Evaluation Report 5/2019

KABUL STRENGTHENING MUNICIPAL NAHIAS PROGRAMME (KSMNP)

MID-TERM PROGRAMME EVALUATION

JANUARY 2019

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Abbreviations and acronyms

ANDS — Afghanistan National Development Strategy

ANPDF — Afghanistan Peace and Development Framework

ARAZI — Afghanistan Land Authority

CFA — City for All

FGDs — Focus Group Discussions

IDLG/ GDMA — Independent Directorate of Local Governance/ General Directorate of Afghanistan's Municipal Affairs

KIIs — Key Informant Interviews

KSMNP — Kabul Strengthening Municipal Nahias Programme

OC — Occupancy Certificate

SNAP — Strategic Nahia Action Planning

MUDA — Ministry of Urban Development Affairs

NPP — National Priority Plan

UN-Habitat — United Nations Human Settlements Programme

USAID — United States Agency for International Development

Executive Summary

Introduction

This mid-term evaluation for Kabul Strengthening Municipal Nahias Programme (KSMNP) was managed by the United Nations Human Settlements Programme (UN-Habitat) country programme in Afghanistan and conducted by external evaluation consultant, Mr. Hakan Demirbuken in January 2019. Scope of the evaluation includes the time period from the start of the project in January 2016 up to December 2018. As outlined in the Terms of Reference, the main purpose of the mid-term evaluation is to review the project deliverables/outputs made so far against the project target and provide recommendations for the remaining period (up to March 2020) for the programme implementation. In-line with this, project documents were reviewed; interviews were carried out with stakeholders and UN-Habitat relevant staff; survey data collection was conducted with beneficiaries (people living in Kabul City); and field observations were made.

Evaluation Findings

Overall, there are three main expected results of KSMNP. Summary of the evaluation findings against each of the expected results are summarized in table 1 below.

Table 1. Summary of progress towards expected results

KSMNP Expected Results	Summary of Evaluation Findings
R1: Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/ finance	KSMNP has already registered over 80% of the properties in Kabul city and Safayi Revenue has already increased. Therefore, it is safe to mention that this expected result is already achieved
R2: Improved municipal service delivery and strengthened 'social contract' between citizens and municipal authorities	This is partially achieved. KSMNP already has facilitated a platform/system to strenghenten social contact between citizens and municipal authorities through the KSMNP project activities. However, it is not yet clear that Municipal service delivery has improved or not. This need to be measured during the remaining duration of KSMNP
R3: Improved enabling environment for urban management and administration, municipal governance, local economic development and service deliver	This is partially achieved. KSMNP is developing a sustainable capacity at local partners for sustainable urban management and administration. However, further activities are pending to enhance the capacity at these organizations. Furthemore, evaluation findings suggests UN-Habitat should launch another phase of KSMNP to ensure local capacity is established to sustain the continuinty of the activities launched by KSMNP.

Table 2 summarizes the findings of the Evaluation. Overall, it is safe to mention that KSMNP achieved important and very visible results within a period of less than two years. However, given that the programme has only 14 months left until completion, it needs to increase the implementation delivery rate of the Nahia and Gozar level projects.

Table 2. Summary of Evaluation Findings, January 2019

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

Details of the key findings are further elaborated below, including with a figure of some progress statistics for KSMNP.

Relevance

KSMNP is a very important project as it directly touches the lives of the people living in Kabul city. Most importantly, it creates a sustainable system to improve the socio-economic life in Kabul city. Moreover, KSMNP is fully <u>aligned</u> with the Afghanistan National Peace and Development Framework (ANPDF) and Urban National Priority Programme (U-NPP).

Effectiveness

Before KSMNP was initiated, almost 70% of the properties were informal and not paying any Safayi Tax to Kabul Municipality. Therefore, Kabul Municipality did not have enough resources to provide efficient and effective municipality services for Kabul city. This situation has changed with the intervention of UN-Habitat by developing KSMNP, which was fully funded by USAID. KSMNP created a database of the properties and distributed more than 177,000 new Safayi invoices in less than two years. As a result – as reported by Kabul Municipality officers – the amount of Safayi tax collection increased by 40% in 2018. Since the beginning of KSMNP Programme, a total of US$ 5.49 million Safayi was collected by Kabul Municipality. This would not have been possible without the extremely good cooperation of Kabul Municipality, Ministry of Urban Development and ARAZI. During the evaluation period, it was highly noticeable that all stakeholders placed significant importance on the implementation of KSMNP.

Efficiency

KSMNP used financial and human resources efficiently, as the amount of Safayi tax revenue collection increased around 40% in less than two years. Although there are some concerns regarding the absorption rate of the programme funding (US$32.9 million), it is fair to say that KSMNP was effectively and efficiently managed.

Impact

Through improving the Safayi tax collection system and providing direct support to the Nahia and Gozar projects, KSMNP has had a direct impact on people's lives in Kabul city. Furthermore, KSMNP hit most of the targets listed in the project document. In addition to this, KSMNP has already managed to make a difference in terms of improving the tenure security and increasing the safayi tax amount. However, progress in terms of supporting sub-projects in Nahias and Gozars is not at the desired level. There is, however, still time to make improvements to this component of the programme. One of the important findings of this evaluation is that the KSMNP public awareness campaign worked well and as a result, almost 86% of people are aware of the property registration process. In addition to this, KSMNP managed to establish 464 Gozar Assemblies and has already over-achieved against the target. Furthermore, KSMNP developed a Strategic Nahia Action Plan (SNAP) for 10 out of 20 Nahias. In addition, KSMNP has used 43% of the available funding and has a maximum of 14 months left to use the remaining funding.

Sustainability

KSMNP created a sustainable income source for Kabul Municipality and is in the process of developing a property information system for ARAZI. However, further training and capacity-building activities might be needed to increase technical capacity of national stakeholders before handing over the entire programme.

Figure 1. Some Progress Statistics for KSMNP
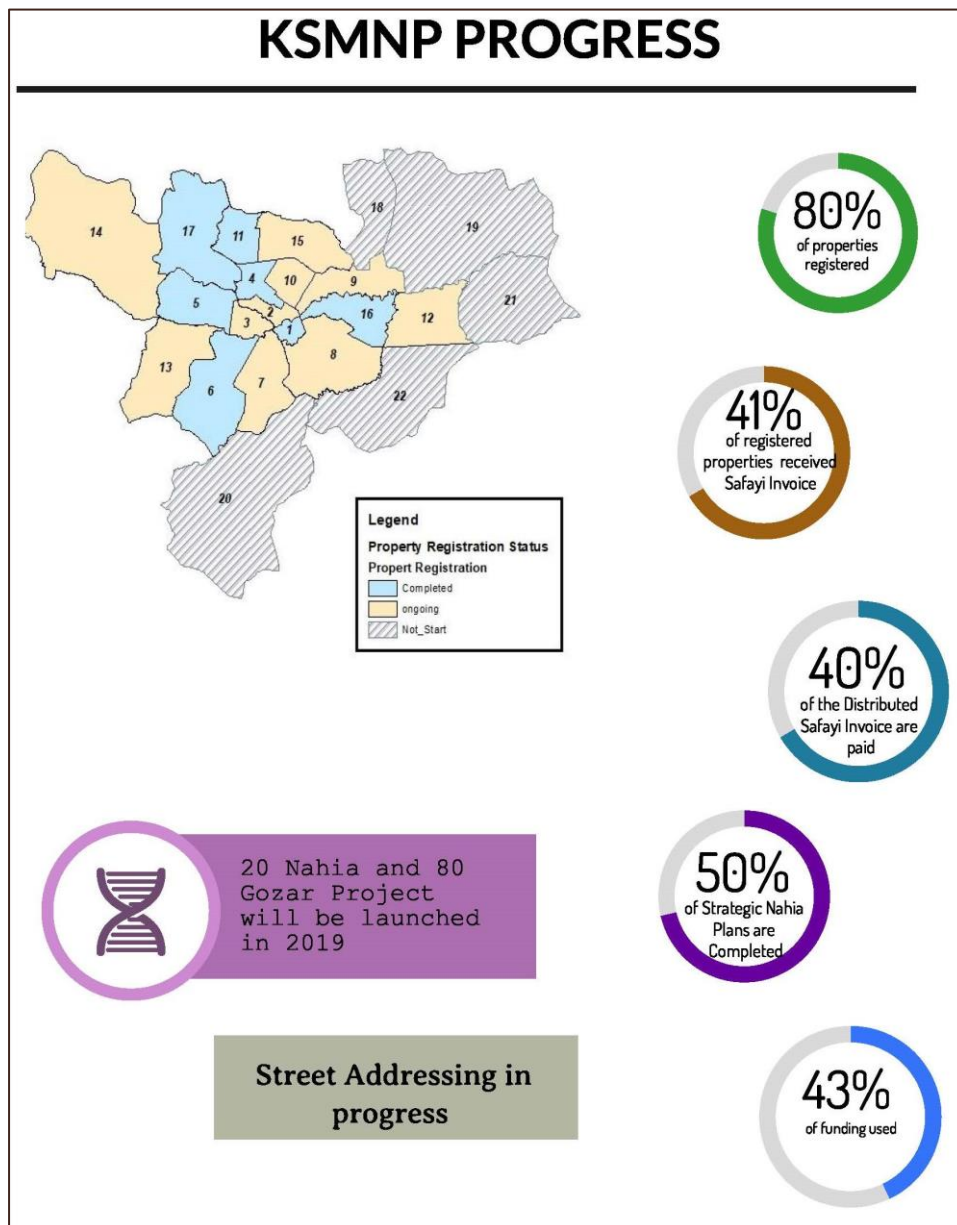
Cross Cutting

KSMNP outputs have direct impact to improve the human rights (through ownership certificate provision) and people of Kabul (including women, men and youth) through improving the living conditions. However, there is no direct or in-direct link observed with climate change.

