia and the people, and it also gives real services as a motivation.” During this

programme, there were important lessons for UN-Habitat, communities, municipalities and government. For example, during the Gozar projects, UN-Habitat included communities in the subcontracting and the implementation. Communities developed important knowledge and skills being involved in the procurement and payment processes. A staff respondent noted, "This was an important lesson for them and for us. For example, sitting together in the community committees." Another example of a new activity was the attempt to connect street cleaning to the municipal department through the Safayi tax payments. A staff respondent stated, "This was a new linkage for us and, in fact, in Afghanistan."

It should be noted that this approach is not supported by senior government officials who stated plainly that the government does not support any part of a programme that "could be done by government." That is, the government wants technical assistance or normative activities, not service delivery. A government respondent stated, "We support this programme, but UN-Habitat should not be building roads and fixing canals. These are things that we can do, and we do need any outside help in doing this." Moving forward, this is an important issue that needs to be clarified and resolved with the government.

BOX 5: Site Visit

On 4 March 2020, a site visit was conducted by the evaluation team where an underpass bridge in front of a high school was under construction. As per the information provided by programme team, the project was supposed to be constructed in another area. The people of Mazar city suggested to the Municipality and ARAZI authorities to change that project into an underpass in front of the high school. In the past, five school students had road traffic accidents while crossing the road. Because of this, the people asked the concerned authorities to build an underpass so that school students can cross the road

without any fear of being hit by a car. The construction of one side of the underpass will soon be completed while the construction of underpass of the other side will begin in near future. People hope that this project will ensure the safety of their children. In addition to ensuring the safety of school children, the underpass bridge will generate revenue to concerned government departments. The underpass bridge will have 12 shops on both its sides. Due to its strategic location, the shops are expected to be in high rental demand.

UNEXPECTED IMPACTS

The evaluation team identified a few unexpected impacts. One, MGSP generated interest from provinces outside of the programme target sites. For example, in Nangarhar, government respondents noted that MUDL provincial directors and staff from other neighbouring provinces had come to see the programme. Furthermore, after having met with MUDL leadership, they requested the expansion of MGSP to include their provinces.

Two, community leaders noted that an expectation had been created for further service delivery projects after the completion of the Gozar Grant activities. Despite UN-Habitat having explained the Gozar Grants to

communities, community members continued to ask community leaders for further projects. A Gozar leader explained, "It is almost as if by building the canal people are more aware of the other things that they need to address." This issue was strongly expressed in the FGDs with beneficiaries, where the discussion invariably ended with one leading community member delivering a long list of outstanding construction and service delivery needs in the community. While this increase in community demand is a common issue in development programmes and projects, it is still important to be aware of this when implementing any project with a construction or service delivery component. The realistic management of increased expectation is vital to a programme's acceptance. Current development work stresses the importance of

planning for such increased demand by focusing on collaboration and partnerships with donors, UN agencies, INGOs and government in order to address this issue as far as possible. This issue is further discussed under Sustainability.

Three, it is important to highlight the capacity building of local programme staff. Over 1,200 persons were trained for the various components, for example, surveying, Safayi, OCs and technical mapping. Government respondents expressed appreciation of this large pool of specific expertise that could be utilised in the future. A respondent stated, "We now have all these men and women who have the knowledge and experience to take forward this programme. This is valuable human capital." In January 2020, the government absorbed 800 of these people into full-time government employment. This is a significant programme impact. The programme has an important part to play in supporting the inclusion of all possible staff into formal government employment.

Four, beneficiaries in all the FGDs highlighted other community concerns that emerged through the programme implementation, most notably through the community action planning process. One of the common concerns was the lack of waste management systems in communities. Beneficiaries spoke about the lack of proper garbage collection and disposal points, and that

the "garbage seems to be filling up every corner of the city." One community leader noted, "This programme has given people more pride in their homes and communities. Problems they ignored before; they now want fixed." Communities highlighted government's important role in providing a proper waste management plan and making cities as pollution-free as possible.

Five, beneficiaries reported that when community member from other districts saw the impacts and benefits of MGSP, they have requested that the programme be rolled out in their districts. For example, in Bamyán, the District Governor reported, "When the people of Yakawlang came to know about the benefits of MGSP, they approached me and requested me to start the same project in their district, so that people there could take benefit from this project as well."

Six, another of the unintended impacts is that the programme created demand for the products, but some people were unable to benefit from these. For example, it was noted in various cities that people wanted to get OCs, yet they did not have the financial resources to do so. An AZARI respondent said, "There are still some people who do not have the capacity to do the payment of this small amount of money required for getting their OCs." See box 6 for a beneficiary story.

BOX 6: Beneficiary Story

I am one of the residents of the 2nd Gozar 2nd in Bamyán city. I am an old person and am suffering from physical impairment, as well as a vision disability. I am a very poor person and have six children. I am living in a house having an area of 154 square meters. Once, UN-Habitat came to my house and did its survey and registration and sent the details of my house to Directorate of ARAZI and Urban Development. The ARAZI department contacted me and asked me to come to their office. They gave me a payment voucher and asked me to go to the bank to do the payment. I told that ARAZI authorities that I am very poor, and, in addition, I have vision disability. I was not able to make the payment

of this small amount of money. When the ARAZI staff came to know about my poor health and living conditions, they collected some money. They accompanied me to the bank and did the payment on my behalf. I will never forget their kindness. With their financial support, I was able to finally get my OC. Now, my family is very happy, and we have a legal document to permanently live in our house. I am very grateful to the Government for starting the OC process and enabling people to get a legal document for their property through a transparent and easy channel.

Male Beneficiary, Bamyán Province

SUMMARY

This evaluation found that progress has been made across results (1-3), and thus the impact outlook is positive towards achieving impact. Impact was noted in the areas strengthened municipal capacities and systems, service delivery, and enabling environment. While not all the targets have been reached (as highlighted above), the qualitative data shows strong shifts in beneficiary and municipal knowledge, attitudes, skills and behaviours regarding urban planning, land management and municipal revenue and finance. Generally, respondents described improvements in the previously ineffective and corrupt system. Notably, community respondents highlighted their increasing trust in municipal systems and personnel and their

appreciation of the improved service delivery. The Gozar Grants are an important part of the community's satisfaction with the programme deliveries. The Gozar Grants are not supported by the national government and require further discussion if the programme is to be expanded. The government supports the staff capacity building and strengthening of the enabling environment. Finally, the impressive programme impacts (especially at the beneficiary level) have not been adequately captured nor communicated throughout the project. For the remainder of the programme, it is vital that UN-Habitat ensures that these impacts are documented and shared with relevant stakeholders.



House with OC, Safayi, joint male-female ownership & street nameplate, District 11, Kabul © Stephen Van Houten

3.6 SUSTAINABILITY

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

ACTIONS

The strategy for the programme's sustainability was outlined in the grant application to the EU.⁷⁸ Here it was outlined how sustainability would be secured after the completion of actions in dimensions at the physical, financial, institutional, environmental and policy level. Table 13 outlines the progress to date. The key for the table is: 2 = Done, 1 = In Progress, and 0 = Not Done.

