Internal Evaluation

of the

Community-Based Municipal Support Programme

(CBMSP)

Afghanistan

1 April 2013 – 31 March 2015

August 2015

Contents

List of Acronyms and Abbreviations

ANDS	Afghanistan National Development Strategy
ASGP	Afghan Subnational Governance Programme
CBMSP	Community-Based Municipal Support Programme
CDC	Community Development Council
CLUIP	Community-Led Urban Infrastructure Programme
GA	Gozar Assembly
GDMA	General Directorate of Municipal Affairs
IDLG	Independent Directorate of Local Governance
IFMS	Integrated Financial Management System
IFRC	International Federation of Red Cross and Red Crescent Societies
JICA	Japan International Cooperation Agency
KSP	Kabul Solidarity Programme
MAB	Municipal Advisory Board
MDGs	Millennium Development Goals
MGSP	Municipal Governance Support Programme
MTSIP	Medium Term Strategic Institutional Plan
MUDA	Ministry of Urban Development Affairs
NGO	Non-Governmental Organization
NNP4	National Priority Programme (for Local Governance)
NSP	National Solidarity Programme
PAAS	Project Accrual and Accountability System
PIU	Programme Implementation Unit (Kabul Municipality)
RAMP-UP	Regional Afghan Municipalities Program for Urban Populations
SMART	Specific, Measurable, Achievable, Relevant, Time-bound (results and indicators)
UN-Habitat	United Nations Human Settlements Programme
USAID	United States Agency for International Development
USP	Urban Solidarity Programme

Executive Summary

Introduction

The Community-Based Municipal Support Programme (CBMSP) and the focus of this evaluation— was a 24 month programme, beginning 1st April 2013 and ending 31st March 2015, with a budget of USD23,009,409. It was designed building on the People's Process of the National Solidarity Programme and Peacebuilding in Afghanistan through Consolidation of Community Solidarity (PACCS) projects 1 and 2, and a smaller Urban/Kabul Solidarity Programme (USP/KSP), funded by the Afghanistan Reconstruction Trust Fund (ARTF) administered by the World Bank, Government of Japan and Japan International Cooperation Agency (JICA) respectively.

The goal of CBMSP was to create "self-sustained municipalities capable of effective, efficient and accountable delivery of public services" through a three-pronged approach of policy support at national level, organizational development and capacity building of municipalities, and service delivery by communities and municipalities. The primary target beneficiaries of the programme were citizens of the municipalities in Herat, Jalalabad, Kabul, Kandahar and Mazar-e-Sharif, the municipal authorities and the Independent Directorate of Local Governance (IDLG) at the national level who would benefit through the experiences and feedback from municipalities.

In accordance with UN-Habitat's evaluation policy and requirements for implementation of the evaluation policy, all closing programmes and projects should have a self-evaluation to systematically assess results and rate performance. The self-evaluation of the CBMSP was an internal evaluation process which directly engaged the programme management team and others involved in the implementation of the programme. Data collection for the evaluation was based on a template and used as main source of information for preparing this report. In addition, some interviews were conducted with beneficiaries in Kabul and Mazar-e-Sharif, including a representative of IDLG, members of the CBMSP team, the Senior Human Settlements Officer at the Regional Office for Asia and the Pacific (ROAP) and the portfolio manager at the Embassy of Japan in Kabul.

Key achievements

The programme was very successful with achieving capacity building objectives and undertaking trainings, registration of properties for the *safayi* tax, establishment of CDCs and undertaking of infrastructure projects. The programme achieved its expected accomplishments with Outcome 1: Improved policies—A shared vision among all key stakeholders at national, local and community level to strengthen the role of municipalities to support local development was partially achieved; Outcome 2: Increased organizational and human resource capacity at the municipal and community level for improved municipal governance and gender-responsive service delivery was achieved; and Outcome 3: Municipalities are responsive to the priorities of the communities and providing sustainable public services as achieved. Outcome 3 was achieved by making municipalities responsive to the priorities of the communities and it was expressed by stakeholders interviewed that there was a positive increase in responsiveness of municipalities as well as the confidence of citizens to engage with municipal

authorities. In addition, the CBMSP has contributed to building a sense of community and encouraging volunteerism.

Overall, the programme has been successful in delivering most of its planned deliverables and within the planned timeframe and budget. The programme, however, fell short on some of the outcome targets under outcome 1—related to municipal elections and municipal law – which were probably too ambitious for the programme to achieve in the first place given the challenging context of Afghanistan. The programme delivered on targets and more so against all indicators, except one, of the logical framework:

- 160 Community Development Councils were developed and officials were elected through a democratic process [Target: 135 CDCs planned].
- 24 Gozar Assemblies were established at the district level [Target: 27 Gozar Assemblies planned].
- 33,108 properties surveyed and registered exceeding the target of 25,000. The registration of properties supports the collection of *safayi* tax which has increased to 21 per cent of surveyed properties.
- Five municipal infrastructure projects completed.
- 229 community activities (Community action plan sub-projects) undertaken.[1]
- 41,300 households (353,269 men and women, boys and girls) have benefited from activities implemented through the CDCs [Target: 33,750 households/ 219,000 people].[2]
- 570 municipality staff trained from five municipalities [Target: 5 municipalities with 150 trained staff]

Rating of performance

The CBMSP is rated to be 'highly satisfactory' and 'satisfactory' on a scale from 1 to 5 (with 1 being the lowest of 'unsatisfactory' and 5 being the highest of 'highly satisfactory'), except for programme design.

Relevance is rated as 'highly satisfactory' (5). The programme responds to national priorities in development and supporting local governments in delivery of services to citizens and UN-Habitat priorities in local governance, access to land and sound basic urban infrastructure and services. The programme builds on previous experiences of UN-Habitat implemented programmes in Afghanistan and relates to several UN-Habitat focus areas of priority.

Appropriateness of programme design is rated as 'moderate satisfactory' (3). The programme was over-ambitious about targets set for outcome 1, and better structured logical framework and indicators would have helped tracking and demonstrating progress and results.

Efficiency is rated as 'satisfactory' (4). The majority of funds (75 percent) went directly to the communities through the Community Development Council (CDCs) set up during the programme and

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[1] In […] targets as indicated in the logframe of the programme. This target was not included in the logframe.
[2] This target was not included in the logframe.

community projects were implemented with substantial co-financing from communities, volunteering of and in-kind labour from community members. Efforts were made during implementation to address lack of an overall performance monitoring plan/ framework with milestones, especially at outcome level.

Effectiveness is rated as 'satisfactory' (4). The implementation rate by programme closure was 100%. The programme has been largely successful in achieving its expected accomplishments with outcome 1: partially attained, outcome 2: attained; and outcome 3: attained. The programme was very successful with achieving capacity building and undertaking trainings, registration of properties for the *safayi* tax, establishment of CDCs, and undertaking of infrastructure projects. Overambitious expectations for making institutional changes at national level in a short time frame and the delay in municipal elections and adoption of the Municipal law had a negative effect on achieving the Outcome 1 targets.

Integration of cross-cutting issues is rated as 'highly satisfactory' (5). CBMSP had built-in a strong gender component at the community level and emphasis on governance and human-rights-based approach. There was lesser engagement of youth and environment, which were not a direct target group or focus, although there are some sporadic examples of both of those.

Sustainability is rated as 'satisfactory' (4). The establishment of the CDCs—including creation of bank accounts, registration of properties for the *safayi* tax, and infrastructure projects will all continue to benefit the community and the government after the programme has closed. With respect to the CDCs, in Mazar-e-Sharif, there were several expressions of plans to continue projects, including proposing new projects to other donors and NGOs. The new Government of Afghanistan has explicitly highlighted the role of urbanisation as a driver of development and plans to scale up components of CBMSP (CDC-led urban upgrading, and property registration/*safayi* taxation), which bodes well for actions being sustained in the near future.

Impact Outlook is rated as 'satisfactory' (4). CBMSP has achieved considerable *behavioral change* at the community level, which may have lasting long-term impacts. Changes have included building a sense of community amongst disparate and ethnically diverse neighborhoods, the importance of volunteerism, coming together as a community to solve problems and co-finance and jointly implement solutions, expanding opportunities for women in local decision-making, and improved interaction and trust with government institutions to show citizens can play a constructive role in urban development and state-building. The strengthening of government institutions from CDCs to Gozar Assemblies to the Municipal Advisory Boards has the potential for important long-term effects as these were largely non-existing or non-functioning in the past.

Challenges and opportunities

CBMSP exemplifies the strategic progression of UN-Habitat's work in Afghanistan to focus more on good governance rather than direct provision of basic services through communities. UN-Habitat's urban governance focus on technical support reflects well on the priorities of the Government of Afghanistan and the desire of the new Afghan government that aid should increasingly play a facilitating and enabling role to build the systems and institutions, and create an enabling investment environment to enhance the predictability and effectiveness of development assistance.

The short timeframe of two years was a major challenge, exacerbated by severe winter, which meant that some of the infrastructure work had to be postponed until weather conditions improved. The short timeframe was also a challenge working with community members to institutionalize their participation and organize and implement community action plans. Some risks were not included in the programme design such as delays as result of national elections and changes in administration and did impact on the delivery and quality some of the activities at municipal and national levels.

The challenge of managing expectations of communities and building trust was helped along by social audit training workshops that were implemented in all the CDCs to ensure transparency and accountability in the use of funds collected by the community and donated through the programme for community activities. Signboards erected at the site of community construction activities also lent transparency and accountability as they showed the total budget and with a breakdown of the community contribution. The *safayi* tax collection process was packaged with the CDC action plan process of accountability and transparency and made it easier to collect fees from citizens.

Lessons learned

Lessons to be learned from the implementation of the CBMSP can be applied in future UN-Habitat programmes and projects in Afghanistan and other post-conflict states. A few are mentioned here and others are described in more full details in the main of this report.

An important lesson is that the 'People's Process' is not only an effective way to quickly deliver services but also supports building state-society relations. Meaningful community empowerment and engagement needs incentives, time, and continuous engagement. Based on UN-Habitat's proven "People's Process" approach, the CBMSP has further demonstrated the success of this model for building community ownership.