Conclusion

Overall, the mid-term evaluation results of KSMNP are positive as KSMNP hit most of the targets by the end of December 2018. However, there are some issues which are suggested to be enhanced/improved.

Recommendations

Below detail some suggestions for UN-Habitat to enhance the implementation of KSMNP and further increase the effectiveness, efficiency and sustainability of the outcomes.

i.   People living in Kabul city are the main beneficiaries of the outcome of the KSMNP programme. However, there is no impact monitoring and assessment tool included in the programme. Therefore, it is suggested to include an impact monitoring and assessment component in the programme. Such as, the monitoring can be done through statistical survey data collection every four months to measure the impacts of the KSMNP on people living in Kabul city.

ii.   Development of a publicly available project progress monitoring platform with visual graphics through the UN-Habitat web page (www.unhabitat.af). This platform can provide weekly progress regarding the number of parcels registered; number of Occupancy Certificates (OC) prepared; number of OC issued; number of Safayi invoices issued; amount of Safayi invoices paid; and progress relating to the projects conducted with municipalities and Gozars.

iii.   It is essential to monitor the use of Safayi revenue and <u>transparently</u> share the amount of Safayi collect with the public. Therefore, it is suggested that KSMNP shares this information publicly in coordination with Kabul Municipality through the UN-Habitat web page and/or Kabul Municipality web page.

iv.   KSMNP aims to support 20 Nahia projects and 80 Gozar projects directly. However, until January 2019 only two projects were launched. Given that only 14 months are left to close the project activities, it essential to speed up the process to launch the projects. Otherwise, UN-Habitat will not be able to use the entire funding (around US$ 11 million) for these two activities. Therefore, all Gozar and Nahia projects need to be launched before July 2019. At the same time, it is suggested to develop a mitigation plan well in advance to be on the safe side.

v.   It is suggested that some of the log frame indicators are replaced, as some of these indicators are either mainly or fully dependent on the political dynamics or government legal procedures. Details of the discussion on log frame indicators is provided in the "effectiveness" section of the report.

vi.   There are 426,000 properties registered. It is recommended to make quality control in such large data sets which has serious impact on end-users. If property registration data is going to be shared with other organizations or used for different purposes (other than property registration), it would be useful to go through a **Household survey** control of property registration data (both vector and property related text data) by using GIS/Remote Sensing and Statistical quality control techniques.

vii. The development of a central database for property registration should be completed by June at the very latest, so that there is enough time to test and handover the system to ARAZI and Kabul Municipality.

viii. In order to ensure a smooth handover of the property registration and Safayi invoice issuing systems, it is suggested to support the Government Nahia offices through training and capacity building activities. In line with this, it is suggested to keep at least 3-4 UN-Habitat staff for at least 4 months in the Nahia offices after all the survey of properties is completed in any given Nahia. Though, KSMNP is already applying this suggestion in several districts in Kabul.

ix. The end date of the KSMNP programme is March 2020. However, it is very clear that the Government of Afghanistan will need both technical and financial support to sustain the systems created beyond 2020. It is a crucial project for Kabul City and Afghanistan. Therefore, it is suggested to develop a new phase of KSMNP, which includes revised programme documents to include a strong impact monitoring component in the programme. Additionally, it is suggested to increase the number of donors for the programme.

x. Indeed, the World Bank is currently interested in the OC process. Therefore, it is suggested to coordinate the involvement of WB between ARAZI-MUDA; UN-Habitat and Kabul Municipality.

xi. It is suggested to develop an exit strategy, which clearly indicates the actions to be done to establish sustainable technical and human resources in ARAZI/MUDA, Kabul Municipality and Nahias.

xii. It is important to increase the participation of women and vulnerable groups in decision-making processes regarding the selection of the projects for Nahias. This could be done through increasing the number of workshops.

xiii. There are local staff who are paid by UN-Habitat and working for ARAZI or Kabul Municipality. These staff are paid much more than the Tashkeel staff of ARAZI or Kabul Municipality. In fact, it is clearly indicated in the programme document that KSMNP should avoid such large salary discrepancies between the staff working in the same places and for the same projects. Furthermore, once international funding is finished, such highly paid staff may not stay in government organizations. Therefore, KSMNP may consider developing a coordination/cooperation mechanism between ARAZI, Kabul Municipality and GIS department of Universities in Afghanistan. By doing this, a continuous staff provision can be provided from universities whenever needed. Overall, it is essential to remove the salary differences between the staff and use salary scale of Tashkeel in order to ensure the sustainable human resources.

xiv. It is suggested that coordination and communication between ARAZI/MUDA and Kabul Municipality could be enhanced through the intervention of UN-

Habitat. An efficient coordination between these two organizations is required in order to ensure sustainability of the outcomes of KSMNP.

Lessons learned

It would be very useful, if UN-Habitat provides the preferred evaluation report template in the TOR. Otherwise, it causes unnecessary delays in the finalization of the report. However, although it was not included in the TOR, evaluator addressed almost all formatting related comments of UN-Habitat Evaluation Unit based in Nairobi.

Also, it would be useful to use up to date satellite imagery and develop a continuous and regular quality control over the data collected / created during the registration of the properties. In addition to this, it would be more effective if property registration database was created as soon as the project was launched.

Lastly, it is important to add an impact monitoring mechanism for such large projects which has direct impact on the population where it is conducted.

1. Introduction

In-line with the Evaluation Plan of Kabul Strengthening Municipal Nahias Programme (KSMNP) of UN-Habitat, a mid-term evaluation was conducted.

1.1 Background and context to the Kabul Strengthening Municipal Nahias Programme

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

The KSMNP programme aims to improve stability and stimulate economic development in Kabul city through securing land and property rights, strategic action planning, enhanced service delivery and strengthening the social contract between citizens and the state.

KSMNP started in April 2016 and covers 20 nahias of Kabul municipality. The four-year programme has a total budget of US$ 32.8 million. By March 2020, the programme is expected to improve the living conditions of close to 3 million Afghan men, women and children in 330,000 households through public investments in service delivery and basic infrastructure, local economic development, jobs creation and land tenure security. The KSMNP Programme has three expected results/ components:

i.   <u>Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/ finance:</u>

     The KSMNP programme is supporting Kabul municipality to survey and register all properties within its municipal boundaries (estimated at 426,273 properties). Each nahia is mapped and divided into gozars and blocks. A systematic survey is conducted on each property in a block and property data stored at nahia level. Property data from all nahias will also be maintained in a central database at the main Kabul municipality offices and at ARAZI (the Afghanistan Land Authority). This will enable the municipality to expand the number of property records for safayi (municipal service charge) and significantly increase its revenues. It will also enable ARAZI to register properties and issue land occupancy certificates to increase tenure security and reduce land grabbing. Data from the property survey will also be used for street addressing and house numbering. These activities are essential for improving urban management and safety, and for increasing citizens' socio-economic inclusion.

ii.   <u>Improved municipal service delivery and strengthened 'social contract' between citizens and municipal authorities:</u>

     The KSMNP programme is supporting Kabul Municipality to apply strategic action planning at nahia level. This urban planning approach is action orientated, quicker, more cost-effective, inclusive, and empowers community members to identify priority infrastructure and service delivery needs. The programme is supporting Kabul Municipality, to develop strategic nahia action plans (SNAPs) that reflect sound urban

designing principles, involve the participation of local communities, and enhance service delivery for all urban areas including the under-serviced informal areas. Selected projects from the SNAPs will be implemented, partly be financed by the programme through block grants at both municipal and gozar levels to kick start implementation of the SNAP.

iii. <u>Improved</u> <u>enabling environment for urban management and administration, municipal governance, local economic development and service deliver</u>

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

The programme main targets are:

➢ 2.9 million Kabul residents with improved tenure security (50% women and girls)
➢ 426,273 properties registered, numbered, and with occupancy certificates issued
➢ 96,246 businesses and non-residential properties with improved land rights
➢ 386 Gozar Assemblies established, registered, and representing citizens' voices and
➢ priorities
➢ 20 Nahias empowered and with improved institutional and human capacity
➢ 14.3 million USD potential safayi (property) tax collection annually
➢ 720,000 Afghan men, women and children reached through Gozar grants for tangible
➢ neighbourhood improvements
➢ 11 million USD for Nahia and Gozar sub-projects for tangible improvements
➢ 2.1 million USD of matching funds from Nahias and communities mobilised for sub
➢ projects
➢ 900+ estimated jobs created from property surveying and construction activities

The direct target groups of the programme can be sub-divided into eight sub-groups:

I. 330,027 urban households (HH) (~2.9 million people; 50% women and girls) will Have improved tenure security and land rights, and a sense of urban inclusion resulting from the property registration process.

II. 386 Gozar Assemblies registered with municipalities and with elected representatives.

III. 80 Gozar Assemblies (80,000 HH; 720,000 residents; 50% women and girls) with improved services and local infrastructure through Gozar grants.

IV. Nahia residents (est. ~2.9 million people) of 20 Nahias in Kabul City with improved living conditions from the Nahia block grant projects and improved opportunities for municipal engagement.

V. The private sector in Kabul City will benefit from improved opportunities and stability for local investment, business expansion, and construction contracts from the Municipal and Gozar block grant projects; and this increased local

investment and economic development in the city will improve construction employment opportunities for city residents.