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Table 13: Actions for Sustainability

NO.	ACTION	STATUS
PHYSICAL		
1	Including a maintenance plan in all Gozar and Municipal project proposals	0
2	Forming a Gozar maintenance committee	0
3	Earmarking financial resources for maintenance in municipal budgets	2
4	Training local maintenance workers and municipal staff	2
5	Designing and implementing appropriate, low-technology interventions that can be maintained/fixed locally and affordably by municipalities with limited technical and financial resources	2
FINANCIAL		
1	Improved municipal finance and revenue collection	2
2	Improved municipal management, through improved planning methods and plans, that will increase the likelihood of private sector as well as donor investment	1
3	Utilisation of existing IFMS system and ensuring GDMA includes maintenance and operational costs in annual budget	2
4	Improved planning framework to encourage private commercial investment, employment creation, and stimulate local economic development	1
INSTITUTIONAL		
1	Increased municipal capacity that will result in better urban management, planning, revenue management and services delivery	2
2	Demonstration of the benefits of local governance structures and municipal-community partnerships that will encourage greater use of such partnerships	2
3	Policy support that will clarify the roles and responsibilities of stakeholder institutions, and provide a clearer framework for municipal operations	2
ENVIRONMENTAL		
1	Improved living conditions through the various Gozar and municipal projects mainly aimed at improving basic services and infrastructure and promoting LED	1
2	Feasibility studies and strategic planning of sub-project sites will ensure minimal environmental damage due to development interventions implemented as part of the SMAP and CIPs	1
3	Local, eco-friendly construction materials will be tested and utilised where possible	1
POLICY		
1	Demonstration, through the experiences in target cities, of SMAP, CIP and increased revenues from Safayi taxation	2
2	Community-municipal partnerships, promoting inclusive development and improved civic responsibilities	2
3	Capable taskheel staff that can take a leading role in improved municipal governance	2
4	Promote participatory planning techniques that engage a range of stakeholders, and are replicated in other cities under national leadership (MUDA and IDLG)	2

A few notes on the above progress. For the Physical dimension, it should be noted that the municipal maintenance directorates are responsible for the maintenance of all public infrastructure through a maintenance budget. This is the case regardless of the implementation model. Therefore, subproject proposals do not contain maintenance plans and Gozar Assemblies (GA) do not constitute maintenance committees. Municipalities will liaise with the

GAs (as the infrastructure custodians) on issues of maintenance at the end of the programme. This could include, for example, the collection of park entry fees to support maintenance activities.

For the Financial dimension, following what was discussed under Impact Outlook, the programme has improved turnaround time for invoicing and collection, as well as increased Safayi revenues in all target municipalities. UN-Habitat continues

to advocate for improved transparency and accountability through, for example, instituting the public declaration of collections and expenditures, as well as linking increased Safayi collections to the budgeting process). This is done also to encourage private and donor investment.

For the Institutional dimension, the programme has successfully reformed the Safayi cycle (outreach, invoicing, collection, expenditure, reporting) and institutionalized new and improved Safayi procedures. Moreover, programme staff are embedded with revenue departments, thereby building capacity through learning-by-doing. The establishment of GAs and the use of GAs to identify and implement subprojects, in collaboration with municipalities, has proved to be a successful model for participatory governance and a boost for state-citizen relations.

For the Environmental dimension, the implementation of subprojects is ongoing. The identified subprojects are subjected to feasibility assessments (including environmental criteria) before final subprojects are selected for implementation. Also, as far as possible, local materials are used for construction.

Finally, for the Policy dimension, the programme has influenced policy in land management (land and property surveys and OC issuance), urban planning (participatory planning and strategic action plans), municipal finance (new Safayi invoicing and collection methods), municipal governance (establishment and registration of GAs by municipalities and the absorption of project staff into municipal tashkeel).

EXIT STRATEGY

In the grant application, the programme Exit Strategy was outlined.⁷⁹ This strategy is based on the Vision that by the end of the programme:

1. Target municipalities have increased human and institutional capacity to continue to implement the improved safayi system, though this requires strong political leadership (central and local level) and international development oversight to maximise revenues and ensure their

2. complete transparent and accountable use
2. Municipal capacities (of tashkeel staff, plus systems and procedures) in planning, civil engineering, sub-project monitoring and reporting, procurement, and citizen engagement have increased and are used to implement other LED projects with on-budget resources
3. Line departments in target cities finance and implement sub-projects from the SMAP and CIPs through their on-budget resources, thus ensuring the plans are used to guide investments, improve service delivery and targeting, and coordinate government actions at the city level
4. Local stakeholders have increased awareness and knowledge of strategic municipal action planning, and see the value of this approach to guide urban development (rather than only traditional Masterplans), thus increasing the likelihood of a government-led 5-yearly action planning process
5. MUDA and IDLG guide and support municipalities in property registration, safayi taxation, urban planning (SMAP and detailed planning), and improve citizen engagement, in the target cities plus promote replication of the MGSP components in other provincial capitals
6. The programme data, experiences and partnerships directly support the development and implementation of a national urban development programme that is more than simply infrastructure investment but centred on improving municipal governance.

At this point in the programme, there is evidence of all the above six aspects. While there is clear evidence of strengthened municipal capacity and stakeholder awareness and knowledge (#1-4), this evaluation found that while there is clear MUDA and IDLG support for municipal property registration, etc. (#5), they are less certain on being able to continue these activities in the future without significant support. For the development and implementation of a national urban development programme (#6), government respondents were clear that this would not happen without external funding and support. A government respondent noted, "While we appreciate MGSP, there is still a long

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way to go. This is just the beginning and we need a lot more help to roll it out nationally. Without a lot of financial support, this programme's benefits will disappear and mean very little." Another

government official stated, "We have to secure major international support for the next phase of this programme. We must push for this."



FGD, Municipal Directorate, Mazar © UN-Habitat

SCENARIOS

UN-Habitat projected three scenarios for the end of the programme,⁸⁰ which are outlined in the table 14.

Table 14: End of Programme Scenarios

SCENARIO		END OF ACTION VISION / EXIT-STRATEGY
<p>Scenario One:</p> <p>Likely case - Business as usual with some noticeable gains</p>	<p>Relative political and economic stability allows for smooth programme implementation and the achievement of the outputs. While there are measurable improvements in the absorptive capacity, political will, and revenues of Municipalities, systems and Tashkeel capacities are fragile, and without international support/oversight a purely Afghan-led replication/continuation is not guaranteed.</p>	<p>Programme components are continued either through a National Urban Development Programme, or a Phase 2 of the Action supported by international community (2018-2020), with continued capacity improvements, engagement of government, and an improved enabling environment (e.g. municipal elections held). Phase 2 lays the foundations for purely Afghan-led replication from 2020+</p>
<p>Scenario Two:</p> <p>Medium case - Deterioration</p>	<p>Political, economic and social deterioration with weakened central and local government control over territory; economic deterioration /recession; limited political will for improved municipal 'good governance'; reduced support by international community; even more rapid urbanisation as Afghans migrate to cities for their relative safety and security.</p>	<p>In the absence of political will for effective local governance future support could focus on service delivery through communities for building improved solidarity and stability from 'bottom-up' to sustain gains made over past 13 years (e.g. in gender, community solidarity, education and health, etc.) and reduce negative impacts of continued rapid urbanisation.</p>
<p>Scenario Three:</p> <p>Worse case - Failed state</p>	<p>Government authority and legitimacy is significantly reduced; AGEs make considerable gains and consolidate power and territory; economic meltdown with severe impacts on households, especially the urban poor; limited accessibility of development actors in certain areas.</p>	<p>Completely re-assess future support and relevance of municipal governance programming.</p>

The evaluation showed that the out of the three scenarios, at present, the programme sits somewhere between Scenarios One and Two. The programme has (1) contributed to and is aligned with national frameworks, (2) contributed towards national-ownership, especially from central level (GDMA and IDLG), (3) ensured that there are no 'parallel structures' or capacity substitution but capacity development of Tashkeel staff, (4) contributed to the development and implementation of a national urban development programme, and (5) begun the process of officially handing over to government counterparts the equipment purchased to

ensure system continuity (e.g. computers for property registration GIS staff). Despite these contributions, without international support and oversight, a government-led continuation and replication is not guaranteed.

This evaluation found two main responses to the question of programme sustainability. One, respondents were unanimous that the programme needs a substantial second phase (at least 5 years) to ensure the sustainability of the gains thus far. Two, this programme is not sustainable without considerable external financial support in the next phase. While it is

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still too early to know what the best strategy is for the continuation of the programme, with continued support capacity improvements, government engagement, and strengthening of the enabling environment, the programme can likely be replicated and extended through the National Urban Development Programme. There is significant potential for the replication of the programme in the other provincial municipalities. The EU expressed satisfaction with sustainability in terms of strengthening people, systems and equipment. They also argued that the OCs are a strong component of sustainability but were clear about their concerns about how much still is needed to be done in this area. KIs with government showed a clear commitment to the continuation and replication of the programme. IDLG/GDMA and MUDA are well-placed to lead the next phase, but, as reported above, they argue that they require significant international support and oversight. This evaluation found that it is vital to continue working with the government in the remaining year of the

programme to examine the best way forward at the end of the programme. The end of the programme evaluation will play an important part in recommending what should happen.