Other lessons learned on community engagement are to focus on 'learning by doing' and flexible use of gender equality provides greater change and gains. The impact of capacity building actions was most successful when the training related to skills was directly applied. For example, the community-level training on social audits, transparency and accountability was utilized during the programme to track and share information about the costs and expenditures of projects. In the cultural context of a country such as Afghanistan, some areas may allow for mixed gender community groups and in other areas, separate female CDCs and male CDCs are more acceptable.

The lesson that property registration alone is insufficient is critical for implementation of future *safayi* or community taxation projects. *Safayi* tax builds on comprehensive property registration but the registration of properties alone—while important for improving *de-facto* tenure security and establishing a base for collection of tax—is not enough to ensure that taxes will be collected and then spent accountably on services or infrastructure. In implementing the *safayi* tax system, more attention in future programmes needs to be placed on the last step of *accountable spending* of tax revenue collected in the programme cycle delivery rather than as 'impact' beyond the programme's life time.

Conclusion

Overall, CBMSP has been successful in delivering its planned deliverables and within the planned timeframe and budget. Given a challenging post-conflict context, short timeframe of two years and considerable budget for community block grants (73 per cent), CBMSP has achieved considerable successes, including securing over USD6 million in matching contribution from communities (cash and in-kind), reaching over 353,000 direct beneficiaries (38 per cent more people than originally targeted), establishing 160 Community Development Councils (25 Councils more than originally targeted) and surveyed 33,108 properties (33 per cent more than originally targeted) to increase collection of *safayi* tax to 21 per cent of surveyed/registered properties.

CBMSP demonstrates the importance of not only 'talking' but also delivering services directly to vulnerable and excluded communities. Local trust and capacity is built when funds are allocated to community and municipal priorities. While UN-Habitat is shifting away from pure community-based service delivery towards institutionalizing the 'People's Process' within a strengthened municipal governance framework, delivering concrete outputs 'on the ground' is essential to build trust and improve the living conditions of the urban poor.

Community-level project : *Community-based street upgrading in Jalalabad city; before, during and after.*

Municipal level project: The 1.3Km municipal infrastructure canal in Herat under construction (left and middle) and completed (Right). This project benefits thousands of men, women and children by reducing seasonal flooding risks and ensuring improved drainage for a large part of the city.

1.0 Introduction

The development of effective and accountable government institutions to facilitate service delivery is one of the key state-building and peace-building priorities for countries emerging from conflict. Afghanistan in the post-conflict era after 2002, is a country facing many development challenges and above all to ensure lasting peace and improved security. A key area of development is instituting sound governance at national and sub-national levels.

UN-Habitat has been present in Afghanistan since 1992. The use of the "People's Process" by UN-Habitat as a nation-wide development strategy towards building national solidarity began in 2002 and is key to UN-Habitat's implementation approach to improving governance and living conditions in Afghanistan.[3] Between 2002 and up to present the People's Approach has been used in most of the programmes and projects implemented by UN-Habitat in the country, most notably in the National Solidarity Programme, in which UN-Habitat has been a facilitating partner since 2003. UN-Habitat has worked with government and community partners to create institutions at the local level that are representative, consultative, performance-oriented and accountable to their constituents.

At the core of the People's Process is the community engagement based on 15 steps to raise awareness and promote active participation of community members in decision-making and implementation of community-scale projects. A key step in the process is to establish Community Development Councils (CDC) through consultation with members of the community and elections, which then becomes the entity for developing an action plan and implementing community projects (Annex 2: 15 Steps of working with communities).

The Community-Based Municipal Support Programme (CBMSP) and the focus of this evaluation—was designed building directly on the People's Process of the National Solidarity Programmes and Peacebuilding in Afghanistan through Consolidation of Community Solidarity (PACCS) projects 1 and 2, and funded by the Government of Japan/ Japan International Cooperation Agency (JICA). The CBMSP was a 24 month project, beginning in April 2013 and ending March 2015, with a budget of USD23,009,409. The goal of the CBMSP was to create "self-sustained municipalities capable of effective, efficient and accountable delivery of public services" through a three-pronged approach of policy support at national level, organizational development and capacity building of municipalities, and service delivery by communities and municipalities.

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[3] The People's Process started in 1995 with Community Forums ('*Rebuilding Community in Urban Afghanistan (Peace Initiative Project)*' (joint programme with five other UN agencies), multi donor fund; this laid the foundation for the National Solidarity Programme (NSP) in 2002 onwards. UN-Habitat contributed to the design of the NSP, which is now the flagship programme of the Government of Afghanistan and implemented in all 34 Provinces of the country.

Municipal capacity development: Property registration map of Jalalabad city marked with those houses which have paid safayi taxes; a new tool for Nahia *Offices to monitor invoice distribution and safayi collection by property.*

The primary target beneficiaries of the programme were citizens of municipalities in Herat, Jalalabad, Kabul, Kandahar and Mazar-e-Sharif. Community Development Councils (CDCs) and Gozar Assemblies (GAs)[4] were to be established to support 33,750 households (219,000 people) and infrastructure projects were to benefits all citizens about 500,000 people especially those making use or having business in the improved areas. Around 100,000 people in each city would enjoy the improved urban environment with better municipal infrastructure and services. The municipalities would benefit directly from assistance of about USD480,000 allocated for each municipality to improve its performance and service delivery capacities through municipal block grant projects. Independent Directorate of Local Governance (IDLG) and the Ministry of Urban Development Affairs (MUDA) would benefit through the experiences and feedback from municipalities, targeted trainings and workshops, and technical assistance staff (three and one full time staff respectively, located in IDLG and MUDA).

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[4] For an overview of CDCs and GAs see UN-Habitat (2014) Urban Solidarity. Discussion Paper #2, December 2014. http://unhabitat.org/urban-solidarity-community-led-neighbourhood-upgrading-by-people-for-people/

CBMSP in Cities of Afghanistan

The present evaluation report of CBMSP is outlined by a description of purpose, approach and methods and limitations of the self-evaluation. It is followed by key findings assessing and rating the programme's performance in terms of relevance, programme design, efficiency, effectiveness, integration of gender, youth, human rights and environmental aspects, sustainability and impact outlook. Separate sections describe opportunities and challenges and lessons learned. The conclusion is at the end of the report.

1.1   Purpose of the evaluation

The purpose of the evaluation is to assess the CBMSP performance in terms of relevance, project design, efficiency and effectiveness, integration of cross-cutting issues, sustainability and impact outlook.

In accordance with UN-Habitat's evaluation policy and requirements for implementation of the evaluation policy, all closing programmes and projects should have a self-evaluation to systematically assess results and performance. The CBMSP officially ended 31 March 2015 with all activities and outputs delivered. The intended users of the report are the management of the Afghan country office, CBMSP team, Afghan government partners, UN-Habitat's Regional Office for Asia and the Pacific, senior management at UN-Habitat Headquarters, project managers in post-conflict countries, donors, and other stakeholders.

The evaluation of the CBMSP also serves to enhance capacity of the Afghan country office to conduct future evaluations and external evaluations of its programmes and projects, identify opportunities, challenges and lessons learned for implementation of similar programmes and projects.

1.2   Self-evaluation approach and methods

Self-evaluation in UN-Habitat is an internal evaluation process, which directly engages the programme management team and other staff involved in the implementation of the programme. Data collection for the self-evaluation was based on a template (Annex 1: CBMSP Self-evaluation template summary).

The self-evaluation focuses on key elements related to standard evaluation criteria of relevance, programme design, efficiency, effectiveness, sustainability and impact that are rated on a scale from 1 to 5 (with 1 being the lowest of 'unsatisfactory' and 5 being the highest of 'highly satisfactory') in terms of the extent to which they have been achieved as indicated below **(Table 3.1)**.

Table 3.1: Rating of performance

Rating of performance	Characteristics
Highly satisfactory (5)	The programme/project had several significant positive factors with no defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.
Satisfactory (4)	The programme/project had positive factors with minor defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.
Partially satisfactory (3)	The programme/project had moderate to notable defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.
Unsatisfactory (2)	The programme/project had negative factors with major defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.
Highly unsatisfactory (1)	The programme/project had negative factors with severe defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.

Source: UN-Habitat Evaluation Unit 2015

A brief analysis of the achievement of excepted accomplishments is included in the review of effectiveness to assess if they have been achieved.

For the self-evaluation of the CBMSP, a consultant was tasked by UN-Habitat's Afghan country office to help prepare the template, undertake field visits to communities in cities of Kabul and Mazar-e-Sharif to gauge perceptions of direct beneficiaries, and conduct interviews with the CBMSP programme team. In total, interviews were held with 16 beneficiaries and 15 project related staff, including members of the CBMSP team, the Senior Human Settlements Officer at UN-Habitat's Regional Office for Asia and the Pacific (ROAP) and from donor side, the portfolio manager at the Embassy of Japan in Kabul. Preliminary findings and lessons emanating from the evaluation of the CBMSP were presented and discussed during a UN-Habitat Afghan Office Management meeting held on 19 March 2015. The Evaluation Unit at UN-Habitat's Headquarters provided support during the evaluation process and reviewed the quality of the evaluation template and report.

Documents reviewed for the evaluation include CBMSP project document, relevant Government of Afghanistan strategic plans and programmes, Habitat Country Programme Document for Afghanistan (2015-2019), monitoring reports (Japan), Steering Committee minutes of meetings, records from the

Project Accrual and Accountability System (PAAS)[5], other programme progress reports, and UN-Habitat Afghanistan Discussion Papers[6].

1.3   Limitations of the self-evaluation

Self-evaluation is an internal evaluation process lead by the Afghan country office and CBMSP team, who prepared the evaluation template with findings. An external evaluation conducted by an independent evaluator or evaluation team would allow for more time to collect data from implementing partners and beneficiaries and provide a more detailed assessment of achievements as well as identify recommendations for UN-Habitat's management follow-up. It would also facilitate more thorough verification and cross-checking by an independent evaluator and use of triangulation as a method to assess evidence and attribution of results achieved based on theory of change.

The present report was prepared based on the findings of the template. The format of the self-evaluation template limits the scope and depth of the analysis. While interviews and field visits were undertaken to meet some beneficiaries—security concerns permitting—interviews were conducted with beneficiaries in Kabul and Mazar-e-Sharif. Municipality representatives, apart from one person from IDLG, were not interviewed and a planned interview with the deputy mayor of Kabul did not happen due to a conflict of schedules.