    VI.   Kabul Municipality will have increased capacity and municipal revenues in including: (i) Nahia offices; Engineering Departments; Finance Departments; Revenue Departments (including GIS section); Property Management Departments; and strengthened municipal-citizen engagement mechanisms.

    VII.   Government Institutions in Kabul will have clearer land rights and improved tenure security and improved local services and infrastructure.

    VIII.   Central government authorities, including MUDA, IDLG/GDMA and ARAZI, will have increased human and institutional capacity and improved coordination and engagement with Kabul Municipality.

1.2   Evaluation mandate

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

1.3   Purpose, Objectives and Use of the Mid-term Evaluation

The purpose of the mid-term evaluation is "to review progress and achievements to date, take corrective action where required, and provide inputs to additional and/or future programming and activities." (Terms of Reference, Annex I).

The mid-term evaluation is to provide the USAID, Government of Afghanistan and UN-Habitat with an independent appraisal of the performance of the project "Kabul Strengthening Municipal Nahias Programme" (KSMNP) so far and based on the project document, log frame, activities and budget. The mid-term evaluation will identify ley lesson and propose practical recommendations for follow-up during the remaining period of the project.

The overall objective of the mid-term evaluation is to make an overall independent assessment of the performance of the project. The specific objectives of the mid-term evaluation are to:

i.   Assess the implementation progress made towards achieving the expected results;

ii.   Assess the continued relevance, effectiveness and impact of the project in supporting Kabul municipality and nahias in improving tenure security, land management and administration in Kabul city.

iii.   Identify lessons learned especially in technical capacity building, institutional coordination, monitoring and evaluation, risk analysis and planning, anti-corruption measures and reporting, and including any adjustments that might be necessary;

iv.   Recommend strategic, programmatic and management consideration for implementing the remaining part of the project with particular emphasis on (a) the mode for provision and utilization of external funding support and for future funding; and (b) municipal approach for implementation of activities.

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

i.   The US Government through USAID: USAID will use the findings of the evaluation to assess the project's value for their taxpayers' funds, and to inform decisions on any further support to municipal governance, including land management and municipal finance.

ii.   Government of Afghanistan: GoA will use the findings of the evaluation to assess the contribution of the programme to the Urban National Priority Programme (U-NPP, 2016-2025) Afghanistan's template for urban reform under the Afghanistan National Peace and Development Framework (ANPDF, 2017-2021).

iii.   UN-Habitat: UN-Habitat will use the findings of the evaluation to make adjustments to programme implementation to improve efficiency and effectiveness.

1.4   Scope

The mid-term evaluation is expected to assess results/achievements made so far, performance, risks/challenges and opportunities through an in-depth evaluation of completed and on-going activities of the project. The evaluation covered the project period between March 2016 and December 2018.

1.5   Theory of Change

The Specific Objective (SO) – "to improve tenure security and land management and administration for inclusive urban economic growth and service delivery in Kabul city" – is a key element for the achievement of the impact/overall objective, which is "to improve stability and stimulate local economic development in Kabul city through enhancing municipal governance and strengthening the social contract between citizens and the state".

In order to achieve the specific objective, it is essential to strengthen the municipal capacities and systems for urban planning, land management and municipal revenue/finance. Once this has happened, this will help to increase the improved municipal service delivery and strengthened 'social contract' between citizens and municipal authorities. As a result, it is possible to reach an improved enabling environment for urban land management and administration, municipal governance, local economic development and service delivery.

KSMNP has a bottom to top approach, the key element is the increase in the revenue of the Kabul Municipality. In order to reach this, it is essential to increase the amount Safayi Tax collected. This can only be achieved by registration of all the formal and informal properties in Kabul city. At the same time, it is essential to increase the Gozar and Nahia level capacities to improve the service delivery. In such, this can be achieved by increasing the participation of public into the decision-making system of Gozar and Nahias. The transparent and participatory management model will help to increase the level of trust between the public and Kabul Municipality. In doing so, it plans to achieve the overall impact/objective of the project.

KSMNP model is well thought and developed. At the same time, it includes a risk which is the sustainability of the model. This is because the TOC model assumes that Kabul Municipality and ARAZI will be able to sustain the system without any external assistance. However, given the financial challenges of Government of Afghanistan, ARAZI may not update the property registration database regularly. Therefore, UN-Habitat may consider mitigating this risk

through launching a new phase of KSMNP, which aims to build stakeholders' capacity to ensure the sustainability.

Figure 2. Theory of Change (TOC model)
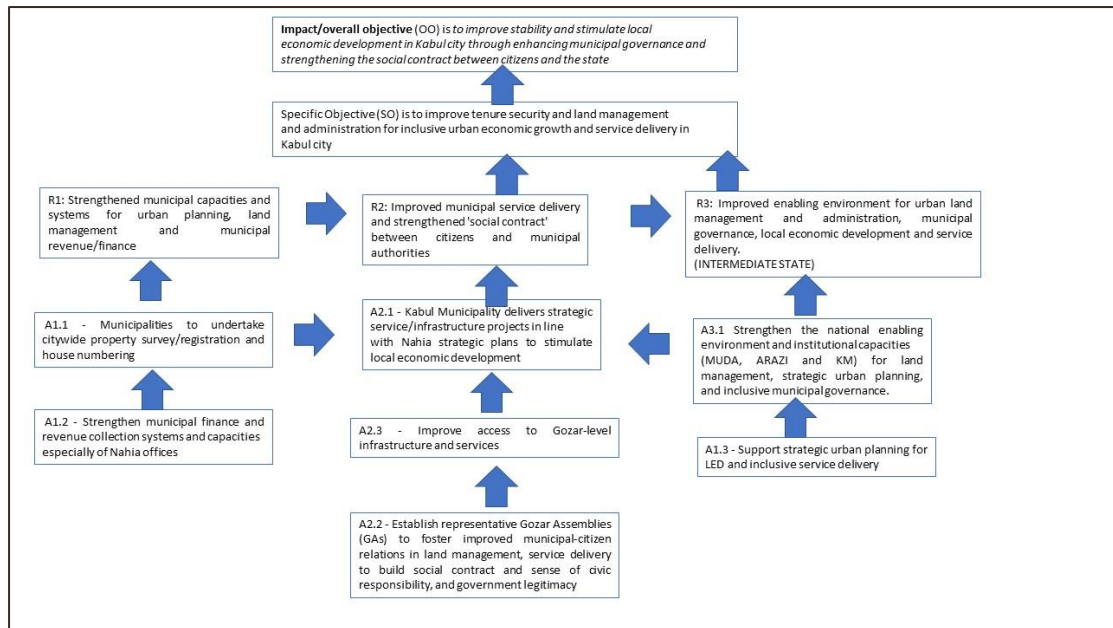
Key assumptions to achieving the objective of tenure security and improve land management include absorptive capacity of authorities; political will to engage; capacity and willingness of central authorities to engage and take a leadership role; security conditions allow implementation; data can be collected and used in a timely and cost-effective manner for planning decisions; black grants are used cost-effectively and for the benefit of most vulnerable and needy. KSMNP is a very important project for Government of Afghanistan and especially for Kabul Municipality and ARAZI. The authorities of these organizations are well aware of this. Therefore, they pay high level of attention and monitor the project activities very closely. Thus, it is safe to say that there is a political will to conduct the project activities and increase the efficiency and effectiveness of Safayi Revenue system. In addition to this, ARAZI and Kabul municipality are also aware of the that they need to increase their capacity to sustain the Safayai Revenue system. Inline with this, KSMNP is building capacity in both organizations.

2. Evaluation Methodology

Evaluation methodology will be based on below four main pillars:
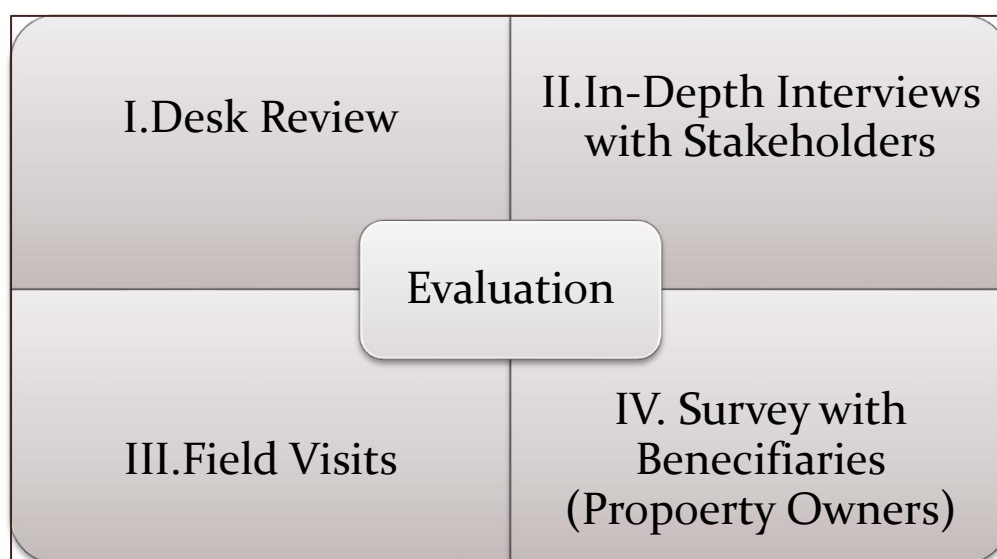
Figure 3. Evaluation Methodology

I.   Desk Review

Relevant programme documents and Afghanistan's National policy/strategy/planning documents were reviewed in order to:

- Respond to the evaluation questions
- Find out the progress made against the evaluation indicators
- Prepare the evaluation matrix

Table 3. List of the Reviewed Documents

Document Name
KSMNP Project Document
KSMNP Annual Report – 31 March 2018
KSMNP M&E Plan April 2017
Urban National Priority Programme
Afghanistan National Peace and Development Framework (ANPDF)
Project Progress Reports
Project Monitoring Tools / Database

II.   In-Depth Interviews with Project Stakeholders

A total of 11 in-depth interviews were conducted with:

- ➢ UN-HABITAT Relevant Managers and KSMNP Programme staff
- ➢ UN-Habitat Afghanistan office, communication expert
- ➢ Stakeholders
    - o Kabul Municipality
    - o USAID
    - o Afghanistan Land Authority (ARAZI)
    - o Ministry of Urban Development and Land
    - o Deputy Ministry of Municipalities and Gozar Assemblies/Councils
    - o Managers of District 6

Interviews were conducted face-to-face between 13-21 January 2019. Out of the people interviewed there was one woman and the rest were men.