SUMMARY

This programme has a clear and well-articulated sustainability plan and exit strategy. There has been significant progress in the sustainability plan, for example, in the areas of strengthened municipal capacity, increased stakeholder awareness and knowledge, and government support. This evaluation found that while stakeholders acknowledged and provided evidence of programme impact, they argued that while there is scope for programme continuation and expansion, this is unlikely to be possible without another phase of significant international support, oversight and funding. This issue needs to be further examined in the final programme evaluation.



Surveys, Nili, Daikundi Province © UN-Habitat

4. CONCLUSION

MGSP is a large, relevant and complex programme, which is closely aligned with beneficiary needs and national priorities. The programme model, with its three pillars of (1) strengthened municipal capacities and systems, (2) improved municipal service delivery, and (3) improved enabling environment provides a solid base from which to increase sustainable municipal revenues and strengthen urban management. This evaluation found that this programme model combined with the donor and UN-Habitat's flexibility and adaptiveness to the many changes and various challenges during the programme cycle contributed to the programme's effectiveness and efficiency.

A major challenge to this model, stemming from these changes and challenges as well as a conceptually weak initial log frame, was the lack of clear, measurable and, in some cases, achievable activity goals. Currently, this programme shows varying progress in the achievement across the overall objectives, specific objectives and results. For the 14 associated indicators for Y5, the progress can be summarized as follows:

- 2 indicators are 100% achieved
- 3 indicators are 80-99% achieved
- 1 indicator is 60-79% achieved
- 3 indicators are 40-60% achieved
- 1 indicator is <40% achieved
- 4 indicators do not have data yet.

The log frame analysis shows that only 5 indicators (35.7%) of the total 14 are in the 80-100% range of achievement. The log frame is not particularly strong in that there are indicators are either difficult to measure (SO1) or unmeasurable (R2.1). It is also concerning that there is no live data for 4 indicators. This is mentioned with the knowledge that programme staff stated that this data will become available during the remaining programme months. UN-Habitat needs to make sure that its plans to achieve the planned progress for the remainder of the programme are clearly articulated and discussed with the EU and other relevant stakeholders. Moreover, UN-Habitat would do well to ensure the development of a stronger log frame in the inception phase in future programmes and projects, especially for larger and more complex programmes like MGSP.

The programme faces challenges in reaching its targets for OC issuance, Safayi invoice issuance and street address, in particular, street nameplates. The major problem here was UN-Habitat's overestimation of the government's capacity and willingness to support the completion of these activities. These issues sit at the core of the what needs to be completed in the remaining programme period. These issues require detailed action planning with the EU and partners in order to either reach or modify these targets.

The qualitative data showed that despite the above problems and challenges there is evidence that this programme has had a significant impact on beneficiaries, families, communities, and municipalities. Respondents provided testimony of changes in knowledge, attitudes, skills and behaviour. There were three commonly reported themes, that is, of the strengthened relationship between the community and government, increased revenue as a result of payments, and improved service delivery at the municipal level. Beneficiaries noted their increased willingness to pay Safayi tax and OC registration fees because they have seen improvement in the delivery of services. This evaluation found that more could be done to collect impact data through, for example, beneficiary stories of change, best practices, comparative photography and videos. Evidence of the impressive programme impacts (especially at the beneficiary level) needs to be documented and shared with relevant stakeholders throughout the rest of the programme.

The programme was strong in laying out clearly articulated actions for sustainability, exit plan, and possible scenarios. All evidence suggests that a second phase will probably be required to strengthen the gains of this phase. This needs to take the form of extension and expansion. The need and possibility of a second phase needs to be assessed further in the end of the programme evaluation later this year. While the target municipalities have increased their human and institutional capacity to continue to implement the improved Safayi system, strong political leadership at the central and local levels and international oversight are required. Local stakeholders have increased awareness, knowledge and responsibility with regards to

municipal development. The government stated their support for the programme, but they emphasized that this programme's expansion and duplication requires significant external funding and support.

This programme is currently UN-Habitat's largest programme in its global portfolio. It is important to document the lessons in the strategic approach and operations for the continuation of this programme as well other

UN-Habitat programmes and projects. While much remains to be done in the remaining months of this programme, there are important lessons for showing what has and has not worked. Of greatest importance for the rest of the programme is UN-Habitat's active response to the remaining activities. This needs to be done immediately in consultation with the EU and relevant stakeholders.



Survey Output, GIS Office, Kabul © Stephen Van Houten

5. LESSONS LEARNED

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

Community Engagement: Communities believe and engage more in programmes where they can see physical improvements. For example, the Gozar and Nahia projects encouraged community members to be involved and cooperate, and the simplified Safayi procedures encouraged people to get notebooks and pay the Safayi tax.

Communication and Collaboration: Effective communication and collaboration enhanced the usability of programme products. For example, the developed SNAPs are more likely to be used when there is good communication and collaboration with the communities and Nahia.

Property Surveys: Property surveys were more challenging than initially anticipated. Property owners were initially suspicious of the property surveys, as they were not sure why the surveys were being done and how the data would be used.

Gozar Grants: The Gozar Grants are effective in encouraging community participation and highly appreciated by beneficiaries.

Safayi Invoice Distribution: Municipal authorities need to be included from the beginning of this process to ensure their active and willing participation, resolve specific municipal challenges, and prevent delays in invoice distribution.

Government Involvement and Ownership: The government's involvement in the programme and its ownership of the programme objectives have been less than expected and there are concerns about how this might affect the programme's sustainability.

Revenue Governance System: Having an established governance system to plan and allocate revenue is still a challenge in Urban Planning in Afghanistan.

Team Development: Working closely with the government partners under one roof has created a one-team mindset among both programme and municipal staff.

Adaptive Programming: During the initial phases of the SNAP development, many differences were observed between the expectations of communities and the government, and thus an adaptive approach (e.g. a multicriteria analysis) is required to better understand and respond to the different needs and expectations.

Limited Programme Focus: MGSP is too focused on revenue, that is, the strengthening of the revenue collection system. This focus has come at the cost of other important programme aspects like the expenditure in the streamlining of the Safayi cycle.

Technology: Using the tablet apps for the collection of property data increased the programme's effectiveness and efficiency.

Staffing: Directly transferring experienced CFA staff to the municipality is a new and effective approach for capacity building.

Programme Length: Achieving the objectives in the period of time was challenging programme staff given the relatively large number of components and the fact that some components required changes to the regulations. Better results would be possible if either the programme components were fewer, or the programme was longer.

Value for Money: Most of the capacity building training and workshops were conducted in the municipality premises, and this had the benefit of reducing training costs, creating a sense of participant ownership and responsibility and encouraging collaboration between the programme and its stakeholders.

Engagement of Women: The engagement of women in urban planning remains a major challenge, particularly in the smaller provinces and more rural areas, where there is notably more exclusion of women from land management processes.

Technical Capacity: While the programme built the technical capacity of staff, more work remains to (1) integrate this capacity into government, and (2) build the technical capacity of existing government staff.

Institutional Coordination: Coordination was enhanced by UN-Habitat's previous and existing engagement of government across various programmes and projects.

Monitoring and Evaluation: The implementation of this programme was hampered by a log frame that made it difficult to track and assess various indicators. The M&E team did well to monitor the programme despite these challenges.

Risk Analysis: Initial and ongoing risk analysis formed an important part of this programme, especially given the changeable context in Afghanistan.

Reporting: Overall, the donor was happy with the reporting, but there is room for quicker and more regular reporting.

6. RECOMMENDATIONS

The evaluation findings, strengths, challenges and lessons learned form the basis of the Recommendations. These Recommendations reflect the main areas that require attention, and issues that are currently being addressed are not included in this list. They apply across the planning, implementation, monitoring, and evaluation levels. Responsibility for these recommendations is assumed at the UN-Habitat programme level.