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[5] The Project Accrual and Accountability System (PAAS) is the web-based project management, reporting and monitoring platform of UN-Habitat.

[6] This series of discussion papers on urban development were developed as part of the State of Afghan Cities 2014-15 Programme funded by the Government of Australia and implemented in conjunction with the Government of Afghanistan. The papers discuss Afghanistan's urban future; urban solidarity; managing land, mobilizing revenue; guiding urban growth; housing [building a home for all Afghans]; urban environment and services [Afghan cities for life]; and municipal governance. Available on http://unhabitat.org/afghanistan/

2.0   Key Findings

The following provides an assessment of the programme and how its performance rates again key criteria of relevance, appropriateness of programme design, efficiency, effectiveness, integration of gender, youth, human rights and environmental aspects, sustainability and impact outlook. An overview of ratings is available in Annex 1: CBMSP Self-evaluation template summary.

2.1   Relevance

CBMSP is highly relevant to the current situation in Afghanistan and needs and priorities of key stakeholders and beneficiaries in the country—from community members to the highest levels of government. It responds to national priorities and builds on the lessons learned, programmes and feedback from UN-Habitat's implementation in country. The programme responds to UN-Habitat's Medium Term Strategic and Institutional Plan (MTSIP) mainly focus area 2 on inclusive urban planning, management and governance at national and local levels and focus area 4 on delivery of sound basic urban infrastructure and services, and to lesser extent focus area 3 on improved access to land and housing.

CBMSP responds to the challenges facing Afghanistan's cities, in particular access to basic services, rapid growth, and weak municipal governance.

In addition, the programme reflects the priorities of UN-Habitat on strengthening governance, local institutions, communities, infrastructure and housing. The CBMSP builds upon the experiences of the Kabul Solidarity Programme (KSP), Urban Solidarity Programme (USP) and other urban development projects but shifts focus from direct delivery of basic services and development of infrastructure facilities and community projects to supporting local governments to deliver these essential services. This shift from "stabilisation" to "governance" is in line with the desire of the Afghan Government as well as donors and UN-Habitat to gradually hand over responsibilities of service delivery to the municipal government.

The programme is closely aligned with the Afghanistan National Development Strategy (ANDS) (2008-2013). It contributes to some extent to all three areas: (1) Security: achieve nationwide stabilization,

strengthen law enforcement, and improve personal security for every Afghan; (2) Governance, Rule of Law and Human Rights: Strengthen human rights, the rule of law, delivery of public services and government accountability; but mainly (3) Economic and Social Development: Reduce poverty and ensure sustainable development. Specifically, the ANDS strategic objective for urban development "…is to greatly improve the management of urban areas through a devolution of authorities and responsibilities to municipalities in a way that improves urban infrastructure and services, reduces urban poverty and allows urban residents to live safe, healthy and productive lives and cities to grow and prosper".[7] The ANDS is consistent with the Tokyo Framework with highlighted good governance as essential for strong and sustainable economic development and improved livelihoods of the Afghan people.[8]

The programme aligns with the National Priority Programme for Local Governance (NPPLG), third component on municipal administration to strengthen governance in the local municipalities focusing on infrastructure and capacity development, training and implementation of public administrative reforms and on the cycle of municipal service delivery, including revenue collection, budgeting and financial management and implementation of municipal services in sub-component 18 on community-based development and governance in municipalities.

It is also complimentary to the United Nations Development Assistance Framework (UNDAF)[9] and the Afghanistan Subnational Governance Programme, phase II, implemented by UNDP, which aims to strengthen the democratic state and government institutions' capacity to govern, and ensuring quality public service delivery at the subnational level through advocacy, policy advice and capacity development of the Independent Directorate of Local Governance (IDLG).

With rapid urbanization occurring in the major Afghan cities, infrastructure, delivery of basic services and governance structures are largely inadequate to service the population. This programme has worked to address these issues to benefit residents in cities of Hirat, Jalalabad, Kabul, Kandahar and Mazar-e-Sharif. At the start of the programme with the development of the Community Development Councils (CDC), members were trained in the development of Community Action Plans. Through this process, they identified problems in their community and prioritized them in order to select which projects would be implemented with the CDC block Grants from the CBMSP. As a result, the block grants (which are a majority of the programme) are targeted directly at the community's needs and problems.

Rating of **relevance** of the programme: 'Highly satisfactory' (5)

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[7] Afghanistan National Development Strategy (ANDS) 1387-1391 (2008-2013), p. 10.
[8] Tokyo Mutual Accountability Framework (Tokyo Framework), July 2012. The framework reaffirms the partnership of the Afghan Government and the International Community on mutually decided commitments to help Afghanistan achieve its development and governance goals.
[9] UNDAF outcomes 2 and 3 on enhancing government capacity to deliver services to the poor and vulnerable and integrating democratic governance.

2.2   Appropriateness of the programme design

The programme was designed as an ambitious undertaking for two years with a wide scope and working at multiple scales—community, municipal, and national.

The logical framework had three expected accomplishments:

•   Outcome 1: Improved policies—A shared vision among all key stakeholders at national, local and community level to strengthen the role of municipalities to support local development.

•   Outcome 2: Increased organizational and human resource capacity at the municipal and community level for improved municipal governance and gender-responsive service delivery

•   Outcome 3: Municipalities are responsive to the priorities of the communities and providing sustainable public services.

The activities clearly build on past experience and lessons learned and the outputs and outcomes were oriented towards national and UN-Habitat priorities. However, the linkages between the activities and how they build to reach the outputs and consequently outcomes is tenuous. The programme would have benefited from a more clearly formulated logical framework and indicators to better demonstrate progress and impact.

A major part of the programme were activities implemented in the communities (75 per cent of programme budget)—these have included construction of streets and parks, literacy classes, computer classes, etc., and these seem to have been well received by the community. The logframe, however, was in some cases unclear about some of the main activities corresponded with outputs. In the logframe, there are outputs and activities related to Community Action Plans and block grants spread through all three outcomes but sometimes conflicting correspondence between stated activities and outputs. For example, community activities under Output 3.2 which is "Communities are empowered and capable of developing and implementing action plans" while the activity for developing Community Action Plans is under Output 1.3 which is "The People's Process has been institutionalized" and under Output 2.1 which is "Inclusive (women, youth, vulnerable groups) Communities are organized and trained in developing, prioritizing action plans and present plans to the Municipality Advisory Board".

It may have been clearer to have one outcome for each level in which the programme was working i.e. (1) national, (2) municipality, and (3) community. Also based on the actual results of the programme, it would have been clearer to have one outcome dedicated to those results at the community level. Table 5.1 shows that Outcome 3 is close to this but the agent of change is still identified as the municipality, not as much as the communities. Table 5.1 shows alignment of outcomes and outputs in the logical framework.

Table 5.1: Logical framework

Outcome	Outputs
Outcome 1: Improved Policies: **a shared vision among all key stakeholders at National, Local and Community level** to strengthen the role of Municipalities to support local development	Output 1.1 Policies and Laws on local development, decentralisation and roles and responsibilities are clarified among of **IDLG, MUDA and Municipalities**
	Output 1.2 **Municipalities** are equipped and trained in applying principles of good governance
	Output 1.3 The People's Process has been institutionalized
Outcome 2: Increased Organisational and Human Resource Capacity at the **Municipal and Community Level** for Improved Municipal Governance and Gender-Responsive Service Delivery	Output 2.1 Inclusive (women, youth, vulnerable groups) **Communities** are organised and trained in developing, prioritizing action plans and present plans to the MAB
	Output 2.2 **Municipal Departments** have the capacity to develop infrastructure plans and technical specifications for sub-projects, and capacity of reporting and monitoring and evaluation
	Output 2.3 Improvement of **Municipal** Revenue-management System (*safayi* tax)
	Output 2.4 Municipality has the capacity to manage and spend local, national and donor funding
Outcome 3 **Municipalities** are responsive to the priorities of the communities and providing sustainable public services	Output 3.1 **Municipalities** are delivering public services
	Output 3.2 **Communities** are empowered and capable of developing and implementing action plans.

Source: CBMSP project document

Indicators for outputs are for the most part SMART and achievable within the time frame, however, at the outcome level the indicators were not well defined and the target for outcome 1 was extremely ambitious for the timeframe. Also, the activities building up to it seem insufficient to achieve the target. The indicators used were quantitative and linked to output delivery. Examples include Output 1.3 institutionalizing the People's Process, Indicator: Number of community and gozar action plans to be developed and presented to the municipality advisory board (MAB), and to be approved by respective Mayors both at the community and gozar levels; Baseline: None of CDCs and GAs actions plans existing as targets are new in new districts in the cities; Target: All 135 CDCs and 27 GAs to be able to prepare, develop and present their action plans to Municipal Advisory Board, and to make them approved by respective Mayors. Indicators related to the "level of capacity" were vague and added positive change in capacity of citizens or municipal staff could have been measured with use of qualitative indicators and survey based data.

Left: Municipal Advisory Board Meeting in Jalalabad; Right: Official CB-MSP ceremony attended by Jalalabad Mayor, H.E. Lal Agha Kakr

The project document did not include a meaningful *stakeholder analysis* which appears to have limited the refinement of activities to meet capacity development needs of programme partners and ignored the informal and formal socio-political relationships that shape opportunities for improving urban governance in Afghanistan.

The risks and assumptions made were largely valid, however, some key risks and assumptions were not clearly explained or may have been missed, such as delays in laws being approved. There was more emphasis on assumptions than risks and the risk analysis was less than complete. While Outcome 3 recognizes the security situation in "Willingness to implement and acceptable security situation"; security was not recognized as a risk for Outcome 1 and 2, even though security could be a major impediment to organizing meetings and holding municipal elections. In Outcome 1, the target is Municipal Law approved and Municipal Elections take place, however, the Key Assumptions and Risks were identified as Municipal Law to be approved; Municipal Elections to take place in 2015. It is difficult to see how the assumptions and risks could be the same as the outcome and not mention key risks such as delays as a result of national elections and changes in administration, risks related to insecurity and conflict.

The programme design did not include an explicit *exit strategy/plan for sustainability*, although this was implicitly designed into the programme activities, for example, registration of CDCs with Municipalities, community training on street maintenance, etc.

These shortcomings in the design of programme and the logical framework suggest that the analysis of the logical framework somehow were not fully used to guide the programme design process but rather used as a format to describe a pre-existing design and 'filling in boxes'.