III.   Field Visits and Observations

During the evaluation period, a few Nahias (Districts 6 and 11) were visited and the property registration process was observed. In fact, it was very useful to observe the field data collection process regarding property registration and transferring this information to the digital platform (GIS database).

IV.   Survey with Project Beneficiaries (Property Owners)

A face-to-face survey was conducted with 700 property owners to understand the views of the beneficiaries (property owners) and impact of the programme. Below present details of the survey design:

- i.   The survey was implemented in Nahias: 1,2,6,8,10,12,13.
- ii.   In each selected Nahia, the survey was conducted with 100 randomly selected property owners. A total of 700 interviews were conducted.
- iii.   The survey was conducted with the owner of the property.
- iv.   Survey data was analysed by the evaluation expert.
- v.   The draft survey questionnaire is provided in Annex II.

3.   Evaluation Limitations

The evaluation was conducted in January 2019. It would have been better if more time was allocated for the evaluation of such a large programme. However, KSMNP staff were very helpful and it was possible to gather a lot of information and data in such a short time. There was no data available regarding the perception of beneficiaries about the Safayi Tax and property registration. However, it was possible to conduct a mini survey to understand the views of the property owners about the registration of properties and Safayi tax.

4. Evaluation Findings

4.1 <u>Progress</u> towards the expected results

Below paragraphs presents the findings of the mid-term evaluation against the KSMNP expected outcomes.

I.   **Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/ finance**

KSMNP has already registered over 80% of the properties in Kabul city and Safayi Revenue has already increased. Therefore, it is safe to say that this expected result is already achieved.

II. **Improved municipal service delivery and strengthened 'social contract' between citizens and municipal authorities**

This is partially achieved. KSMNP already facilitdated a platform/system to strenghenten socia constact between citizens and municipal authorities through the KSMNP project activities. However, it is not yet clear that Municipal service delivery is improved or not. This need to be measured during the remaining duration of KSMNP.

III. **Improved enabling environment for urban management and administration, municipal governance, local economic development and service deliver**

This is partially achieved. KSMNP is developing a sustananiable capacity at local partners for sustainable urban management and administration. However, further activities are pending to enhance the capacity at these organizations. Furthemore, evaluation findings suggest that UN-Habitat should launch another phase of KSMNP to ensure about establishment of local capacity for the continuinty of the activities launched by KSMNP.

4.2 <u>Relevance</u>

As indicated in the Afghanistan National Peace and Development Framework (ANPDF), revenue collection has a critical role on the socio-economic development of Government of Afghanistan. Currently, Afghanistan is dependent on external funding unless internal revenue collection in increased. As mentioned in ANPDF, one of the targets of the Government of Afghanistan's Economic and Fiscal goals is to grow domestic revenue by up to 12 per cent annually, with the overarching goal of having domestic revenues account for 14 per cent of the GDP by 2020.

Furthermore, ANPDF highlights the importance of land certification, which provides tenure security in all large and medium sized cities. The below targets are defined for better urban development under ANFPD[1]:

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- o *Improve the legal and regulatory framework, implement devolution of power, and strengthen the rule of law in cities;*
- o *Build urban infrastructure – principally transport and drainage;*
- o *Integrate cultural heritage into urban development plans;*
- o *Upgrade urban neighbourhoods, provide and enforce zoning rules, and promote affordable housing;*
- o *Certify and secure land tenure rights, improve urban services to the poor, and increase access to employment; and*
- o *Promote mass economies, establish urban economic zones, and integrate urban hinterlands into metropolitan development planning*

ARAZI's planned National Priority Programme on land administration is defined as a central pillar of anti-poverty approach in the ANPDF. It is aimed to incorporate ongoing multi-agency urban land certification programmes that are providing legally recognized occupancy certificates to irregular urban settlements.

Furthermore, an objective of Urban National Priority Programme of Afghanistan[2] is:

> *"Afghanistan's cities become hubs of economic growth that reduce urban, peri-urban and rural poverty; increase employment opportunities, especially for youth and women through private sector investment; and contribute to improved local governance and stabilization".*

Overall, KSMNP is fully in-line with the ANPDF and U-NPP. Furthermore, interviewed Government officials from Kabul Municipality, Ministry of Rural Development and ARAZI underlined the vital role of KSMNP in socio-economic development of Kabul Municipality.

Thus, there is enough evidence to say that KSMNP is fully relevant to the national goals of the Government of Afghanistan.

4.3 Effectiveness

The overall objective (purpose) of the programme is to improve stability and stimulate local economic development in Kabul city through enhancing municipal governance and strengthening the social contract between citizens and the state. The specific objective (aim) is to improve tenure security, land management and administration for inclusive urban economic growth and service delivery in Kabul city.

The three expected results are:

> *1. Municipal capacities and systems for urban planning, land management and municipal finance have been strengthened;*

> *2. Municipal service delivery has been improved and the 'social contract' between citizens and Kabul Municipality strengthened;*

> *3. The enabling environment for municipal governance, local economic development and service delivery has been improved.*

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The status of the programme activities/outputs as of January 2019 are as follows:

I. *Citywide property survey/registration and house numbering completed in Kabul Municipality:*

Out of around 426,000 targeted parcels, 343,280 were surveyed and registered by 16 January 2019. Progress rate 80%

II. *Safayi invoices produced and delivered by Kabul Municipality Nahia offices:*

Of the 343,280 parcels surveyed and registered, a total of 177,451 safayi invoice were distributed to the owners of the properties. Out of these distributed Safayi invoices, payment was done for 70,461 of them. In other words, 39.7% of the distributed Safayi invoices were paid by 16 January 2019.

III. *Nahia profiles and SNAPS completed and disseminated to Nahia residents:*

Until January 2019, 10 Nahia profiles were completed and 4 drafts were under finalisation. There are 6 remaining ones.

IV. *Occupancy certificates produced and issued to registered properties:*

A total of 1,009 Occupancy certificates were issued out of 343,280 properties surveyed by 16 January 2019. Progress rate is 0.3%. The process of issuing OCs is moving slowly because of the legal procedures (amendment of the land management law and developing of the regulation) are a lengthy and slow process. The problem is that certain provisions of the regulation constitute bottlenecks to the issuance of OCs. The GoA has recognized this and started the process to amend the regulation. Therefore, issuing and distribution of the OCs is totally dependent on the legal procedure of GoA. Therefore, it is not under the control of UN-Habitat. Thus, it is suggested to revise this indicator as follows:

Suggested indicator: *"Occupancy certificates produced and printed."*

V. *Strategic service/infrastructure projects completed by Kabul Municipality at Nahia level:*

Twelve projects were initiated but none completed by January 2019. A total of 20 projects are planned to be completed by the end of the programme. The main reason for the delay is that the selection process for the projects is lengthy and directly linked with the preparation of SNAPs for each Nahia.

VI. *Gozar Assemblies established and registered in Kabul Municipality:*

Total of 464 Gozar Assemblies were established and registered.

VII. *Strategic service/infrastructure projects completed by Gozar Assemblies in target Gozars:*

No project was launched until January 2019. Several of them will be launched in the coming weeks. (16 have implementation agreements signed and are due to start shortly; and 9 have technical designs completed, with implementation agreements to be signed shortly).

VIII. *Guidelines, regulation, policies and laws for safayi taxation, strategic urban planning and land certification/informal settlement upgrading developed, drafted and endorsed by central government:*

UN-Habitat drafted guidelines, regulations, policies for Safayi tax collection, strategic urban planning and land certification/informal settlement. However, this process is pending with the final approval of the central government. As mentioned earlier, endorsement of policies or regulations are totally in the hands of Afghan Government and cannot be influenced by UN-Habitat. Therefore, it is suggested to revise this indicator with below one:

> Suggested Indicator: "*Guidelines, regulation, policies and laws for safayi taxation, strategic urban planning and land certification/informal settlement upgrading developed, drafted and finalized for the final endorsement".*

However, if due to administrative reasons the process for revision of the indicators is not preferred, UN-Habitat may consider keeping the original indicator and adding the above suggested one as additional indicator.

The following actions are key prerequisites for successful program delivery:

The below actions will be reviewed at the end of the programme, but it was possible to make some observations and analysis during the mid-term evaluation.

1. *Revision of safayi regulations, including guidelines for the standardization of the land and property survey for all municipalities and updating land value tables and improvements in accountability mechanisms (including access to databases and other system components);*

   > *Safayi Regulation completed but not adopted; some of the proposed changes are already being implemented by the Government.*

2. *Development of the legal basis for the issuance of occupancy certificates, including a system for addressing conflicting/overlapping land claims at Gozar level:*

   > *Occupancy Certificate regulations are already developed and have been approved by the Cabinet, and currently being implemented. However, some provisions in this regulation are making the issuing of OC very difficult. There is public demand (as reported by KSMNP staff) to amend this regulation. At the same time, Minister of MUDA has requested the Cabinet to make amendments to the OC regulation.*

3. *Passing the Informal Settlements Upgrading Policy (currently in draft form) which will lay the foundation for in-situ regularization and upgrading of viable informal/unplanned areas:*

The draft policy is completed, and it is with the government for endorsement.