1. Delivery Plan:

As a first step, develop a delivery plan, in collaboration with the EU and government, that outlines the outstanding activities, the targets and planned actions for the remaining months of the programme (this is in progress and management will provide further details in the management evaluation response). The indicators that currently sit below Y5 targets need to be reviewed and adjusted, especially if its achievement does not seem probable by the end of the programme. Adjust and realign resources to support the activities that need urgent attention for programme completion. Communicate the revised plan with key stakeholders including the EU and other partners regarding the four indicators that currently have no data. Moreover, if Result 2.1 (No. of men, women and children reached through municipality-delivered service delivery projects (co-financed by Safayi revenues) in target Nahias) cannot be measured, then, in consultation with the EU, consider removing it for the remainder of the programme.

2. Log Frame Updating:

Regarding the engagement of women, as only a small and limited number of women are participating in programme activities, it is suggested that separate sessions for women be held so that they can participate in the discussions and be involved in future activities. Regarding women's projects, identify more Gozar projects relevant to women, for example in the areas of health, education, and income generation. Regarding women's land tenure,

while this programme has improved the security of women's land tenure, much remains to be done to address, for example, male relatives who ignore these changes and continue to assume ownership of women's property.

3. Women's Issues:

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

4. Local Offices:

Explore how best to respond to the need for local offices at the Gozar and Nahia level, where community members can go to ask questions and receive advice on related problems.

5. Normative Issues:

With regards to increased revenue, this evaluation found anecdotal evidence that by lowering Safayi tax, municipal revenue increased. These findings need to be confirmed through further collection of evidence. With regards to monitoring property investment, while it is still too early to fully assess impact of property investment, it would be interesting to continue tracking further investment in properties longitudinally to fully appreciate the impact. With regards to corruption, this evaluation found anecdotal evidence for reduced corruption at the municipal level. In view of the final evaluation, it is recommended that further evidence is collected to assess more comprehensively whether this programme has contributed to the reduction of corruption at the municipal level.

6. Conduct a review of Access to Equipment:

One of the biggest challenges noted in discussion with provincial government respondents is the lack of financial resources, especially for basic office and facility requirements to carry out the programme activities. It is recommended that the programme conducts a review to assess which provinces need the associated equipment to complete the remaining activities.

7. Data Digitalization:

Support the strengthening of data digitalization as the provincial government respondents noted problems in the availability of data (one of the programme activities). With the strengthening of the digitalized system, the central government (DMM) will thus be able to receive provincial data more quickly and speed up the process of approvals.

8. Payment Options:

Discuss with government the possibility of expanding payment options, especially in the provincial programme sites, to include private banks. Presently, people can only pay Safayi taxes in government banks.

9. Provincial Exposure Visits:

Support provincial exposure visits of relevant municipal and provincial staff to discuss and learn from the successes and challenges in other provinces involved in MGSP.

10. Programme Replication:

In view of the final programme evaluation and based on the feedback from beneficiaries, as well as municipal and government respondents for the expansion of the programme, begin discussing the possibilities of a next phase. In particular, the possible form that this might take, funding, and partnerships are all important issues to discuss with all relevant stakeholders.

11. Gozar Projects:

Collect further data from beneficiaries and municipalities regarding the Gozar projects. This evaluation showed that this model worked well in this programme, and that communities were encouraged to pay their Safayi tax in order to receive project grants for community priorities identified in the SNAP process. Moreover, communities reported high levels of appreciation of and satisfaction with this model. While the Gozar projects have worked well, government respondents stated that UN-Habitat should not be involved in service delivery projects. It is important to discuss the approach of UN-Habitat Afghanistan to future programmes and projects. Much has been learned during MGSP by UN-Habitat, communities, municipalities and governments, and the benefits of these projects need to be documented.

12. Funding:

Even though the CFA programme uses research activities as a tool for advocacy and policy dialogue, a review is recommended to assess how to effectively involve municipalities and the private sector in implementing the programme in the future. A broader range of funding partners would strengthen programme implementation and delivery.

13. Government Capacity:

In support of the final programme evaluation and the assessment of sustainability, it is recommended that detailed consideration be given to the issue of programme sustainability given the clear findings of this mid-term evaluation that government capacity needs further strengthening if the government is to take ownership of this programme in the future and ensure its sustainability.

14. Maintenance Plans:

Review the approach to the development of maintenance plans and responsibilities for the Gozar grant project. Communities have generally not been involved in the development of the maintenance plans and who is responsible for the maintenance remains unclear.

ANNEXES

Annex 1: Terms of Reference



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DUTY STATION: Kabul (with travel to other regions of Afghanistan)
FUNCTIONAL TITLE: Consultant, Mid-Term Programme Evaluation
PROGRAMME: Municipal Governance Support Programme (MGSP)
GRADE: UNOPS/ IICA 2 Contract
DURATION: 1.5 months (30 days in Afghanistan and 15 days home-based)
START/END DATE: 1 November 2019 – 29 February 2020
Contract will be issued for 2019 and 2020, separately
SUPERVISOR: Chief, Evaluation Unit, UN-Habitat HQs
CLOSING DATE: 17 October 2019

BACKGROUND

The United Nations Human Settlements Programme is the United Nations agency for human settlements. UN-Habitat's goals are well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation. UN-Habitat work is guided by a medium-term strategy approach for successive six-year periods. The current strategic plan covers 2014 to 2019.

UN-Habitat has offices at regional and country level and implements projects in Afghanistan through its country office in Kabul and the Regional Office for Asia and the Pacific in Fukuoka, Japan. Since 1992, UN-Habitat has been working in Afghanistan in partnership with communities and the government. UN-Habitat is working with the Government of Afghanistan and local authorities on various projects on policy support and institutional strengthening.

Afghanistan 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. One of the most visible phenomena in Afghan cities is displacement. More than 1 million Afghan refugees have returned to Afghanistan from neighbouring countries and Europe in the last three years. Another 1 million Afghans have been internally displaced by conflict and drought in the same period. Most returnees and IDPs choose urban areas to settle and look for work and better security, often on private or public land. Kabul city has 63 informal settlements hosting 12,000 families, mostly IDPs. Returnee/IDP settlements are typically overcrowded and lack basic services.

Rapid urbanization over the past decade in Afghanistan 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 higher and 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 city a clear primate city 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% 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% of the workforce considered unskilled there are few avenues for employment besides the informal sector, which is the main driver of employment with 80% 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.

Description of the Programme

The Municipal Governance Support Programme (MGSP) is a municipal governance programme being implemented in alignment with the USAID-funded Kabul Strengthening Municipal Nahias Programme (KSMNP) under the umbrella City for All (CFA) programme. CFA is a flagship action of the Government of Afghanistan's Urban National Priority Programme 2016-2025 (U-NPP), the government's reform agenda for the urban sector.

MGSP started in September 2015 and covers 12 Provincial municipalities i.e. Kabul (2 districts), Herat, Jalalabad, Kandahar, Mazar-e-Sharif, Farah, Bamyan and Nili, and 4 District Municipalities i.e. Balkh, Enjil, Spin Boldak and Mirbachakot.

The six-year programme is funded by EU and has a total budget of EUR 27.375 million. By 2021, the programme is expected to have improved the living conditions of more than 4 million Afghan men, women and children in close to 586,000 households through investments in service delivery and basic infrastructure, local economic development, jobs creation and land tenure security.

Programme components

The MGSP programme has three components:

- (i) Effective land management including clear property rights;
- (ii) Strategic action planning to establish a common vision for inclusive urban development and to guide public investment for improved service delivery; and
- (iii) Improved municipal governance including citizen engagement and representation.

Together, these components create the conditions for improved state-society relations, stimulating the urban economy, promoting investment, and strengthening municipal institutions.

Land Management: Land management is at the center of many of Afghanistan's urban challenges. Land related urban challenges include land grabbing, inefficient use of land (e.g. vacant plots account for one quarter of built-up land in Afghan cities), tenure insecurity in informal settlements, limited access to suitable land for housing and for economic activity and poor land-based financing for local service delivery. Weak urban land management and tenure insecurity severely constrain economic and social development. Most urban Afghans live in informal housing with little or no tenure security and poor access to basic services. Where land ownership and possession is unclear, households are reluctant to invest in dwelling improvements, local authorities do not provide services, and the private sector finds it difficult to invest in industry and job creation.