Rating of the **appropriateness of the programme design**: 'Partially satisfactory' (3)

2.3 Efficiency

The achievements of the CBMSP are very reasonable given the allocated resources. A plethora of activities were undertaken in the five cities of Herat, Jalalabad, Kabul, Kandahar and Mazar-e-Sharif. Achievements are notable especially in terms of scope and number of trainings held, infrastructure projects undertaken, and establishment of CDCs and registration of properties for collection of *safayi* tax **(Box 5.1)**. The more than USD6 million, which were raised by communities as co-funding for implementation of community activities is a major achievement. Poor areas would raise up to 25 per cent of cost, whilst more affluent areas would raise about 35 per cent. In Herat, 54 per cent was raised for a community project. Co-funding also contributed to the efficient use of programme funds since they were complimented by community resources and buy-in.

Box 5.1: UN-Habitat's strengthening of a municipal revenue system in Afghanistan through _safayi_ tax

Millions of households in Afghanistan's cities are faced with low levels of tenure security, living with fear of eviction and with minimal levels of access to basic infrastructure such as water, sewerage, and electricity. To address the situation, an incremental settlement regularization approach can be used to gradually increase tenure security and levels of infrastructures and services provision. Property registration is also a key component of regularizing informal settlements. A _de facto_ tenure security (e.g. _safayi_ certificate) – not the same as _de-jure_ tenure security – can promote investment, tenure security and increase municipal revenues. Municipalities are the only sub-national governance entity in Afghanistan that are permitted to collect and spend local revenues. Through its focus on both citizens (rights holders) and municipalities (duty bearers), property registration is a practical intervention to advance governance goals and stimulating local economic development in cities.

There are four main steps in the property registration and taxation cycle: 1) Surveying and registration through site survey of each property; 2) Invoicing by district (Nahia) offices based on property database and value ; 3) Tax collection by which residents deposit their safayi tax in the municipal account; and 4) Spending and use of _safayi_ taxes by municipalities.

UN-Habitat has worked with municipalities in Afghanistan to create property databases to support urban planning and management and lay the foundation for municipal elections. Over 85,000 properties, of which 33,108 properties were registered through the CBMSP, have been registered so far with support from UN-Habitat at an average cost of 8USD per property.

The _safayi_ tax system is not without challenges. Some of these are low tax collection rates because citizens do not see the benefit of how their tax will be spent in the future; different systems by districts in the same city; resistance from municipalities; insufficient guidance and enforcement from central level.

Source: Managing Land, Mobilizing Revenue, Discussion Paper #3, January 2015, UN-Habitat Afghanistan

The contractual framework between the donor and UN-Habitat was well constructed and funds were released on time. Resources were used according to the broad categories of UN financial reporting such as staff/personnel, sub-contracts and equipment. The implementation rate by the closure of the programme is 100% (Annex 3: CBMSP Programme budget).

Table 5.2: CBMSP budget by outcome

Outcome	Total allocated/USD	Percentage of total to outcome	Percentage of outcome to block grants (concrete)
Outcome 1: Improved Policies: a shared vision among all key stakeholders at National, Local and Community level to strengthen the role of Municipalities to support local development	1,317,115	6%	0%
Outcome 2: Increased Organisational and Human Resource Capacity at the Municipal and Community Level for Improved Municipal Governance and Gender-Responsive Service Delivery	4,887,652	21%	49%
Outcome 3 Municipalities are responsive to the priorities of the communities and providing sustainable public services	16,804,643	73%	83%
Total	**23,009,409**	**100%**	-

Note: Standard budget categories and budgeting for UN-Habitat projects does not show how the budget was spent in line with the activities and outputs. Approximation was used to show use of funds against outcomes. Source: UN-Habitat Kabul programme reporting, April 2015
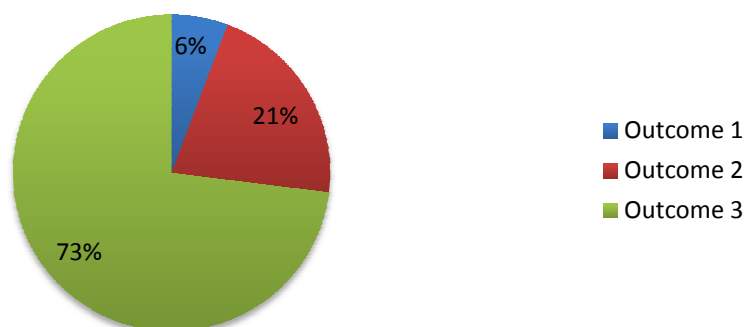
CBMSP Budget by Outcome

Table 5.2 shows that 73 per cent of programme funds were used towards Outcome 3. Outcome 3 and the work with communities were by far the greatest achievements of the programme and had the most financial resources and staff dedicated to its delivery.

For Outcome 1, the programme component at national level was partially achieved, however, the community-related outputs were well achieved, but it is important to note that this output was not well reflected at the outcome level. Therefore, the achievements for Outcome 1 were minimal and this is in line with the lack of time, financial resources and expertise, which was devoted to the achievement of this outcome.

Outcome 2 exceeded targets for property registration even though *safayi* tax collection by the municipality was somewhat less successful. This outcome had staff dedicated to the delivery but worked on a minimal budget. Table 5.3 shows that in 2014 *safayi* tax generated USD387,821USD collected from 7,876 properties in districts of four cities.[10] While invoices were issued, it was more difficult to collect tax from the properties registered. In Mazar-e-Sharif 100 per cent of invoices were paid whereas in Kandahar 33 per cent of invoices were paid.

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[10] Safayi tax was not implemented in Kabul.

Table 5.3: Properties registered and *safayi* fees collected, 2013-2014

City	District	Properties surveyed	2013			2014		
			Invoice issued	Properties paid	Tax generated	Invoice issued	Properties paid	Tax generated AFN/(USD)
Herat	7	4,379	0	0	0	700	530	2,110,756AFN (36,516USD)
	9	1,525	0	0	0	0*	0*	0*
	Total	**5,904**	**0**	**0**	**0**	**700**	**530**	**2,110,756AFN (36,516USD)**
Jalalabad	2	3,030	0	0	0	2,580	1,537	5,238,600AFN (90,628USD)
	5	3,670	0	0	0	3,655	972	1,955,438AFN (33,829USD)
	Total	**6,700**	**0**	**0**	**0**	**6,235**	**2,509**	**7,194,038AFN (124,457USD)**
Kandahar	9	6,051	500	400	194,118AFN 3,358USD	4,542	2,202	3,000,393AFN (51,907USD)
	Others	7,541	0	0	0	4,693	858	1,102,966AFN (19,081USD)
	Total	**13,592**	**500**	**400**	**194,118**	**9,235**	**3,060**	**4,103,359AFN (70,988USD)**
Mazar	2	4,127	0	0	0	818	818	5,757,647AFN (99,607USD)
	5	2,373	0	0	0	959	959	3,251,617AFN (56,253USD)
	Total	**6,500**	**0**	**0**	**0**	**1,777**	**1,777**	**9,009,264AFN (155,860USD)**
	Total	**32,696**	**500**	**400**	**194,118AFN 3,358USD**	**17,947**	**7,876**	**22,417,417AFN 387,821USD**

Note: Exchange rate as of 31 March 2015, 100 AFN=1,73USD. The number of properties surveyed is slightly higher than the number of properties that can potentially be invoiced. *) Herat district 9 in 2014 collected AFN7 million but not based on CBMSP surveyed data. For example, in the city of Herat's district 7, 4,379 properties were surveyed of which 4,121 properties in 2014 could potentially be invoiced. Data for January-March 2015 were not available at the time of the self-evaluation.

Source: UN-Habitat Kabul project reporting, March 2015

Property Taxation
District 2, Mazar-e-Sharif

Legend:
District Boundaries
CDC Boundaries
Tax Provided
Pending

N

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D 8

D 9

D 3

D 1

D 2

D 4

D 5

In general, through the use of multiple installments and setting up systems for financial management at the community level, the resources were disbursed quickly, especially given the relatively short time frame remaining after community action plans had been developed and approved.[11] While some aspects had to be rushed towards the end of programme, as some of the municipal infrastructure projects had less than 65 per cent completed at the end of December 2015, all projects were completed by April 2015.

A number of international staff in the UN-Habitat Afghanistan office was involved in the implementation of programme. National staff trained and assisted staff of the municipal institutions to implement the CBMSP. The programme had three national fulltime and one national fulltime staff embedded in IDLG and MUDA respectively, which were supervised by the CBMSP project team. At municipality level, social mobilizers would interact with community members often on a daily basis and engineers also interacting on a regular basis.

The contracts between UN-Habitat and the communities worked well and the process of payment of installments was well understood by the communities. The clear rules and regulations for payment of 1st, 2nd, and 3rd installments of the community block grants provided a methodology for oversight and monitoring of the progress of those aspects of the projects **(Box 5.2)**.

Box 5.2: In an interview with representatives from a CDC in District 6 of Kabul, members stated clearly how pleased they were with the timely disbursal of funds and the system by which they had their own bank account which was accessed through the signatories which included CDC members. This enabled timely disbursement such that they finished the project in less than a year and that they also appreciated that UN-Habitat trusted them and they felt proud of this responsibility. CDC members also highlighted how they presented the funds publicly at social audit meetings to demonstrate that the funds were used appropriately.

Source: Interview with community members in Kabul, District 6.

Protocols—documents detailing terms of cooperation—were signed between UN-Habitat and the Independent Directorate of Local Governance (IDLG) (as the main national level counterpart) as well as UN-Habitat and the municipalities. Agreements of Cooperation were also signed between UN-Habitat and the municipalities for the implementation of municipal block grants.