4. Development of a policy on the management of vacant plots (one option is to register and subject them to taxation to promote better use of land):

This is an ongoing process and continuously discussed with the Government. It is suggested that KSMNP provides international best practices, which can be modified according to the conditions in Afghanistan and improve the process. Also, UN-Habitat can also collect public views through Focus Group Discussions/workshops with national and international experts about management of vacant plots.

Status of the Log frame Indicators:

The below table presents the status of the log frame indicators as of January 2019.

Table 4. Log Frame Indicator Progress Status

Log Frame	Target 2017	Target 2018	Target 2019	Target 2020	Current	Progress	Notes	Suggestion
1.Percentage increase in Safayi revenues	0	100	200	300	40	Not Achieved	40% increase in revenue was very much welcomed by the Kabul Municipality. Also, 100% increase in second year of the programme is very ambitious.	Suggest revising targets
2. Number of additional SNAP and CIP projects implemented with on- budget funding	0	2	6	10	Unkno wn	Unknow n	This indicator suggests that Kabul Municipality should fund 2 projects of SNAP/CIP by itself. However, this decision is not in the hands of UN-Habitat.	Suggest **removing** this indicator or revising it. Suggested Revision might be:" KSMNP assisted Kabul Municipalit y about implement ation of additional SNAP and CIP projects with on-budget funding"
1. Percentage of surveyed properties that	0	40	60	80	40	Achieved	Achieved.	

have paid annual safayi fee								
2. Percentage of surveyed properties that have been issued with occupancy certificate (%)	30	30	50	70	0.3	Not Achieved	Regulation for issuing OCs have been changed by the government since the programme started. Current regulation makes OC issuing very difficult. Indeed, there is public demand to revise the regulation. MUDA also wants to revise it. It is very likely that it will be revised.	This indicator can be **supplemented** or **replaced** with "Number of OC prepared and ready for issuing by ARAZI".
1. Number of properties surveyed and registered ('000)	100	230	360	426	343.2	Achieved	UN-Habitat did more than the expected amount. Almost 80% of the properties in Kabul were registered by January 2019	
2. Number of registered properties issued with safayi invoices ('000)	100	230	295	426	177.4	Not Achieved		KMSNP needs to **improve** the implementation rate.
3. Number of Nahia Profiles/ SNAPs completed	0	9	20	0	10	Achieved		
4. Number of registered properties issued with occupancy certificate. ('000)	0	115	207	298	1	Not Achieved		Current implementation on the field suggests that registration and surveying are done at the same time and there is no difference between these two. However, there is a

Indicator								
							difference and therefore it is suggested KSMNP management to highlight this difference in the implementation of the project. Also, it is suggested that KSMNP report the figures for surveyed and registered properties separately.	
1. Number of men, women and children reached by Nahia projects (million)	0	0.8	2.1	2.8	In Progress	In Progress	Nahia Projects are in progress. None are finished yet.	
2. Number of men, women and children reached by Gozar sub-projects. ('000)	0	19	281	750	In Progress	In Progress	Gozar Projects are in progress. None are finished Yet.	
3. Number of Gozar Assemblies established	80	280	386		464	Achieved		
1. Percentage of urban properties/land parcels in target cities incorporated into ARAZI national 'cadastre' system	0	10	25	50	Not Relevant	Not Relevant	This indicator is **not relevant** with the objectives of the KSMNP. Because KSMNP does not aim to produce data for Cadastre system.	Suggest **removing** it.
2. Number of guidelines, regulation, policies and laws drafted, finalized and/or approved by central authorities.	1	2	3		3	Achieved	Safayi and SNAP Guildlines, OC regulations.	

3. Percentage increase in human and institutional capacity of GMDA, MUDA, and ARAZI to implement improved urban planning and municipal governance for LED and service delivery	Qualitative	Qualitative			Qualitative	Qualitative	No baseline data available. Also Not Measurable	Instead, KSMNP may consider to include relevant measurable indicators. Such as "X amount or % of ARAZI/MUDA/GMDA/ Kabul Municipality staff are trained".

There are a number of indicators that need to be either revised or removed due to several reasons as explained in above below table. Also, there is no indicator included in order to measure the impacts of the KSMNP on end beneficiaries, which are people living in Kabul. Therefore, it is suggested to include new indicators.

The below table 5 includes the suggested new indicators for the log frame indicators.

Table5. Suggested New Indicators about Log Frame Indicators

Indicator	Purpose
New Indicator: XX percent of the property owners who received OC reported satisfaction	To measure Impact of OCs
New Indicator: XX percent of the Property owners reported satisfaction about the Municipality services	To measure Impact of increase in Safayi tax and supported Nahia / Gozar projects on public

4.4 Efficiency

Total KSMNP budget is US$ 32.9 million. Almost half of this budget is allocated for survey and registration of around 426,000 properties, improvement of Safayi tax collection system and establishment of Gozar assemblies. KSMNP managed to survey and register almost 80% of this target and distributed over 177,000 Safayi invoices by January 2019. Kabul Municipality Safayi collection increased around 40% within the first two years of the programme. Furthermore, KSMNP developed a sustainable source for Kabul Municipality.

Overall, around US$ 16 million was invested to increase the Safayi Tax collection system of Kabul City. Given that some 70% of the properties are informal in Kabul city, it is realistic to estimate that Kabul Municipality Safayi Tax income will be increased substantially in a few

years. Indeed, within the first two years of the programme, the Safayi Tax collection amount increased by 40%.

The other part of the KSMNP budget is allocated for strategic development, preparation of policies and guidelines and supporting Nahia and Gozar level projects. In-line with this, 10 strategic Nahia action plans have been completed and 4 drafts are being finalised; and a total of 44 projects (18 by Nahias and 26 by Gozars) are currently identified to be implemented by Nahias and Gozars. Furthermore, 54 more projects for Gozars and 2 more for Nahias are planned to be defined soon. These projects are directly linked to improve the living conditions of the people living in Kabul city.

Also, KSMNP assisted Ministry of Urban Development, ARAZI and Kabul Municipality to establish guidelines and regulations to register the informal settlements and collect Safayi Tax. In addition to this, KSMNP established Gozar Assemblies which are very important to implement community-based outreach activities and projects.

Furthermore, the project is mainly implemented by the national staff of UN-Habitat and staff allocated by ARAZI and Kabul Municipality. Therefore, it is also important to mention that KSMNP substantially contributed to the capacity building of ARAZI and Kabul Municipality.

As for the KSMNP budget spending efficiency, the below table 6 presents the status of the total budget and expenditures as of January 2019.

Table 6. Budget Status of KSMNP by January 2019

ITEM	AMOUNT (US$)
Total Funding	32.9 million
Total Received Funding by January 2019	15.3 million
Total Expenditure by January 2019	14.3 million
Expenditure Rate (out of received funding until January 2019	93%
Total Remaining Funding to be Spent	18.6 million and 56.5% remaining

The question is whether KSMNP will be able to spend the rest of the funding in 14 months. It is possible but this totally depends on the activation of all the planned projects developed for Gozars and Nahias, because the total budget allocated for Nahia and Gozar projects is around US$ 11 million.

It is important to mention that so far, two projects (out of 80 projects for Gozars and 20 for Nahias) are being implemented by January 2019. None of the Nahia or Gozar projects are yet completed. The rest of the projects are at the contracting, selection or planning stage. Once these projects are launched – which needs to be done before July 2019 at the latest – then it is likely that entire available funding can be absorbed by KSMNP. Otherwise, KSMNP will not be able to use the entire funding. Therefore, it is suggested that KSMNP prepares a mitigation plan regarding the future programming of the remaining funds. Also, it is important that UN-Habitat increases the speed of the procedure for identification of the projects and launches them as soon as possible.

Overall, it is safe to say that KSMNP is a very efficient investment for Government of Afghanistan. Furthermore, is important to appreciate the vision of UN-Habitat and USAID on development and implementation of KSMNP. However, it is essential that UN-Habitat increases the efficiency of using available funding.

4.5 Impact

It is possible to see the direct impact of the KSMNP, as over 82% of the properties are already surveyed and registered in Kabul city. In addition to this, a 40% increase in Safayi fee collection was reported in 2018. Additionally, KSMNP developed a sustainable system and mechanism to collect Safayi Tax by increasing the technical capacity of Kabul Municipality.

Increase in Safayi fee collection expected to result in improvement in services of the Municipality and thus improve the socio-economic life of the people living in Kabul. However, this has not been measured yet. Therefore, it is suggested that KSMNP regularly (every 4 months) monitors the perception of beneficiaries and impact of the increase in Safayi collections on people living in Kabul city. Indeed, according the property survey results, beneficiaries reported that they have not seen any significant improvement in Kabul Municipality services in 2018. Around 30% of the respondents reported better progress in Municipality services in 2018 (figure 4).