The MGSP programme is supporting 12 municipalities to survey and register all properties within their municipal boundaries (estimated at 585,876 properties). Each nahia (urban district) is mapped and divided into gozars (urban neighbourhood) and blocks. A systematic survey is conducted on each property in a block and property data stored at nahia level. Property data from all nahias will also be maintained in a central database at the Deputy Ministry of Municipalities (DMM) offices in Kabul and at ARAZI (the Afghanistan Land Authority). This will enable the municipalities to expand the number of property records for safayi (municipal service charge) and to significantly increase their revenues. It will also enable ARAZI to register properties and issue land occupancy certificates to increase tenure security and reduce land grabbing. Data from the property surveys will also be used for street addressing and house numbering which are essential for improving urban management and safety, and for increasing citizen's socio-economic inclusion.

Strategic Action Planning: Afghan cities have routinely produced master plans to guide urban development. Master planning as an urban planning method has not been effective to guide urban growth and maximize the potential economic benefits of private sector investment. This method takes a long time and does not involve urban residents in planning the spaces in which they live and work. Master plans are also static and do not respond to the immediate and changing social and economic needs of urban communities. When master plans have been created, they have not been financed. They have, therefore, not been implemented. As a result, urban stakeholders have had no clear vision and pathway to guide their actions, municipal interventions have been reactionary rather than pro-active, and infrastructure investments have been haphazard and uncoordinated, undermining their maintenance, expansion and utility. Also, service delivery by municipalities and line departments has been limited and has targeted only a fraction of the urban population, excluding the poorest and most vulnerable who typically fall "outside the map".

The MGSP programme is supporting target municipalities to apply strategic action planning at nahia level. This urban planning approach is quicker and more cost-effective than traditional master planning. It is also action orientated, inclusive, and empowers community members to identify priority infrastructure and service delivery needs. The programme is supporting nahia offices and community-based groups to develop strategic municipal action plans (SMAPs) that reflect sound urban designing principles, involve the participation of local communities, and enhance service delivery for all urban areas including the

under-served informal areas. The SMAPs will partly be financed by the programme through block grants at municipal, nahia and gozar levels to ensure implementation. Street addressing and house numbering will also be implemented in the target cities.

Municipal Finance and Governance: Afghan cities face considerable service delivery challenges due to weak urban governance and poor state-society relations. Legal and regulatory challenges, including an outdated municipal law, a much-delayed policy on the upgrading of informal settlements, and cumbersome safayi (municipal service charge) regulations have blocked legitimate sources of additional local revenues and are prone to corruption. The lack of reliable municipal finance data undermines any efforts by local authorities and line departments to plan, manage and monitor urban development, to develop targeted interventions and to develop evidence-based policy and guidelines. Capacity development and empowerment of nahia offices has largely been ignored in favour of central municipal offices. This has left the nahia offices under-resourced and under-equipped.

Weak municipal finance systems, including poor local revenue collection, has meant that municipal authorities do not have enough funds to start new infrastructure projects, to maintain existing ones or to deliver basic services such as waste collection and street cleaning. In addition, citizens and civil society have been largely excluded from local governance processes, compounding the already low levels of trust in state agencies. When citizens do not see how the authorities spend the taxes and fees that they pay, they lack trust in the authorities and default on payments. On the other hand, if they are involved and empowered to contribute to local development and see tangible improvements, they feel that they have a “stake in the city” and are likely to pay their dues. In fragile states such as Afghanistan, this enhanced social contract is essential to state-building and security goals.

The MGSP programme is supporting municipal nahias to create and maintain accurate and complete safayi records through property surveys and registration. The programme is also introducing adjustments in the municipal finance system including fairer assessment of safayi fees, more efficient and user-friendly invoicing and payment mechanisms, and new transparent and accountable expenditure management procedures that involve community representatives. The new safayi guidelines (Safayi Operational Manual) being developed by the programme is aimed at increasing municipal revenues as well as improving the relations between local government and urban residents.

Programme Objectives, Expected Results and Outputs

The overall objective of MGSP is to improve stability and stimulate local economic development in target municipalities through enhancing municipal governance, increasing local revenues, improving tenure security and strengthening the social contract between citizens and the state.

The specific objective is to improve tenure security and land management and administration for inclusive urban economic growth and service delivery in Kabul city.

The three expected results/ accomplishment relate to the three components of the programme and are:

- R1. Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/finance;
- R2. Improved municipal service delivery and strengthened “social contract” between citizens and municipal authorities; and
- R3. Improved enabling environment for urban land management and administration, municipal governance, local economic development and service delivery.

The key programme outputs that will contribute to the expected results above are:

- R1. Strengthened municipal capacities and systems for urban planning, land management and municipal

revenues/finance.

Output 1. Municipalities conduct citywide land and property survey/registration, community-led validation, street addressing and house numbering

Output 2. Municipal revenues are increased through better enforcement and improved municipal finance and revenue collection systems and capacities (including in Nahia offices)

Output 3. ARAZI issues occupancy certificates to eligible households

Output 4. Municipalities undertake medium-term strategic urban planning for Local Economic Development (LED) and inclusive service delivery

R2. Improved municipal service delivery and strengthened “social contract” between citizens and municipal authorities.

Output 5. Municipalities deliver service/infrastructure projects in line with SMAP and CIP plans to stimulate LED

R3. Improved enabling environment for urban land management and administration, municipal governance, local economic development and service delivery.

Output 6. Knowledge products developed for land management, urban planning, and municipal governance provide

The terms ‘results’ and ‘expected accomplishments’ are used to define results at outcome level.

RESPONSIBILITIES

Mandate of the Mid-term Evaluation:

The mid-term evaluation is mandated by the donor, EU, and in line with UN-Habitat Evaluation Policy (2013) and the Revised UN-Habitat Evaluation Framework (2016) that recommend projects of four years duration and more to carry out mid-term project evaluation.

Purpose and Objectives

The purpose of the mid-term evaluation is “to review project progress towards objectives and results, and take corrective action where required” (Project document). The evaluation determines what is working, not working and why? It will assess the project’s progress towards achieving the project’s objectives at expected accomplishments.

The mid-term evaluation is an independent appraisal of the performance of the programme. It will contribute to accountability and learning. It will be used by the EU (donor), Government of Afghanistan, UN-Habitat and staff involved in planning and implementation of the programme to understand how the programme is working, and how it produces the results, and to adjust where needed. With so far. The mid-term evaluation will identify lessons learned and propose practical recommendations for follow-up during the remaining period of the project.

The key stakeholders of the evaluation and the way in which they will use the findings of the evaluation are as follows:

- The EU: EU will use the findings of the evaluation to assess the project’s value for their taxpayers’ funds, and to inform decisions on any further support to municipal governance including land management, urban planning and municipal finance.
- Government of Afghanistan: GoA will use the findings of the evaluation to assess the contribution of the programme to 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)
- UN-Habitat: UN-Habitat will use the findings of the evaluation to adjust programme implementation to improve efficiency, effectiveness and sustainability.

The objectives of the mid-term evaluation are to:

- Assess the implementation progress made towards achieving the expected results;
- Assess the relevance, effectiveness, efficiency, sustainability and impact outlook of the programme in supporting target municipalities and nahias in improving land management, urban planning and municipal finance;
- Analyse how cross-cutting issues, gender equality, human rights, youth and climate change principles have been integrated in the programme implementation;
- Identify lessons learned especially in technical capacity building, institutional coordination, monitoring and evaluation, risk analysis and planning, anti-corruption measures and reporting, and including any adjustments that might be necessary;
- Recommend strategic, programmatic and management consideration for implementing the remaining part of the project with particular emphasis on (a) the mode for provision and utilization of external funding support and for future funding; and (b) municipal approach for implementation of activities.

Scope and Focus

The mid-term evaluation is expected to assess results/achievements made so far, performance, risks/challenges and opportunities through an in-depth evaluation of completed and on-going activities of the project. The midterm evaluation will cover the programme period between September 2015 and September 2019. It will include all aspects of cross cutting issues of gender equality, human rights approach, youth and climate change.