The project was monitored at several levels. Implementation was monitored internally through the Senior Staff Team of UN-Habitat Afghan office and the Regional Office for Asia and the Pacific. The international staff of Urban Advisors had regular meetings with the national project staff and mission reports from trips undertaken to provinces provided in-depth updates of work progress. Google Earth

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[11] Programme funds were made available in April 2013. The first six months of the programme were focused on establishing CDCs and developing community action plans. The following six months were used to consolidate CDCs over the period of Ramadan and winter. By spring 2014, activities including construction work such as roads and drainages could start in earnest. Unspent funds of 2013 were reallocated in the 2014 budget to a total of USD20, 591,471 for 2014.

imagery and before-and-after photos were also used and appreciated by the representative from the Embassy of Japan, as it allowed real-time monitoring without security restrictions.[12]
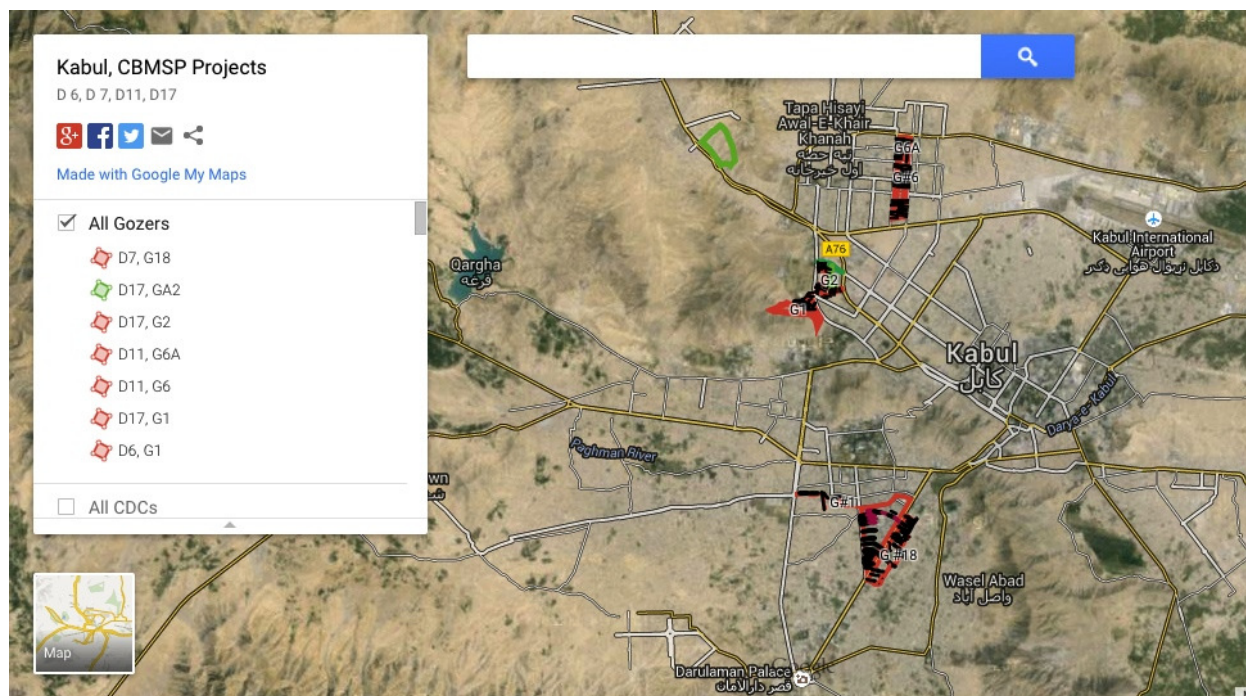
Screenshot of the Google Earth Imagery for the CBMSP projects in Kabul

Work plans were developed with IDLG to cover what trainings were held. Training and construction activities of the project were supervised very closely and adequately. Monitoring of the project would have been improved by a comprehensive monitoring plan with milestones and work plans for the key outputs and related outcomes, clearing denoting responsible staff and available budget. A lot of the monitoring and evaluation of the project was focused on supervision of the construction projects and less focus on monitoring of project outcomes.

A Steering Committee composed of representatives from the Embassy of Japan, UN-Habitat country representative and UN-Habitat national project staff (observer), IDLG, Ministry of Urban Development Affairs (MUDA), Kabul Municipality was established at the start of the project and tasked with providing management recommendations, approval of municipal infrastructure grants and capacity building budget, review/endorsement of project documents, inception report, annual work plans and progress reports. The Steering Committee met seven times during the project. In addition, quarterly reports were submitted to the donor, through the Embassy of Japan to the Government of Japan, with updates on key achievements of outputs and use of resources.

Rating of **efficiency:** 'Satisfactory' (4)

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[12] Community-Based Municipal Support Programme sub-project monitoring:
Kabul City: https://mapsengine.google.com/map/edit?mid=zJ74xe8ugu5w.kqa1KjDxLS34
Mazar City: https://mapsengine.google.com/map/edit?mid=zJ74xe8ugu5w.kW8NyzbwGLSo
Herat City: https://mapsengine.google.com/map/edit?mid=zJ74xe8ugu5w.kX_Dl8nbOXQ0
Jalalabad City: https://mapsengine.google.com/map/edit?mid=zJ74xe8ugu5w.kpBecJlUm00k

2.4   Effectiveness

The project has been largely successful in achieving its expected accomplishments with outcome 1: partially attained, outcome 2: attained; and outcome 3: attained. The project was very successful with achieving capacity building and undertaking trainings, the registration of properties for the *safayi* tax, the establishment of CDCs and the undertaking of infrastructure projects. The project has fallen short on some of the outcome targets under outcome 1—related to municipal elections and municipal law – but those may have been too ambitious for the project to achieve in the first place.

It has greatly contributed to the achievement of the Outcome 3 making municipalities are responsive to the priorities of the communities and it was expressed by stakeholders interviewed that there was a positive increase responsiveness of municipalities as well as the confidence of citizens to engage with municipal authorities. In addition, it has contributed to building a sense of community and encouraging volunteerism. Perhaps the best evidence that the project achieved its planned outcomes is the desire, expressed by communities, for it to continue and expand to new communities **(Box 5.3)**.

The project worked and achieved results at three levels—national, municipal and community. Through discussions with stakeholders and beneficiaries, achievements at all levels were highlighted.

At the national level, support to government ministries was highlighted including technical support such as municipal boundary demarcation and support to financial departments on fund management. Trainings and workshops were also notable achievements, especially ones focused on urban planning and management.

At the municipal or provincial level, the registration of properties and the improved organization of structures for participation—the CDCs, Gozar Assemblies and support to the Municipal Advisory Boards.

At the community level, an increased sense of community and responsibility for the appearance of the neighbourhood were cited as key achievements. Increased cleanliness of the neighbourhood was also continually cited by interviewees.

Box 5.3: Key Results Achieved

160 Community Development Councils were developed and officials were elected through a democratic process [Target: 135 CDCs planned].

24 Gozar Assemblies were established at the district level [Target: 27 Gozar Assemblies planned].

33,108 properties surveyed and registered exceeding the target of 25,000. The registration of properties supports the collection of *safayi* tax which has increased to 21 per cent of surveyed properties.

Five municipal infrastructure projects complete. Maps showing the infrastructure projects and progress are available online.

229 community activities (Community action plan sub-projects)

41,300 households and an estimated 353,269 people have benefited from activities implemented through the CDCs [Target: 33,750 households/ 219,000 people].

570 municipality staff trained from five municipalities [Target: 5 municipalities with 150 trained staff]

Note: In […] targets as indicated in the logframe of the programme. *) Target was not included in the logframe.

Note: Community profiles were created to document all of the households in the neighborhoods and provide an accurate count of number of households in each area and who benefited from the infrastructure projects. The profiles indicate gender of households, number of adults and children, education (literate/illiterate), municipality tax payer, type of housing, water supply source, number of latrines, electricity supply source.

Community members, male and female, in cities of Kabul, Hirat, Mazar, Jalalabad and Kandahar, where there have been construction projects and block grants for community activities were the primary beneficiaries. They have benefitted from improved infrastructure such as roads, drainage canals, bridges, and parks. They also benefited from the organization and improvement of mechanisms for community participation such as the Community Development Councils (CDCs), who were elected through a democratic process. Members of the CDCs were also beneficiaries as they received much training, including exchange visits. The municipality has benefited from the registration of properties and the support in collecting the *safayi* tax. At national level, national counterparts benefited from some training, and having embedded staff with additional capacities in the municipality offices and IDLG and GDMA.

The majority of training sessions was conducted in 2014 and had a total of 6,480 participants with 78 per cent male and 22 per cent female participants. Table 5.4 gives an overview of the training conducted.

Table 5.4: CBMSP training and workshops conducted

	Herat		Jalalabad		Kabul		Kandahar		Mazar-e-Sharif		Total		Grand Total
	M	F	M	F	M	F	M	F	M	F	M	F	
Community Action Plan training	294	194	126	0	240	93	293	85	336	48	1289	420	1790
Procurement training	169	56	85	0	194	11	239	0	180	30	867	97	964
Accounting training	169	56	85	0	194	11	239	0	180	30	867	97	964
Environmental awareness	-	-	-	-	10	40	-	-	0	278	10	318	328
The 'People's Process'	30	11	35	1	-	-	37	0	25	16	127	28	155
Gender mainstreaming and good governance training	38	21	-	-	-	-	50	0	25	16	113	37	150
Training in MAB TOR and conducting effective meetings	30	11	34	0	-	-	50	0	25	16	139	27	166
Results based management training	30	11	34	0	27	20	50	0	25	16	166	47	213
Road construction management training	58	3	32	0	28	0	49	0	66	1	233	4	237
Social audit and principle of good governance training	169	56	72	2	65	15	117	0	150	150	573	293	866
Project maintenance training	25	0	planned	planned	50	15	planned	planned	planned	planned	75	15	90
Exchange visit of Herat, Mazar and Kabul	13	5	11	1	74	10	18	0	14	4	130	20	150
Urban planning training	10	1	10	0	33	6	11	0	11	1	75	8	83
CBMSP lessons learned workshop	10	1	10	0	33	6	11	0	11	1	75	8	83
Property registration training	64	6	20	0	-	-	55	0	38	0	177	6	183
Database IFMS training	5	0	5	0	-	-	5	0	5	0	20	0	20
Online monitoring	3	1	-	-	20	7	6	0	5	1	44	9	53
Project orientation	-	-	-	-	-	-	9	1	18	12	27	13	40
Total	**1117**	**433**	**559**	**74**	**968**	**234**	**1239**	**86**	**1114**	**620**	**5023 (78%)**	**1457 (22%)**	**6480 (100%)**

Note: 'M' is male participant and 'F' is female participant.