Figure 4.Public Opinion About Services of Kabul Municipality, December 2018 (n=700)
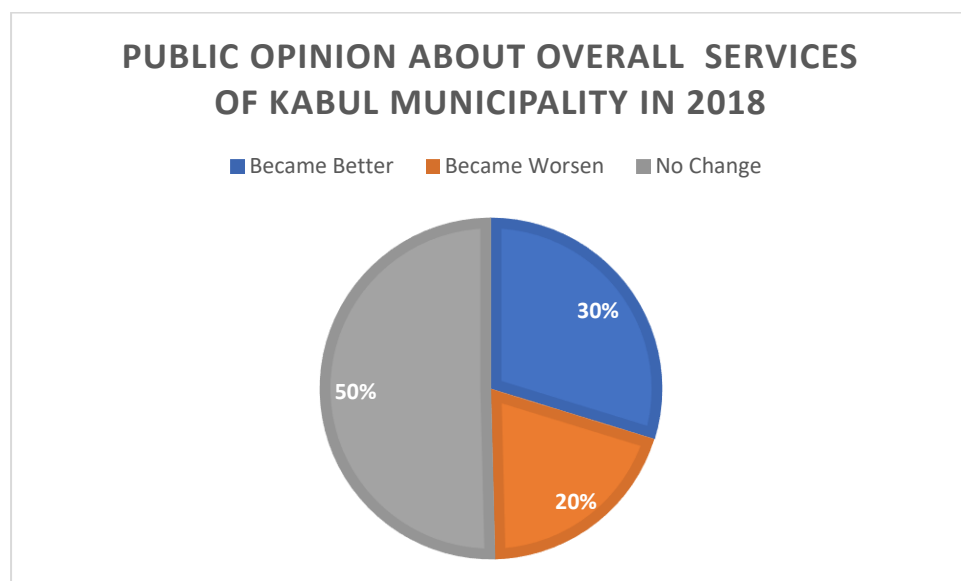
The below graph (figure 5) indicates the public opinion about some selected services of Kabul Municipality.

Figure 5. Public Opinion About Selected Services of Kabul Municipality, 2018 (n=700)

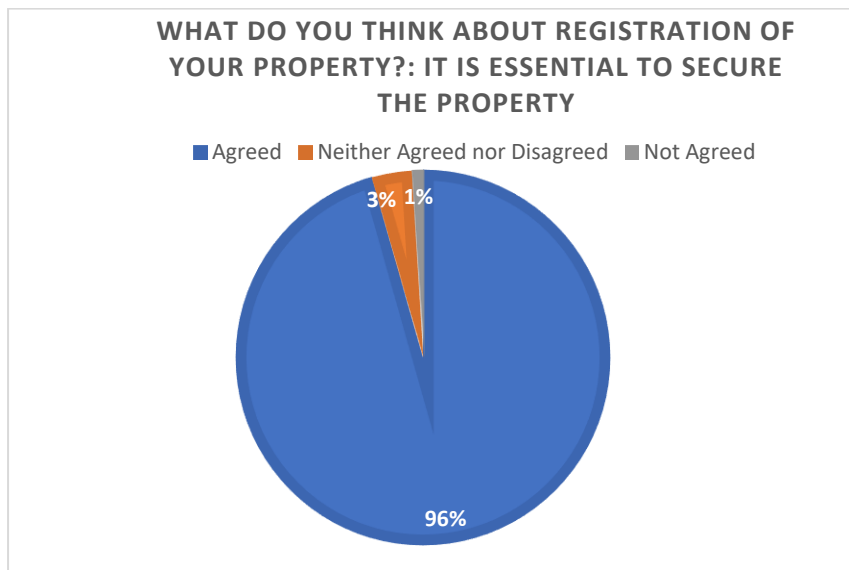Public Opinion About Selected Municipality Services
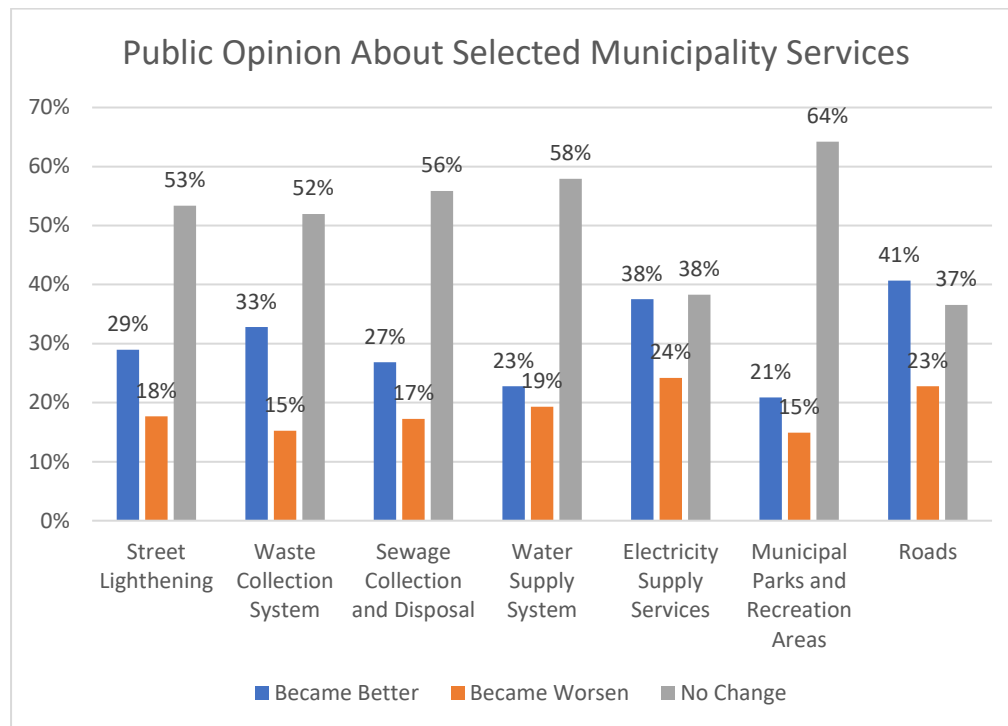
Also, it is suggested that KSMNP develops a publicly accessible platform to share the information about collected Safayi Tax amount by Nahia (perhaps at Gozar level as well) in cooperation and coordination with Kabul Municipality. In doing so, trust between public and municipality can be improved and that can cause further increases in Safayi tax collection.

It is essential to monitor if collected safayi tax are used efficiently by the Kabul Municipality or not. This is not yet analysed by the KSMNP. Indeed, one of the objectives of KSMNP is to place effective and sufficient systems and safeguards to ensure transparency and accountability of revenue collection and use, and to ensure the land and property rights of women, IDPs and the vulnerable are upheld. Therefore, it is suggested KSMNP to monitor the use of Safayi revenues Taxes.

Registration of the properties also increased tenure security, as almost 70% of the properties in Kabul are informal and without Ownership Certificates. This tenure security improvement will have a direct impact on people's lives through facilitating investment in housing improvements and people's feelings of social inclusion. Therefore, it is essential to monitor the changes in the living conditions of the households who received OCs through qualitative and quantitative data collection and analysis tools. Indeed, 96% of the respondents that participated in the property survey believe that registering their property increases tenure security (figure 6).

Figure 6. Public Opinion About Tenure Security (n=700)

WHAT DO YOU THINK ABOUT REGISTRATION OF YOUR PROPERTY?: IT IS ESSENTIAL TO SECURE THE PROPERTY

■ Agreed   ■ Neither Agreed nor Disagreed   ■ Not Agreed

3% 1%

96%

KSMNP prepared Strategic Nahia Action Plan (SNAP) for each of 20 Nahias in Kabul city. SNAPs are essential for managing urban growth, effective land utilization and management, environmental protection, service delivery planning, and stimulating local economic development, especially in a context of limited financial resources and socio-political fragility. SNAPs are developed by using the Nahia assessments/profiles of key data, which were prepared by KSMNP in coordination with Nahia staff, local communities and city-level stakeholders. SNAPs outputs will be used to develop Capital Investment Plans (CIPs), which can give an indication of priority projects (short-, medium-, and long-term) that can be financed through increased municipal revenues (e.g. safayi taxation), central government and donors.

KSMNP provided grants to Nahias to support the Nahia level socio-economic projects, which were selected in line with the SNAPs for each Nahia. A participatory approach was used during the selection of projects. This approach included conducting workshops with the participation of men and women at Nahia level. This definitely increased the participation of public (including women) in decision making systems. However, one-day workshop may not be enough to properly understand public opinion. Therefore, it is suggested to increase the number of workshops (or Focus Group Discussions) with smaller groups and especially vulnerable persons, men (including youth) and women (including youth) separately. By this way, KSMNP can better ensure the involvement of vulnerable groups and women in the decision-making process.

KSMNP provides grants for Gozars which show a higher performance in terms of Safayi collection. This method motivates people to pay their Safayi.

KSMNP provides visible capacity building in Kabul Municipality and ARAZI organization in terms of improving human resources and technical capacity.

Overall, KSMNP project has impacted people living in Kabul city, as it is directly touching peoples' lives. However, there is no tool developed to measure of this impact. Therefore, it is suggested that KSMNP develops an Impact Monitoring tool through conducting a statistical representative property survey every 4 months.

Also, it is important to increase the participation of women and vulnerable groups in decision-making processes regarding the selection of the projects for Nahias through increasing the number of workshops.

Lastly, it is essential to monitor the use of Safayi Tax and transparently share the amount of Safayi collect with public. Therefore, it is suggested the KSMNP develops a platform to share this information publicly in coordination with Kabul Municipality.

4.6 Sustainability

KSMNP project is creating a sustainable income for Kabul Municipality through the increase in the Safayi collection. Kabul Municipality is expected to provide better services with the increased amount of revenue as of 2018. In other words, KSMNP project assisted Kabul Municipality to provide sustainable and better services for people living in Kabul city. Therefore, it is safe to say KSMNP created a sustainable system for Kabul Municipality.