Evaluation Questions based on Evaluation Criteria

The evaluation will use the following evaluation criteria:

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

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

Relevance

Is the project consistent with the EU Country Strategy for Afghanistan and UN-Habitat strategies?

To what extent is the UN-Habitat and EU-supported work aligned to current national priorities (U-NPP, ANPDF, etc.) and needs and how does it address critical gaps?

What is the relevance of the programme to beneficiaries (national stakeholders and the targeted municipalities and communities (nahias)?

Effectiveness

What is the progress in delivery of activities and outputs contributing towards the achievement of the expected results?

Which factors and processes are contributing to achieving or not achieving the expected results (internal and external factors)?

How appropriate and effective are the partnerships and other institutional relationships with partners in which the operations of the project are engaging?

To what extent does the EU support have a catalytic effect in terms of attracting additional development funding commitments either from government or other external sources?

To what extent has national capacity been strengthened so far through this programme? To what extent has the GoA's human resource capacity been developed to fulfill the required functions?

To what extent are monitoring and reporting on the implementation of the project timely, meaningful and adequate? Are there any monitoring documentation available on how Afghan citizens are being affected by the programme?

To what extent are audits and anti-corruption policy being operationalized to adequately address corruption risks during project implementation?

Efficiency

To what extent does the management structure of the programme support efficient for programme implementation?

To what extent is the project being implemented efficiently in terms of delivering the expected results according to quality standards, in a timely manner according to budget and ensuring value for money?

To what extent is ITC (use, knowledge and management) increasing cost-effectiveness in the project?

Are activities and outputs delivered in a cost-efficient and timely manner? Specifically, what is the cost efficiency of UN-Habitat's technical assistance for the development of capacity within the partner departments of GoA?

Sustainability

To what extent are the project effects towards building capacity sustainable?

What factors are affecting or likely to affect sustainability of results?

What has been the value added of UN-Habitat's technical assistance in terms of the results/outcomes, and how is it owned by the government in building capacity and strengthening institutions and are appropriate exit strategies in place?

Cross cutting issues

How are the cross-cutting issues of Gender, Human Rights, Youth and Climate change/environment being applied in the design, implementation and monitoring of the programme?

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

Stakeholder Involvement

It is expected that this evaluation will be participatory, involving key stakeholders. Stakeholders will be kept informed of the evaluation process including design, information collection, and evaluation reporting and results dissemination. 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 project locations as well as to EU, UN-Habitat and key GoA stakeholders (MUDL/ARAZI and IDLG/DMM).

Evaluation Approached and Methods

Approaches: The mid-term evaluation shall be independent and 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. Findings in the evaluation should be exemplified with evidence-based data emanating from specific contributions.

The mid-term evaluation analysis will be based on Theory of Change of the MGSP programme and its logical framework and will outline the results chain and pathways as well as risks and assumptions.

Values oriented approaches should also be considered, focusing on beneficiaries reached, programme nationalization, social realities, governance issues etc.

Methods: 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:

- Desk review of relevant reference documents (project documents, monitoring and mission reports, publications, tools, training and workshop reports, reviews, strategic plans, outreach and communication material);
- A sample survey will be undertaken to review changes since the baseline survey;
- A participatory review comprising an interactive two-day workshop where all relevant stakeholders will be invited.
- Individual interviews - and possibly focus group discussions - with key stakeholders including (but not limited to) representatives from beneficiaries, Government, Donors, UN Agencies and CBOs.
- Field visits

The evaluator will describe expected data analysis and instruments and methods to be used in the inception report.

Accountability

UN-Habitat will commission the mid-term evaluation. It will be managed as a centralized evaluation by the UN-Habitat Evaluation Unit in close collaboration with the Country Office in Afghanistan and the Regional Office for Asia and the Pacific (ROAP).

The Evaluation Unit will guide the recruitment and ensure that the evaluation is contracted to a suitable candidate. The Evaluation Unit will advise on the code of evaluation, provide guidance and technical support throughout the evaluation process. The Evaluation Unit will have overall responsibility to ensure contractual requirements are met and approve all deliverables (Inception report with work plan, draft and final evaluation report).

UN-Habitat Afghanistan country office will provide logistical support, providing all necessary reference documents facilitating interviews with stakeholders, logistics and perform of any other necessary supporting tasks.

An evaluation reference group (ERG) will be established at the start of the evaluation process with members representing the project team, ROAP, donor, national partners and the Evaluation Unit. The role of the ERG is to ensure credibility and quality of the evaluation. The ERG will (i) act as source of knowledge and informant for the evaluation, (ii) participate and collaborate in ERG meetings, (iii) provide inputs and quality assurance, review and endorse all the evaluation deliverables including TOR, inception report and drafts of the evaluation report, and (v) promote the use of evaluation findings.

The evaluation will be done by one international evaluation consultant. He/she will be knowledgeable of UNHabitat's global mandate and its operations. The consultant will be responsible for conducting the evaluation and submitting all evaluation deliverables (inception report, draft report(s) and the final report). The evaluation deliverables will be shared for review and comments with relevant entities in UN-Habitat, GOIRA and the EU. The Evaluation Reference Group will review and endorse all the deliverables. Final quality assurance and approval will be done by the Evaluation Unit.

Reporting Arrangements:

The evaluation will be conducted over a working period of one and a half months but spread of over three

months from November 2019 to February 2020. The consultant will report to and work under the overall supervision of the Chief, Evaluation Unit and consult on a day-to-day basis with the Chief Technical Advisor of the MGSP programme.

Deliverables

The consultant will prepare and submit:

1. An inception report with a work plan that will operationalize the mid-term evaluation. In the inception report, theory of change, understanding of the evaluation questions, evaluation matrix, methods to be used, limitations or constraints to the evaluation as well as schedule and delivery dates to guide the execution of the evaluation should be detailed. The draft inception report is reviewed and approved by the evaluation reference group.
2. A draft evaluation report that follows UN-Habitat's standard format for evaluation reports. The draft is shared with the evaluation reference group for review and comments.
3. A final evaluation report that follows UN-Habitat's standard format for evaluation reports. The final report should not exceed 40 pages (excluding executive summary and appendices) and should be technically easy to comprehend for non-specialists

COMPETENCIES

- **Professionalism:** Ability to perform a broad range of land administrative functions, e.g., survey, land evaluation, project budgeting, technical staff resourcing, database management, etc. Shows pride in work and in achievements; demonstrates professional competence and mastery of subject matter; is conscientious and efficient in meeting commitments, observing deadlines and achieving results; is motivated by professional rather than personal concerns; shows persistence when faced with difficult problems or challenges; remains calm in stressful situations. Takes responsibility for incorporating gender perspectives and ensuring the equal participation of women and men in all areas of work.
- **Communication:** Speaks and writes clearly and effectively; listens to others, correctly interprets messages from others and responds appropriately; asks questions to clarify and exhibits interest in having two-way communication; tailors language, tone, style and format to match audience; demonstrates openness in sharing information and keeping people informed.
- **Teamwork:** Works collaboratively with colleagues to achieve organizational goals; solicits input by genuinely valuing others' ideas and expertise; is willing to learn from others; places team agenda before personal agenda; supports and acts in accordance with final group decision, even when such decisions may not entirely reflect own position; shares credit for team accomplishments and accepts joint responsibility for team shortcomings.
- **Planning & Organizing:** Develops clear goals that are consistent with agreed strategies; identifies priority activities and assignments; adjusts priorities as required; allocates appropriate amount of time and resources for completing work; foresees risks and allows for contingencies when planning; monitors and adjusts plans and actions as necessary; uses time efficiently. Other desired competencies/skills include:
 - 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 management, experience of leading policy workshops and being a
 - resource person
 - Ability to formulate and manage work plans
 - Sensitivity to and responsiveness to all partners

EDUCATION

At least a master's degree in international development, public administration, development economics,

municipal governance, project management or related fields; or a first level university degree in combination with additional two (2) years of relevant qualifying experience is required.

WORK EXPERIENCE

A minimum 7 years' professional working experience in results-based management specifically in monitoring and evaluation of development and/or governance projects.