The community members interviewed said the pride in the new road work had made the community very committed to maintaining its nice, clean appearance. One respondent summarized it by saying that the main achievement of the project was that it brought 'unity and beauty' to the community. The project promoted the idea of volunteerism and civic responsibility that was previously not very evident in the community. Community members expressed that they had more confidence and were more able to bridge the gap between citizens and the municipal authorities. It was explained that people found it useful to identify with a CDC, Gozar or district when they went to interact with municipalities and request services or discuss problems. The community members found it empowering to identify with a CDC and helped facilitate their interactions with the municipality **(Box 5.4)**.

Box 5.4: The computer class in District 6, started under the woman's CDC.

Girls in the class explained that they could not attend private classes because they were expensive and their parents' worried about their safety. Because this class was run as part of the CDC and out of the municipal building, however, parents allowed their daughters to attend it. When the girls started, they did not have any computer skills but now they are able to create documents on the computer.

Source: Interviews with community members in city, District 6.

An example of an unintended positive effect was that the lighting project in Mazar-e-Sharif improved security and the work of police officers in the area where it was undertaken. Another specific unintended effect seems to be derived from the UN-Habitat locating its CBMSP staff in the municipal offices; this resulted in community members feeling that it was more open and accessible to visit the municipality. In Mazar-e-Sharif, the street paving, lighting and street labeling project, all helped to increase the property value in the area. The CDC members interviewed said the price for 1m² had increased from USD20 to USD100. One negative unintended effect was that the demand by other communities to be included in the programme had created conflict in some of the municipalities.

The delay in municipal elections and delay in the adoption of the municipal law had a negative effect on achieving the Outcome 1 targets. The changes in international project staff also had a negative impact on the project and it meant in terms of international staffing that the project was at times understaffed to meet the targets of Outcome 1. The 2014 presidential election, which lasted for six months due to a 'run-off' and election irregularities which caused a full audit of all votes, was a big challenge as it created an air of uncertainty in Afghan society which impacted activities and engagement of government partners. There was also some lack of will in some of the districts' offices in terms of the *safayi* tax collection. Communities responded well to be part of the programme and with more interested communities than the programme could possibly honor. However, in the case of communities that decided not to continue, another street upgrading project, which did not require any contribution, was implemented in the same neighborhood and it made residents reluctant to pay.

The project has strengthened the partnership with the Embassy of Japan (and to a lesser degree JICA) and there was good level of coordination between the donor and UN-Habitat and regular updates were shared through quarterly reports and meetings of the Steering Committee. However, as the main partner of this project was the national counterparts of the General Directorate for Municipal Affairs of IDLG and MUDA, there was less of a focus on engaging with other development initiatives. Involvement of IDLG proved to be a particularly useful in convincing reluctant municipalities to register properties for *safayi* tax.

The CBMSP international staff engaged with the United Nations Country Team (UNCT) on weekly basis. The donor coordination forum of the Sub-National Governance working group (a donor group coordinated by EU) was not systematically engaged during the implementation of the CBMSP. Another

level of coordination is with GDMA, who are supposed to regularly hold donor coordination meetings, but it has not happened on a regular basis. At the city level through the CBSMP staff embedded in the municipal office, were working with staff of the Afghanistan Subnational Governance Programme (ASGP) implemented by the United Nations Development Programme (UNDP) and the Regional Afghan Municipalities Program for Urban Populations (RAMP-UP) implemented by USAID, which meant that there would be some *ad hoc* coordination on day-to-day issues.[13]

Rating of **effectiveness:** 'Satisfactory' (4)

2.5 Integration of gender, human rights, youth and environmental aspects

The project has been very effective at addressing cross-cutting issues. It had built-in a very strong gender component. It also had a major emphasis on governance and citizens' rights and subsequently the human-rights-based approach (municipalities as duty bearers and communities as rights holders). There was lesser engagement of youth and environmental aspects and not directly targeted in the programme—although there are some supporting examples.

Gender

The project had a major gender component, which was integrated in the logical framework and implemented through three pathways. First, the establishment of mixed gender CDCs, ensured participation by both men and women in the elections, and CDCs would have least one female office holder **(Box 5.5)**. Second, in communities where mixed gender CDCs were not possible, an equal number of male and female CDCs were established. The third pathway was community activities in the action plans developed and chosen by the female CDC members, explicitly for the benefit of women in the community. Women-led activities were implemented in Kabul, Mazar-e-Sharif, Jalalabad and Kandahar. In Herat, however, there were not any female projects, and it was not explicitly mandated in the project design that there had to be block grants specifically for women.

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[13] The objective of USAID's RAMP-UP is to create effective, responsive, democratic, transparent, accountable, and gender sensitive municipal governance in targeted municipalities in Afghanistan. RAMP-UP focuses, among other things, on capacity-Building of Afghan Government Municipal Officials, municipal service delivery; and improved municipal economic development and revenue generation.

Box 5.5: Election procedures for mixed-gender Community Development Councils and Gozar Assemblies

An election committee would be selected among the community members with an equal number of male and female community members. To establish the CDC, one male representative and one female representative were elected by secret ballot among the eligible voters of approximately 15 to 20 households, depending on the number of families in the area. As one CDC has an average of 250 households, about 10 to 15 community representatives (male and female in separate) would make one CDC. An election committee would be selected among the CDC members, with an equal number of male and female community members. An official election for four CDC office-bearers, namely the CDC Chairperson, the CDC Vice-Chairperson, the CDC Secretary, and the CDC Treasurer, would be conducted by secret ballot among the CDC members. If mixed-gender community group was established at least one female would be holding an office-bearer position(s). If the CDC Chairperson was male, then the CDC Vice-Chairperson would be female.

Similar gender principles would be applied for the election of Gozar assemblies. GA members consist of CDC Chairpersons and Vice-Chairpersons from all CDCs belonging to that GA. The GA members consist of approximately 8 to 10 members. Often a cluster of four CDCs would be considered as one Gozar and have 8 members. After the establishment of a GA, an election for selecting four GA office-bearers would be taken place by secret ballot among the GA members. At least one female would hold an office-bearer position. If the GA Chairperson was male, then the GA Vice-Chairperson would be female. The election would only valid if 60 percent of the eligible female and male voters participated.

The planning of the community activities and the creation of the CDCs took into account the specific Afghanistan context and emphasized a space where the women could nurture a sense of community. The women were also empowered and learned skills about how to address problems to the municipalities and work with the municipalities to solve the problems in their neighborhoods. The CDCs provided women with a 'voice' outside the household and confidence to address other issues in the community. For example, in Mazar-e-Sharif, the female CDC successfully approached a local businessman for support to particularly poor citizens in their community, and in a case of a child with heart problems the CDCs was contacted IFRC to get treatment abroad.

Human rights

The project actively promoted the implementation of human rights principles by emphasizing democratic elections for the CDCs and Gozar Assemblies. This process involved training on elections, ensuring at least 60 per cent participation in elections and the establishment of CDCs and Gozar Assemblies to provide people in communities with a platform for participation. Through the establishment of the CDCs, there was also an improvement of responsiveness from the municipalities. Although the project design does not explicitly address human rights, it is clear that the project had a strong focus on promoting human-rights, including the promotion of the rights of right-bearers and their ability to request services from duty-holders and openly express their opinions as part of a democratic and participatory process. Currently, mayors in Afghanistan are appointed by IDLG (apart from Kabul Municipality which is selected by the President), and integration of a local democratic process is therefore critical for upholding citizens' rights. Through the project, beneficiaries also learned about the importance of accountability and transparency when dealing with funds.

The project used a pro-poor approach whereby many of the districts and communities in which the project was engaged were homes of poor communities. The project enabled residents in informal settlements with a *de facto* tenure security through the property registration for collection of *safayi* tax, upgraded their quality of life and created mechanisms for their participation in democratic elections and participatory processes—empowering them to solve problems within their own communities.

Youth

Although youth was mentioned as one of the beneficiaries, the project did not have a specific youth focus or targets, the project did benefit youth in some ways through training—such as the women's computer class in District 6. The majority of the students in this class was young women—still enrolled in school or recently graduated. Another example, cited in an interview was that the youth benefited from the sense of community and they learned the benefit of community organization and children were allowed to play outside more because of this sense of community. Given that over 60 per cent of the Afghan population is under the age of 25 year, much more could have been done to systematically address youth in a programme such as CBMSP.

Environmental aspects

The project had a few elements related to environment. The first were two environmental awareness classes that were undertaken as part of the women's community activities. The second was the actual infrastructure activities that helped improve the environment such as construction of drainage canals in Hirat, Mazar-e-Sharif and Kabul; public toilets in Mazar-e-Sharif; and rehabilitation of a park in Jalalabad. Some women's activities focused on solid waste collection, for example in Mazar-e-Sharif, which helped to clean the environment and promoted cleanliness. There was also some tree-planting, which took place either as part of an infrastructure activity or at the initiative of some community members after the streets had been improved. Environmental Impact Assessment or Studies, however, were not undertaken for the infrastructure projects implying that changes in the environment were not assessed.

Rating of **integration of cross-cutting issues**: 'Highly satisfactory' (5)

2.6   Sustainability

Many of the activities and outputs from the project will have long-term benefits. The establishment of the CDCs and GAs—including the creation of bank accounts, the registration of properties for the *safayi* tax, and the infrastructure projects can continue to benefit the community and the government after the project has closed. CBMSP used national systems which will help ensure sustainability. For example, the property registration system used IDLG's standard Integrated Financial Management System (IFMS). Likewise, all community contracting and reporting in Kabul used the standard Kabul PIU forms and procedures.

With respect to the CDCs, in Mazar-e-Sharif, there were several expressions of plans to continue community activities, including proposing new projects to other donors and NGOs **(Box 5.6)**. The members also had ideas for projects involving vaccination of children, trying to get people to switch from plastic to cloth bags, and creating small gardens inside the house compounds. They said that some of these activities could be done from self-funding and some with other NGOs.

Box 5.6: Creating sustainable community activities

An example is from the women's computer class in Kabul. While the project was paying the salary of the teacher, they collected a discounted fee from students that then could be used, in addition with the fee from new students to pay for the teacher for another term.

Another example is the female CDC in Mazar-e-Sharif, which started a solid waste collection programme in their CDC is charging each household 20 AFN per week for waste collection making the service self-sustaining and able to continue. Waste is collected by motorbikes providing income to the waste collectors.