KSMNP project is supporting Kabul Municipality and Gozars through funding their infrastructure and social projects. Given that Kabul Municipality will get more revenues as of 2018, it might be expected that Kabul Municipality would fund such projects only by itself. However, given the economic conditions in Afghanistan, this may not happen. Therefore, UN-Habitat may consider extending the support to Kabul Municipality beyond 2020. Before that, it is highly suggested UN-Habitat monitors the use of revenues by Kabul Municipality in 2018 and 2019. Also, it is suggested UN-Habitat regularly monitors the public perception of the services provided by Kabul Municipality. The Project extension should depend on the monitoring results of the use of revenues and public perception results. Additionally, donors are likely to support this approach as it provides evidence of project impact and prudent use of donor/taxpayer funds.

However, there are concerns about the sustainability of the local staff who are paid by UN-Habitat and working for ARAZI or Kabul Municipality. These staff are paid much more than the Tashkeel staff of ARAZI. In fact, it is clearly indicated in the programme document that KSMNP should avoid such large salary discrepancies between the staff working at the same place and for same project. Furthermore, once the international funding finished, such high paid staff will not stay in ARAZI. Therefore, it is suggested to develop a cooperation between ARAZI, Kabul Municipality and GIS department of Universities in Afghanistan. In doing so, a continuous staff provision can be provided from universities whenever needed. Overall, it is essential to remove the salary differences between the staff and use salary scale of Tashkeel.

KSMNP project supports ARAZI (both technically and financially) to conduct the property surveys. It is very likely that all properties will be surveyed and registered by March 2020 (end date of project). However, it is certain that the issuing of OCs will not be completed. Also, there will be new properties which needed to be surveyed and registered after March 2020 as well. It is possible that ARAZI can continue without external funding given that ARAZI gets fees for each OC registered. But this fee goes to government budget, as ARAZI does not have an independent budget like Municipalities. Therefore, it is risky to leave ARAZI on its own at this stage. Thus, it is suggested to support ARAZI beyond March 2020 as well. However, this decision is totally in hands USAID, which is the only donor of the project. If UN-Habitat is interested in

launching the new phase of KSMNP, it is suggested to enhance the donor portfolio for this project.

4.7 Cross Cutting Issues

KSMNP has strong linkages with human rights, as Occupancy Certificate improves the tenure security. Furthermore, from a human rights point, it is important to establish a transparent platform to share the Safayi tax collection and municipality services with the public.

As for the gender, KSMNP includes Gozar and Nahia people in the selection process of the infrastructure and social projects to be conducted. However, it would be better if KSMNP increases the number of focus group discussions with female participants.

As for Climate Change and Youth, these two cross cutting issues were not addressed by KSMNP.

5. Challenges Faced During the KSMNP Implementation

KSMNP faced with three main challenges:

I- **Delays in issuing the Occupancy Certificates**: In response to this problem, KSMNP has supported the establishment of the OC directorate at ARAZI's Kabul office. This includes personnel costs, office equipment and operational expenses. The financial assistance has accelerated preparedness at ARAZI. In addition to this, KSMNP informed the ARAZI management about the difficulties caused by the current OC legislation. It is expected that OC legislation will be amended soon.

II- **Delays in launching Nahia projects**: KSMNP reached an agreement with Kabul municipality to jointly undertake a full assessment of potential projects, including site visits prior to project selection and technical design to reduce the time wasted working on non-viable projects. This, it is expected that most of the projects will be launched in a few weeks.

III- **Delays in launching Gozar projects**: The main difficulty was the lack of disaggregated safayi revenue data to support the award of grants on a competitive basis. Because the percentage of the Safayi taxpayers is used as an indicator to select Gozars for supporting projects.

6. Conclusion

The outcomes of KSMNP touch all people in Kabul. In addition to this, it creates a sustainable system to increase the effectiveness of Kabul Municipality's services and tenure security. The below graphic (figure 7) presents the key targets of KSMNP.

Figure 7. KSMNP Targets
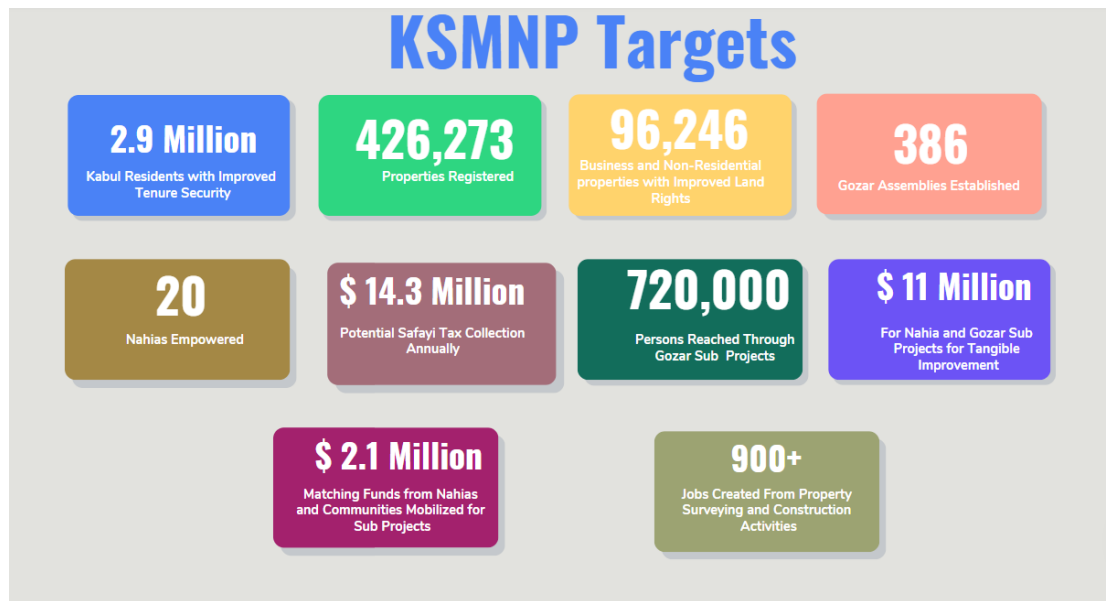
KSMNP managed to register over 80% of the properties in Kabul City. There were 22 districts in Kabul the time of the mid-term evaluation. Registration was fully completed in 7 districts, not yet started in 5 districts, and almost completed in 9 districts. In addition, a total of 464 Gozars were established (target was 410). The below map (figure 8) presents the status of property registration and number of Gozar Assemblies established per district.

Figure 8.Status of Property Registration and Number of Gozar Assemblies Established
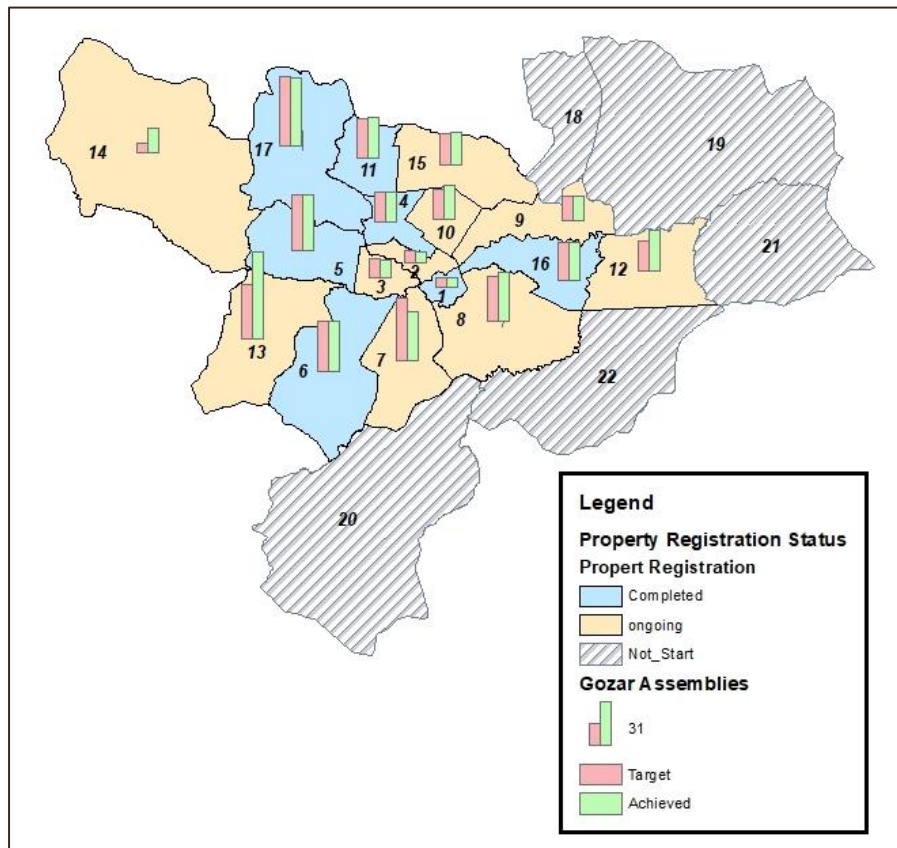
A total of 117,451 Safayi invoices were distributed out of 343,280 properties registered. Of the distributed Safayi invoices,70,461 of them were paid. Out of 20 targeted SNAPs, 10 of them were prepared. The progress for launching Nahia and Gozar sub-projects is not yet at the desired level. The same goes for the distribution of OCs. The number of printed and distributed OCs is very low. The reason behind this was the complexity introduced by provisions in the regulation with regard to valuation of properties and payments for OC issuance.

The below table 7 summarizes the progress status of the KSMNP components.