KNOWLEDGE AND SKILLS

International track record of project evaluation work for different organizations, including experience in fragile and/or post conflict context; Knowledge in development legislation/policy, governance or capacity building; Familiarity with the Sustainable Development Goals and UN-Habitat's mandate.

LANGUAGE SKILLS

Excellent communication, interviewing and report writing skills (in English).

PERSONAL QUALITIES

Demonstrated ability to deliver quality results within strict deadlines.

REMUNERATION

The consultant will be paid a professional fee based on their level of expertise and experience. DSA will be paid only when travelling on mission outside the duty station.

Payments will be made upon satisfactory completion of work and submission of deliverables as approved by the Evaluation Unit as per the following payment schedule:

Payment Deliverable Amount (%)

- 1 Inception report 20%
- 2 Draft evaluation report 50%
- 3 Final evaluation report 30%

International Travel (Home – Kabul):

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

Local Transportation

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

Travel Advice/Requirements:

The consultant must abide by all UN security instructions. He/she should undertake BSAFE Training as prescribed by UNDSS before arriving in Kabul. Upon arrival, he/she must attend a security briefing provided by UN-Habitat Security Section. UNDSS authorization must be sought and obtained before any missions are undertaken inside Afghanistan.

Reporting Arrangements:

The consultant will report to and work under the overall supervision of the Chief, Evaluation Unit and consult on a day-to-day basis with the Chief Technical Advisor of the MGSP programme.

Applications should include:

- Cover memo (maximum 1 page)
- CV in the PHP format, accessible through the INSPIRA website (inspira.un.org) Please note, if using INSPIRA for the first time, you need to register in order to activate your account, which will allow you to log in and create a personal History Profile.

- PHP can be also download from UN-Habitat/ROAP-vacancy website: www.fukuoka.unhabitat.org
- The PHP should be attached to the application as a PDF file.
- Summary CV (maximum 2 pages), indicating the following information:
 1. Educational Background (incl. dates)
 2. Professional Experience (assignments, tasks, achievements, duration by years/ months)
 3. Other Experience and Expertise (e.g. Internships/ voluntary work, etc.)
 4. Expertise and preferences regarding location of potential assignments
 5. Expectations regarding remuneration
- Cover memo (maximum 1 page)

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
<mailto:habitat.fukuoka@un.org>

Please indicate the Post Title: “**VA 4. Re-adv_AFG Mid-term Evaluation (MGSP)**” 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: 17 October 2019

UN-HABITAT does not charge a fee at any stage of the recruitment process. If you have any questions concerning persons or companies claiming to be recruiting on behalf of these offices and requesting the payment of a fee, please contact: recruitment@unon.org

Annex 2: List of People Interviewed and Consulted

Abbreviations:

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

NO.	PERSON INTERVIEWED	POSITION	VENUE	DATE	METHOD
Kabul					
1	Abdul Habib Rahimi	Programme Manager, CFA, UN-Habitat	Kabul	23 Feb 2020	KII
2	Sayed Sadullah Wahab	National Programme Coordinator, CFA, UN-Hab.	Kabul	23 Feb	KII
3	Aziz Ahmad Yar Humaira Latifi	Municipal & Governance Officer, CFP, UN-Hab. Municipal Finance Officer, CFA, UN-Habitat	Kabul	23 Feb	KII
4	Eng. Abdul Latif Amini	District 5 Team Leader, CFA, UN-Habitat	Kabul	24 Feb	KII
5	Beneficiaries (34)	Participants in Safayi tax Activities, District 5	Kabul	24 Feb	FGD
6	Beneficiaries (32)	Participants in OC Activities, District 5	Kabul	24 Feb	FGD
7	Beneficiaries (27)	Participants in SNAP Activities, District 5	Kabul	24 Feb	FGD
8	Aminullah Nasrutyar	General Manager, Financial Resources, District 5	Kabul	24 Feb	KII
9	District Staff (8)	Resource Mobilisers, District 5	Kabul	24 Feb	FGD
10	Safayi Tax Office	District 5	Kabul	24 Feb	SV/O
11	Asadullah Zmarai	Director, Nahia, District 5	Kabul	24 Feb	KII
12	Park Development	District 5	Kabul	24 Feb	SV/O
13	Mohammad Kamil Halimee	Urban Planning Officer, CFA, UN-Habitat	Kabul	24 Feb	KII
14	Antony Lamba	Chief of Party, CFA, UN-Habitat	Kabul	24 Feb	KII
15	Abdul Baqi Popal	Deputy Ministry of Municipalities (DMM), IDLG	Kabul	25 Feb	KII
16	Aqbal Sarbaz Masoud Hamza	Senior GIS Officers, UN-Habitat	Kabul	25 Feb	KII
17	Road Construction	District 11	Kabul	25 Feb	SV/O
18	Beneficiaries (15)	Community Leaders	Kabul	25 Feb	FGD
19	Habiba Leade Moqadey Izidpanah Amrullah Amini Latifi Sultani	Team Leader, District 11 Database Assistant, District 11 District Engineer, District 11 Project Engineer, District 11	Kabul	26 Feb	FGD
20	OC Data Processing	District 11	Kabul	26 Feb	SV/O
21	Beneficiaries (10)	Participants in Safayi tax activities, District 11	Kabul	26 Feb	FGD
22	Beneficiaries (10)	Participants in OC Activities, District 11	Kabul	26 Feb	FGD
23	Beneficiaries (6)	Participants in SNAP Activities, District 11	Kabul	26 Feb	FGD
24	OC Handover Ceremony	3 Beneficiaries, District 11	Kabul	26 Feb	SV/O
25	Mohammad Faqir Amin	Director, Hahia, District 11	Kabul	26 Feb	KII
26	Home Visit	Street Plate, Couple OC and Safayi Tax, District 11	Kabul	26 Feb	SV/O
27	Habiba Leade	Team Leader, District 11	Kabul	26 Feb	KII
28	Ahmad Zaki Sarfraz	Mayor, Kabul City	Kabul	26 Feb	KII
29	Abdul Wali Ghafari	Programme Manager, Municipal Governance, EU	Kabul	26 Feb	KII
30	Felicity Cain	Technical Adviser - Urban Planning, CFA, UN-Hab.	Kabul	27 Feb	KII
31	Srinivasa Popuri Antony Lamba Abdul Habib Rahimi	Senior Human Settlements Off., ROAP, UN-Hab. Chief of Party, CFA, UN-Habitat Programme Manager, CFA, UN-Habitat	Kabul	27 Feb	KII
32	Sunita Nassir Barishna Sidiqi	Program Monitoring Officer, UN-Habitat MIS/Reporting, UN-Habitat	Kabul	27 Feb	KII
33	Mohammad Kamil Halimee	Urban Planning Officer, UN-Habitat	Kabul	27 Feb	KII