5 public toilet blocks were built in Mazar-e-Sharif next to the blue mosque, with toilets for men and toilets for women. A small fee is charged for use.

Source: Interviews with community members in Kabul and Mazar-e-Sharif

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Most elements of the CBMSP will be continued in 2015 through new UN-Habitat programmes and projects funded by the EU and the Government of Japan such as the Municipal Governance Support Programme (MGSP) and the Community-Led Urban Infrastructure Programme (CLUIP). This is in-line with a strong desire expressed from interviewees for a continuation of the programme under a Phase 2. Some of the CDCs are quite strong and cohesive and have plans to continue with new projects. It is also expected that the CDCs will continue to meet and that the *safayi* tax collection will increase following on the property registration and will be crucial in raising funds for the municipalities. There was also a suggestion from a CDC member in Kabul to formalize/legalize the CDCs as this would help with sustainability.

There was a strong sense of ownership over the community-led infrastructure projects as community members provided significant co-financing for the projects. The communities' contribution of their time and financial contribution to fund the activities was a significant demonstration of ownership and commitment. The total community contribution was USD 6.85 million. The percentage of the cost of the project covered by the community was as high as 54 per cent for one project in Herat and on average 25 to 35 per cent of the community activity costs. The community members were also very engaged with the election processes of CDC members and it has encouraged ownership. Community members were involved in choosing the activities which would be implemented by the community, and in some instances, they were in charge of the construction. Although there does not seem to have been formal community monitoring—there are examples of how a community has set up monitoring of the constructed roads to ensure that heavy vehicles do not use the roads and destroy them and if they witnessed a vehicle destroying the roads then they would issue a fine for repairs.

The capacities of citizens, engineers and municipal staff were low at the beginning of the project and a series of extensive trainings were conducted that included a wide array of skills building from developing community action plans to accounting, social auditing and urban planning. The accounting and social audit training, including how to develop community action plans have had most participants and helped teaching skills of negotiation, accountability and transparency. These skills will be beneficial for CDC members in any projects or budgeting activities which they might undertake in the future. The maintenance training also has application beyond the length of the project as communities work to maintain the new infrastructure.

Rating of **Sustainability:** 'Satisfactory' (4)

2.7   Impact outlook

The most obvious long-term effects of the programme are the creation of the CDCs, the registration of properties for the *safayi* tax, and the creation of neighborhood and municipal infrastructure. All of these will be utilized beyond the programme period.

More importantly, there were several positive impacts of the programme demonstrating **behavioral change** in terms of building a sense of community, raising awareness of the importance of volunteerism and civic responsibility, expanding public spaces for women to play a role in local decision making, and coming together as a community to solve problems help improved interaction and build trust with government institutions. Behavioral change can take considerable time achieve, however, it seems that the People's Process, whereby communities are in the 'driving seat', can facilitate behavioral change in a relatively short timeframe.

Box 5.7: Communities as the foundation of Afghan cities

CBMSP, as its name suggests, had communities at the core of the project and this was evident through the bulk of financial expenditures occurring at the community level as well as the results—both planned and unplanned—that were seen at the community level. The impact and engagement in communities were multiple and diverse:

- Community members participated in a hands-on, democratic process that resulted in the election of CDC members who were then responsible for seeing community-led projects through to completion.
- Community members made significant financial contributions to the community-led projects, with over USD6 million contributed across the five cities.
- CDCs demonstrated principles of good financial accounting with transparency and accountability of funds made publicly available.
- Communities engaged in a process to identify issues and solutions through Community Action Plans.
- A sense of community was built and neighbors have made or increased connections and a sense of responsibility for their neighborhood.
- The living conditions and environment of the neighborhood was improved through joint action between the communities, municipalities and the project.
- Women in several communities had the chance to build skills and connections with their neighbors.
- Future plans have been formulated for the continuing improvement of some communities.

Interviewees noted several interesting impacts of the programme; the first was a sense of community was developed. They said that previously people did not know their neighbors; especially women had not had the chance to interact with their neighbors. As a result of the community activities, the women had gotten to know each other and there was a sense of community and support between the neighbors. This had the additional positive impact of improved cleanliness. Citizens are now more aware of responsibilities that the municipalities have toward them as citizens and the services that municipalities should provide as well as the role that collection of tax can play in the ability of the municipality to provide services. The implementation or strengthening of governance institutions from CDCs to Gozar Assemblies to the Municipal Advisory Boards at the Provincial Municipality level have the potential for important long-term effects as these were largely non-existing or non-functioning in the past.

The long-term beneficiaries of the CBMSP are the community members and the municipal authorities. The former will continue to benefit from the improved urban environment of the infrastructure—in the form of roads, sidewalks, drainage canals, public toilet and parks—as well as the informal governance structures put in place through the programme. Interviews indicate that the women's groups seemed particularly to benefit and have plans for longer-term engagement and projects that will continue to benefit the community. The municipalities will continue to benefit from the property registration to improve *safayi* tax collection. The data collected through the community profiles will also continue to be useful in the preparation and implementation of other projects such as the State of Afghan Cities 2014/15 report and the MGSP and CLUIP.

Lack of continued active participation and support of the municipalities both in the maintenance of the infrastructure and progress in formalization and recognition of the CDCs as well as changes in government and continued security and conflict concerns could influence the programme's long-term effects.

Rating of **impact outlook**: 'Satisfactory' (4)

3.0 Opportunities and challenges

Through the CBMSP, public space was developed and improved and used as a tool for the People's process approach to improve citizen-state relations. The creation of, and support to Municipal Advisory Boards with members from CDCs and Gozar Assemblies meant ownership and engagement by learning by doing. The programme exemplifies the strategic progression of UN-Habitat's programmes and projects in Afghanistan to more focus on good governance. The mission of the UN-Habitat Country Programme in Afghanistan is to transform lives through enhancing access to urban land, housing and services, while making systems and institutions responsive to people's views and needs. As the CBMSP has shown, UN-Habitat has a role to play in proving technical support to the Government of Afghanistan in the process of institutionalizing governance institutions, especially at community, municipality and provincial levels, based on the principles of broader participation, transparency, and accountability for local representation.

UN-Habitat sets itself apart from many of the programmes being implemented in Afghanistan by using a 'bottom-up' community level approach as a way to build ownership and sustainability. The entry level below the municipality level—CDCs or Gozar assemblies—are key to UN-Habitat's ability to deliver effectively.

UN-Habitat's urban governance approach of providing technical support reflects well on the priorities of the Government of Afghanistan. In late 2014, the president elect of Afghanistan, Ashraf Ghani and the newly formed Government of National Unity presented a statement of commitment with the international community to self-reliance in "Realizing Self-reliance: Commitments to reforms and renewed partnership", which identifies good governance, among other topics, such as security, corruption, fiscal sustainability, growth and citizens' rights. It foresees improving sub-national

governance and making cities the economic drivers for development by improving living conditions and service delivery in urban centers, for example by advancing revenue improvement plans in afghan cities. The vision of the new government is also to change the role of aid. Aid should increasingly play a facilitating and enabling role to build the systems, agreements and investment environment necessary in order to enhance the predictability and effectiveness of development assistance to Afghanistan.[14]

The programme design of the CBMSP assessed partner risks such as delays in block grant payments to CDCs, low community contribution and willingness and low municipal support as low likelihood, environmental conditions medium risk and political stability as high likelihood of risk. Some risks were not included in the programme design such as delays as result of national elections and changes in administration and did delay some of the activities. The presidential election carried with it considerable instability and heightened risk, for example, increased risk associated with larger gatherings and meetings, which the programme managed to maneuver around. Risks related to insecurity and conflicts were largely outside the control of the programme and could have had severe impact the achievement of expected accomplishments and the timeframe of delivery. In addition, there were risks related to extreme weather and severe winter season, which delayed start of infrastructure projects. The mayors changed in Herat, Jalalabad and Kabul during implementation but this did not affect it.

The short time-frame was a major challenge, exacerbated by severe winter, which meant that some of the infrastructure work had to be postponed until weather conditions improved. In the short-time frame was also a challenge working with community members to institutionalize their participation and organize and implement community action plans. It was critical to the success of the CDCs to identify dedicated CDC members and it was at times a challenge for people—with little previous exposure to citizen participation and elections—to understand the skills and criteria that the CDC members would need and make informed decisions when electing CDC members. The outcome 1 at national level was partly achieved due to both the short time frame and shortage of international staffing with expertise in facilitating national policy processes.

Social audit training workshops were conducted in all the CDCs to ensure transparency and accountability in the use of funds collected by the community and donated through the programme for community activities. The programme signboards erected at the site of community construction activities also lent transparency and accountability as they showed the total budget and with a breakdown of the community contribution. Some municipality authorities were reluctant to support the property registration process and tax collection as it brought to light previous weak or fraudulent systems lacking in transparency.

The engagement of communities through the Peoples' Process was essential to the programme and the use of community co-financing contributed greatly to the success of the programme. The fact that not all districts were covered completely was a challenge as it left some community areas out and the programme was not designed to fertilize learning training of trainers in communities that were not directly included in the programme and receiving block grants. Two CDCs in Kabul dropped out of the

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[14] Islamic Republic of Afghanistan (2014): Realizing Self-Reliance: Commitments to reforms and renewed partnership. London Conference on Afghanistan, December 2014.

programme when another programme (The World Bank) built a road at the same time without requiring community contributions.

The engagement of communities through UN-Habitat's "Peoples' Process" was essential to the programme and the use of community co-financing contributed greatly to the success of the programme. The success led to more communities wanting to be part of the programme even though this was beyond its scope and capacity. With the significant demand from additional communities it was a challenge to ensure that the programme did not unintentionally create conflict in cities between those communities included and those not covered.

4.0   Lessons learned

Lesson 1:

Building community ownership needs incentives, time, and continuous engagement. The CBMSP has demonstrated a successful model for building community ownership. The community would elect members for the CDC and also prepare a community action plan based on priorities. The community would then raise its own contribution for a community activity, which would then be supplemented by a CBMSP contribution. Community change needs long term programmes and projects. The 'People's Process' for community engagement follows a detailed 15 steps to raise awareness and promote active participation of community members in decision-making and implementation of community-scale projects. Usually, it takes about six months to sensitize and organize the community before community activities can begin to be implemented. As part of the process social mobilizers would engage with

community members on regular basis, sometimes daily basis to build common trust. The CDCs also provided a formal entry point for citizens to the municipalities. Some representatives of CDCs were made members of municipality advisory boards to interact directly with the municipalities.