34	Fernando da Cruz	Deputy Country Programme Manager (Acting Country Director), UN-Habitat	Kabul	1 March	KII
35	Saifi Saifullah	Finance Officer, UN-Habitat	Kabul	1 March	KII
Herat, Herat Province					
1	Mir Hamid Jamshidy	Team Leader, CFA/MGSP, UN-Habitat	Herat	24 Feb	KII
2	Hamid Samim	OIC Provincial Manager, UN-Habitat	Herat	24 Feb	KII
3	Beneficiaries (7)	Participants in the Strategic Urban Development Planning workshops	Herat	25 Feb	FGD
4	Beneficiaries (21)	Participants in OC activities	Herat	25 Feb	FGD
5	Ghulam Hazrat Mushfiq	Director, Herat Municipality	Herat	25 Feb	KII
6	Haris Akhtarzada	Director, ARAZI and Urban Development	Herat	25 Feb	KII
Mazar, Balkh Province					
1	Program Team	Provincial Manager and Team Leader MGSP, UN-Habitat	Mazar	2 March	KII
2	Beneficiaries (25)	Participants in Safayi activities	Mazar	2 March	FGD
3	Abdul Haq Khuram	Director, Mazar Municipality	Mazar	2 March	KII
4	Haroon Raheen	Team Leader, MGSP, Balkh District, UN-Habitat	Mazar	2 March	KII
5	Beneficiaries (13)	Participants in OC activities	Mazar	3 March	FGD
6	Sher Shah Hotak	Director, ARAZI, and Urban Development	Mazar	3 March	KII
7	Underground Pedestrian Walkway	Mazar	Mazar	4 March	SV/O
8	Sayed Hashem Muqtader	Team Leader, UN-Habitat	Mazar	4 March	KII
9	Beneficiaries (14)	Members of Urban Strategic Development and Planning	Mazar	5 March	FGD
10	Underground Pedestrian Walkway	Mazar	Mazar	5 March	SV/O
Kandahar, Kandahar Province					
1	Sayed Nader Shah Zgham	Provincial Manager & Team leader MGSP, UN-H	Kandahar	8 March	KII
2	Beneficiaries	Participants in Safayi Activities	Kandahar	9 March	FGD
3	Mohammad Rafi Hayat	Director of Municipality (Mayor)	Kandahar	9 March	KII
4	Beneficiaries	Participants in OC Activities	Kandahar	10 March	FGD
5	Solar Lighting Project	Kandahar Main Road	Kandahar	10 March	SV/O
6	Beneficiary Group	Members of Urban Strategic Development and Planning	Kandahar	11 March	FGD
7	Mohammad Hanif	Director of ARAZI, and Urban Development	Kandahar	11 March	KII
Bamyam, Bamyam Province					
1	Mohammad Tahir Zaheer	Governor, Bamyam	Bamyam	17 March	KII
2	Mohammad Aman Aman	Director of Municipality (Mayor)	Bamyam	17 March	KII
3	Staff	MGSP Team, Bamyam, UN-Habitat	Bamyam	17 March	FGD
4	Beneficiaries	Participants in Safayi Activities	Bamyam	18 March	FGD
5	Beneficiaries	Participants in OC Activities	Bamyam	18 March	FGD
6	Mohammad Zaher Sheewa	Director of ARAZI and Urban Development	Bamyam	18 March	KII
Jalalabad, Nangarhar Province					
1	Abdul Haq Tahrir	Provincial Manager MGSP, UN-Habitat	Nangarhar	26 Mar	KII
2	Rohul Amin Hassan	Director of Municipality (Mayor)	Nangarhar	26 Mar	KII
3	Beneficiaries	Participants in Safayi Activities	Nangarhar	28 Mar	FGD
4	Beneficiaries	Participants in OC Activities	Nangarhar	28 Mar	FGD
5	Mohammad Sadeq Dawlatzai	Director of ARAZI and Urban Development	Nangarhar	28 Mar	KII
6	Beneficiaries	Participants in SMAP Activities	Nangarhar	29 Mar	FGD

7	SMAP Site Visit	National CFA Program Coordinator Provincial Manager, Evaluation Assistant	Nangarhar	30 Mar	SV/O
Enjil, Herat Province					
1	Edris Alkozay + 8 Team Members (9)	Team Leader and Team Members, CFA, Enjil, Herat, UN-Habitat	Skype	1 March	FGD
2	Beneficiaries (10)	Community Members, Enjil, Herat	Enjil	5 March	FGD
3	Beneficiaries (10)	Community Members, Farah, Enjil, Herat	Enjil	5 March	FGD
Farah, Farah Province					
1	Abdul Qader + 13 Team Members (14)	Team Leader and Team Members, CFA, Farah, Farah Province, UN-Habitat	Skype	1 March	FGD
2	Beneficiaries	Community Members, Farah	Farah	3 March	FGD
3	Beneficiaries	Community Members, Farah	Farah	4 March	FGD
4	Beneficiaries	Community Members, Farah	Farah	5 March	FGD
5	Beneficiaries	Community Members, Farah	Farah	5 March	FGD
Mirbachacot, Kabul Province					
1	Rahmatullah Rahimi + 5 Team Members (6)	Team Leader and Team Members, CFA, Mirbachacot, Kabul, UN-Habitat	Skype	1 March	FGD
2	Beneficiaries (13)	Community Members, Safayi, Mirbachacot, Kabul	Mirbachacot	3 March	FGD
3	Beneficiaries (12)	Community Members, SNAP, Mirbachacot, Kabul	Mirbachacot	4 March	FGD
Nili, Daikundi Province					
1	Sayed Abdullwahid Sirat + 5 Team Members (6)	Team Leader and Team Members, CFA, Nili, Daikundi, UN-Habitat	Skype	1 March	FGD
2	Beneficiaries (7)	Community Members, Nili, Daikundi	Nili	4 March	FGD
3	Beneficiaries (7)	Community Members, Nili, Daikundi	Nili	5 March	FGD
4	Beneficiaries (8)	Community Members, Nili, Daikundi	Nili	5 March	FGD
Spin Boldak, Kandahar Province					
1	Program Team Spin Boldak	Team leader, data assistant, site engineer, Surveyor	Kandahar	8 March	FGD

SUMMARY			
KIIs	FGDs	QUESTIONNAIRES	SITE VISITS & OBSERVATIONS
# Interviews 38	# FGDs 38	# MSC 12	
# Persons 44	# Persons 473	# Persons 8	# Site Visits 12
		Response Rate 67%	
TOTAL RESPONDENTS 524 (44+473+8)			12
Females 177 (34%), Males 347 (66%)			

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Annex 4: Interview Questions

RELEVANCE

1. Is the project consistent with the EU Country Strategy for Afghanistan and UN-Habitat strategies?
2. To what extent is the UN-Habitat and EU-supported work aligned to current national priorities (U-NPP, ANPDF, etc.) and needs and how does it address critical gaps?
3. What is the relevance of the programme to beneficiaries (national stakeholders and the targeted municipalities and communities (nahias)?)

EFFECTIVENESS

1. What is the progress in delivery of activities and outputs contributing towards the achievement of the expected results?
2. Which factors and processes are contributing to achieving or not achieving the expected results (internal and external factors)?
3. How appropriate and effective are the partnerships and other institutional relationships with partners in which the operations of the project are engaging?
4. To what extent does the EU support have a catalytic effect in terms of attracting additional development funding commitments either from government or other external sources?
5. To what extent has national capacity been strengthened so far through this programme?
6. To what extent has the GoA's human resource capacity been developed to fulfill the required functions?
7. To what extent are monitoring and reporting on the implementation of the project timely, meaningful and adequate? Are there any monitoring documentation available on how Afghan citizens are being affected by the programme?
8. To what extent are audits and anti-corruption policy being operationalized to adequately address corruption risks during project implementation?

EFFICIENCY

1. To what extent does the management structure of the programme support efficient for programme implementation?
2. To what extent is the project being implemented efficiently in terms of delivering the expected results according to quality standards, in a timely manner according to budget and ensuring value for money?
3. To what extent is ITC (use, knowledge and management) increasing cost-effectiveness in the project?
4. Are activities and outputs delivered in a cost-efficient and timely manner? Specifically, what is the cost efficiency of UN-Habitat's technical assistance for the development of capacity within the partner departments of GoA?

IMPACT OUTLOOK

1. To what extent has the project demonstrated impact in the lives of beneficiaries?
2. To what extent has the project demonstrated impact in relation to project partners?
3. To what extent and how has the project affected people in ways that were not originally intended?
 - a. What unintended consequences, positive or negative, did the project have?
 - b. Who were the people, groups, and/or entities affected unintentionally?

SUSTAINABILITY

1. To what extent are the project effects towards building capacity sustainable?
2. What factors are affecting or likely to affect sustainability of results?
3. What has been the value added of UN-Habitat's technical assistance in terms of the results/outcomes, and how is it owned by the government in building capacity and strengthening institutions and are appropriate exit strategies in place?

COHERENCE

1. What was the consistency of the intervention with other actors' interventions in the same context? This includes complementarity, harmonisation and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort.
2. What was the EU's added value as compared to the Member State?

CROSS-CUTTING ISSUES

1. How are the cross-cutting issues of Gender, Human Rights, Youth and Climate change/environment being applied in the design, implementation and monitoring of the programme?
2. Are there any outstanding examples of how these issues have been successfully applied in the programme?

MID-TERM EVALUATION OF THE MUNICIPAL GOVERNANCE
SUPPORT PROGRAMME (MGSP), 2015 –2021

Evaluation Report 2/2020



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