Lesson 2:

Safayi fee builds on property registration and has shown to work well in Afghanistan when integrated with other community activities to demonstrate results at municipality and community level. There are four steps in the property and registration cycle: surveying and registration, invoicing, tax collection and spending. Measures of ensuring transparency and accountability needs to be built into each step to ensure weary citizens of taxation see the benefits of how the tax revenue is spent in their community. In implementing the *safayi* fee system, projects need to build in the last step of spending in the project cycle delivery rather than as the 'impact' beyond the project's life time.

Lesson 3:

A better organized, clearer logical framework with measurable and achievable targets for the timeframe with causal chain from with activities linked specific outputs and specific outcome. It is difficult to monitor results of programmes and projects if the logic is not flowing with outcome formulated towards the change agent, for example, at community level to address communities. Both quantitative and qualitative indicators need also to be used in the logframe, for example, delivery of quality products and services and how these products and services are perceived by recipients/ beneficiaries. The CBMSP created behavioral and institutional changes at community level, but these changes such as changes in community members' and municipality staff' perceptions of improved municipality services, neighborhoods or livelihoods were not systematically collected. Data for outcome indicators need to be collected every six to 12 months as part of regular project monitoring plans with clear milestones to ensure that the project is on track; project staff need very clear quarterly work plans and time frame of deliverables.

Lesson 4:

Monitoring tools used in the implementation of CBMSP included online tools, which can be applied to huge advantage in countries such as Afghanistan given the security conditions that can put restrictions on travel and movement in the country. Through Google Earth satellite imagery, construction work was monitored in real-time. It made the information public, transparent and easily accessible through the Internet. The use of handheld devices for collecting M&E data and transferring them to online databases and the establishment of different forms of phone-based beneficiary feedback mechanisms, use of biometric beneficiary identification techniques and radio broadcasts could also be considered.

Lesson 5:

Programmes and projects with an integrated gender component, such as the CBMSP, need to be adaptable to cultural contexts. In the cultural context of a country, some areas may allow for mixed gender community groups and in other areas, female CDCs and male CDCs are more acceptable. Gender mainstreaming and good governance was part of the curriculum of training and provided to the CDCs in

three of five cities (Herat, Kandahar and Mazar-e-Sharif). The male CDCs tended to focus large procurement and engineering activities such as infrastructure, roads, lightening and drainage. Female CDCs would focus on smaller activities such as waste management and skills development or computer classes. The mixed gender community groups were created so that at least one female would hold an office-bearer position i.e., if the chair person is male, then the vice-chairperson is female. The election would only be valid if 60 percent of the eligible female and male voters participated. For mixed gender community groups it was also important for the social mobilizers to ensure that the views of female members were heard and not dominated by male members in negotiations.

Lesson 6:

The impact of capacity building actions was most evident when the training related to skills that were then directly applied. For example, the community-level training on social audits, transparency and accountability was utilized during the implementation of projects to share information about and track costs and expenditures. It is more difficult to assess from an evaluation point of view the utilization of skills from trainings that were not applied during the implementation of the project.

5.0   Conclusion

Overall, the CBMSP has been successful in fully achieving increasing organizational and human resource capacity at municipality level and making municipalities responsive to the priorities of municipalilties and less so in improving municipal policies at national level. Given a challenging post-conflict context, short timeframe of two years and considerable budget for community block grants (73 per cent), CBMSP has achieved considerable successes, including securing over USD6 million in matching contribution from communities, reaching over 353,000 direct beneficiaries (38 per cent more people than originally targeted), establishing 160 Community Development Councils (25 Councils more than originally targeted) and survey 33,108 properties (33 per cent more than originally targeted).

CBMSP demonstrates the importance of not only 'talking' but also delivering services to vulnerable and excluded communities. Local trust and capacity is built when funds are allocated to community and municipal priorities. While UN-Habitat is shifting away from pure community-based service delivery towards institutionalizing the People's Process within a strengthened municipal governance framework, delivering concrete outputs 'on the ground' is essential to build trust and improve the living conditions of the urban poor, especially in the face of unwilling or incapable national or municipal authorities. Interviews with programme partners repeatedly highlighted the positive reputation of UN-Habitat for delivering services at scale, unlike other institutions that may spend considerable funds on programmes but with limited tangible outputs, which breeds frustration and negative sentiments at municipal and community levels.

Annex 1: CBMSP Self-evaluation Template Summary

Self-evaluation criteria	Assessment	Rating
Relevance	CBMSP responds to the national development agenda of Afghanistan especially the National Priority Programme for Local Governance (NPP4) (especially component 17); the Afghanistan National Development Strategy. The 'People's process' used in the CBMSP allowed the projects implemented through the programme to reflect community and municipal priorities, thus relevance (and tailored) to local priorities. The programme relates to UN-Habitat priorities of the MTSIP on local governance, access to land and sound basic urban infrastructure and services. The CBMSP builds upon the experiences of the Kabul Solidarity Programme (KSP), Urban Solidarity Programme (USP) and other urban development projects implemented by UN-Habitat but shifts from direct delivery of basic services and development of infrastructure facilities and community projects to supporting local governments to deliver these essential services. This shift from "stabilisation" to "governance" is in line with the desire of the Afghan Government as well as donors and UN-Habitat to gradually hand over responsibilities of service delivery to the municipal government.	5
Appropriateness of programme design	The programme would have benefitted from a clear and better structured logical framework, and better indicators that together could have better tracked and demonstrated progress and results. The targets for Outcome 1 of Municipal Law approved, Municipal Elections held and policies on settlement regularization developed were overly ambitious for the timeframe and not commensurate with the activities planned (or budget allocated). A major part of the programme was projects implemented in the communities and these seem to have been well received by the communities. The organization of outputs and outcomes were somewhat unclear especially as to whether the focus was at the national level, municipalities or communities. It was also not always clear, which activities would contribute to what outputs and outcomes. The lack of a full risk assessment meant that the logframe was missing risks such as delays as result of national elections and changes in administration, and risks related to insecurity and conflict. An explicit strategy/ plan for sustainability and a meaningful stakeholder analysis to ensure activities met capacity development needs of programme partners and informal and informal socio-political relationships were taken into consideration.	3
Efficiency	The majority of the funds, 73 per cent, went directly to the communities (through Community Development Councils (CDCs) for activities and given the substantial co-financing from the communities (on average 33 per cent), the extent to which achievements of the programme's objective achieved was very cost-effective compared to the funds provided by UN-Habitat, contributions raised by the communities and the volunteering and in-kind labor of community members. The lack of an overall performance monitoring plan/framework with milestones, especially at outcome level, is a limitation on documents used for project supervision. Some efforts, however, were made to correct this during the implementation of the project, including use of Google Earth to monitor progress of infrastructure projects.	4
Effectiveness	The project has been largely successful in achieving its expected accomplishments with outcome 1: partially attained, outcome 2: attained; and outcome 3: attained. The delay in municipal elections and delay in the adoption of the Municipal law had a negative effect on achieving the	4

	Outcome 1 targets. The project was very successful with achieving capacity building and undertaking trainings, the registration of properties for the *safayi* tax, the establishment of CDCs and the undertaking of infrastructure projects. One interviewee summarized it by saying that the main achievement of the project was that it brought 'unity and beauty' to the community.	
Integration of cross-cutting issues	The project has been effective at addressing cross-cutting issues. Principally, it had a very strong gender component at the community level but it also had a major emphasis on governance and subsequently the human-rights-based approach. There was lesser engagement on youth and environment, which were not directly identified as target beneficiaries/ issue although there are some sporadic examples of both of those.	5
Sustainability	The establishment of the CDCs—including the creation of bank accounts, the registration of properties for the *safayi* tax, and the infrastructure projects will all continue to benefit the community and the government after the project has closed. With respect to the CDCs, in Mazar-e-Sharif, there were several expressions of plans to continue projects, including proposing new projects to other donors and NGOs. The new Government of Afghanistan has explicitly highlighted the role of urbanisation as a driver of development and plans to scale up components of CBMSP (CDC-led urban upgrading, and property regnstration/*safayi* taxation) which shows hope the actions will be sustained in the near future.	4
Impact outlook	CBMSP has achieved considerable behavioral change at the community level which offers hope for lasting long-term impacts. Changes have included building a sense of community amongst disparate and ethnically diverse neighborhoods, the importance of volunteerism, coming together as a community to solve problems and co-finance and jointly implement solutions, expanding opportunities for women in local decision-making, and improved interaction and trust with government institutions that has shown citizens can play a constructive role in urban development and state-building. The idea that citizens now understand the responsibilities that the municipalities have toward them and the services that they should provide as well as citizen responsibilities (for example, the role that collection of tax plays in the ability of the municipality to provide services). The strengthening of government institutions from CDCs to Gozar Assemblies to the Municipal Advisory Boards has the potential for important long-term effects as these were largely non-existing or non-functioning in the past.	4

Annex 2: 15 Steps of working with Communities

The CBMSP community engagement was based on the approach used for the implementation National Solidarity Programmes as detailed in 15 steps in the NSP training manual (2006) developed by UN-Habitat Afghanistan.

Step 1: Contacting Key Community Representatives

Step 2: Small group meeting for discussing community assets and problems, and the feasibility of a Community Development Council (CDC), thereby generating demand for a large community gathering.

Step 3: Holding a large community gathering, for acknowledgement of community resources and problems, and for the realization of the importance and need of CDCs to take charge of community project activities, and for agreement on the selection of a committee to supervise the CDC election process.

Step 4: Establishing and registering the Community Development Council (CDC).

Step 5: CDC Mission Statement and endorsement of Mission Statement by community groups.

Step 6: Preparing a Community Development Plan (CDP) and establishment of the Community fund box.

Step 7: Community endorsement of the development plan.

Step 8: Community self-initiative project.

Step 9: Designing the community project(s).

Step 10: Community endorsement of project design(s).

Step 11: Write-up of the community project proposal(s).

Step 12: Submission of Community project proposal(s) to RRD-NSP-OC [coordinator].

Step 13: Implementation, monitoring and reporting on NSP project progress.

Step 14: Final evaluation and handover of project.

Step 15: Reflection on project learning experience; review of Community Development Plan.