Table 7. KSMNP Progress Status

KSMNP Progress Status	Achieved	Target	% Progress
Number of Parcels Surveyed	343,280	426,273	80.5%
Number of OCs Printed	1,009	298,000	0.3%
Number of OCs Distributed (out of Printed)	414	1,009	41.0%
Number of Invoice (Safayi) Distributed	177,451	343,280	51.7%
Number of Invoice (Safayi) Paid (out of distributed)	70,461	177,451	39.7%
Identify Existing CTU/Gozar Boundary	508	429	118.4%

|			
CTU/Gozar establishment introduce representative	464	410	113.2%
Number of SNAP Prepared	10	20	50.0%
Ongoing Number of Nahia Project to Support	2	20	10%
Ongoing Number of Gozar Project to Support	0	80	0%

Given that KSMNP results have mulitple socio-economic impacts on the people of Kabul, impact assesstments need to be conducted regularly to monitor the change.

A short and quick survey was conducted during the evaluation. Its results indicate that around 30% of people believe that there were improvements in Municipality services in 2018. Although this is only an indicative statistic produced through a quick survey, it still presents the opinion of the people to a certain extend.

According to the programme document of KSMNP, one of the roles of the programme is to monitor if produced Safayi tax is used in an efficient and transparent way. Therefore, it is the mandate of KSMNP to monitor the use of Safayi Tax and also measure the public satistaction about Municipality services regularly. A statistically representative impact assessment survey is needed to be developed and conducted quarterly or every 4 months with property owners in Kabul city. It is suggested to publish the results publicly on UN-Habitat's web page and if possible, the Kabul Municipality web page.

Furthermore, it is also suggested to publish the collected amount of Safayi on the web page of UN-Habitat and Kabul Municipality at district and if possible Gozar levels. In doing this, full transparency will be assured in the eyes of the public. Establishment of trust is an important element to increase the amount of Safayi tax collection. In fact, people of Kabul believe the importance of Safayi fees to reach the municipality services. Around 91% of the survey respondents reported this as shown in figure 9.

Figure 9. Public Opinion about Safayi Tax System (n=700)
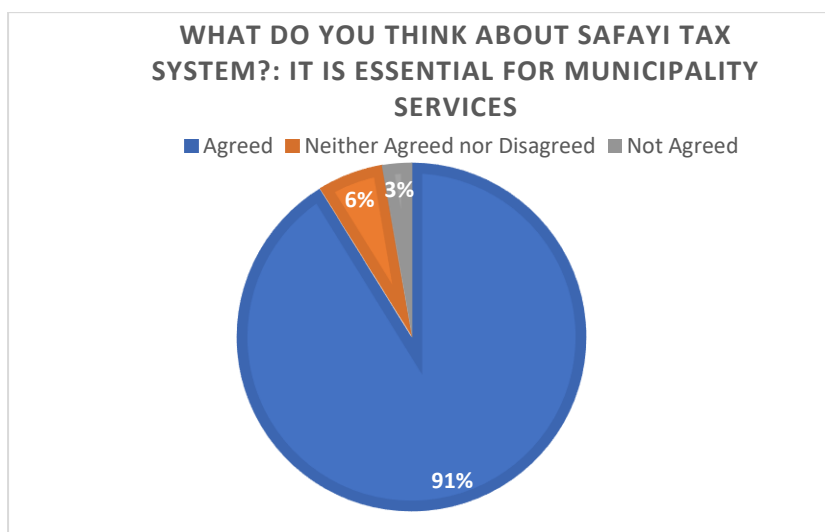
Furthermore, according to the survey results, people do not think the Safayi fee amount is high. Only 11% of respondents did not agree that Safayi tax amount is not high (figure 10).

Figure 10. Public Opinion About Safayi Tax Amount (n=700)
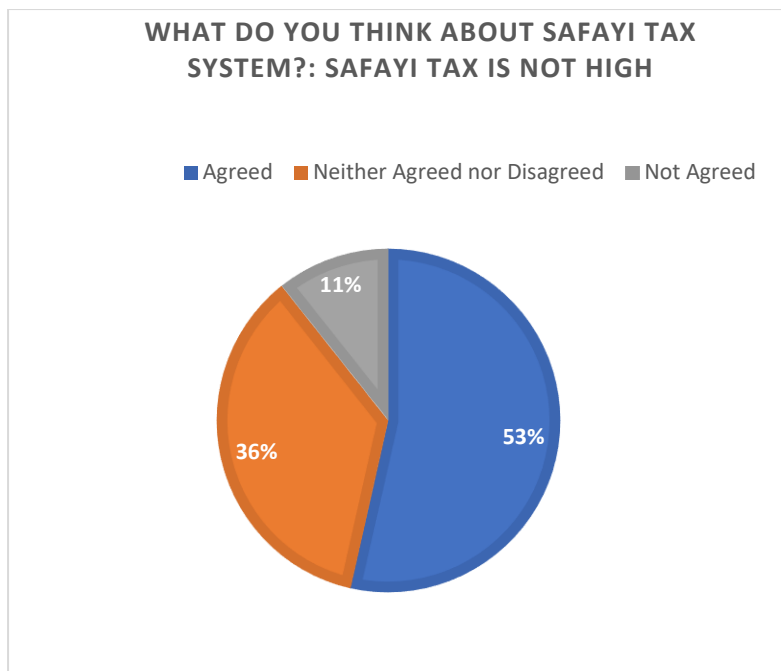
However, only 39% of the respondents paid their Safayi tax in 2018 (figure 11). This amount can only be increased if people start observing the return of their tax payments in terms of improving their living standards. Therefore, both UN-Habitat and Kabul Municipality may consider launching different public information sessions to present the use of Safayi Taxes to gain the trust of people so that Safayi collection can be increased. In fact, in post-conflict countries and fragile states this enhanced social contract is essential to state-building and security goals, especially in urban areas, which offer a density advantage in which taxes and endogenous revenue generation has greater potential.[3]

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[3] KSMNP Programme Document

Figure 11. Percent of Respondents Who Paid Safayi Tax in 2018 (n=700)
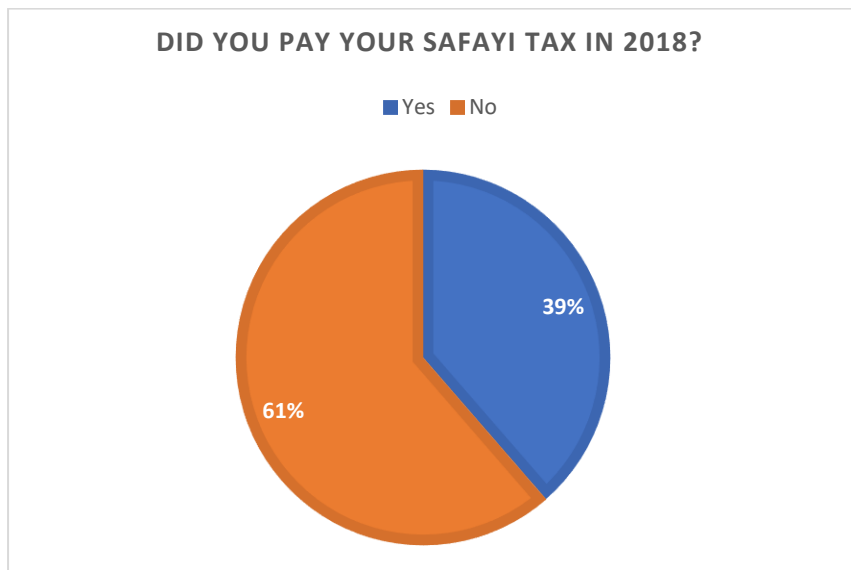
People of Kabul strongly believe that tenure security can be assured through the property registration, as 96% of the survey respondents reported so (figure 12).

Figure 12. Role of Property Registration for Securing the Property (n=700)
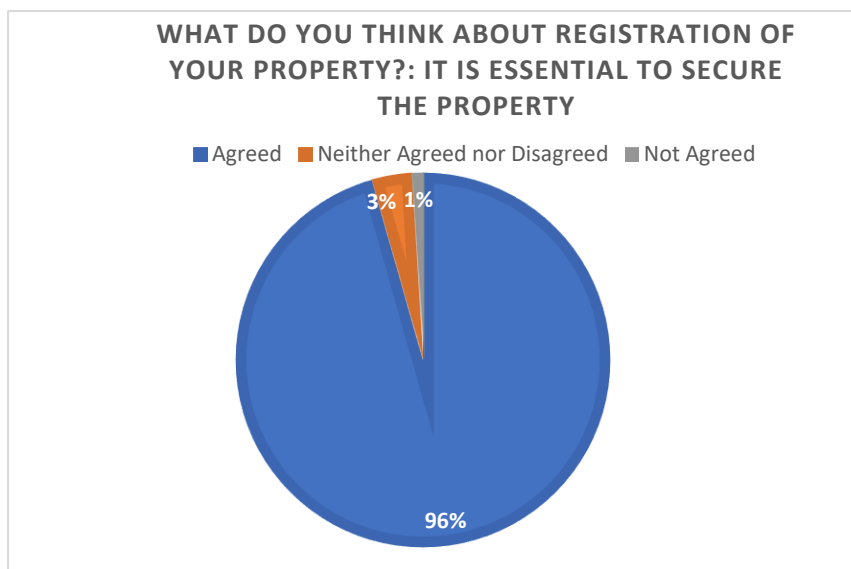
It is a huge amount of work to register a total of 426,273 properties and transferring the all vector data to database together with the details of the property and its owner. This is an extremely important database which can be used for many purposes. For example, this data can be used for all household or public surveys by the Statistics Office of Afghanistan. Furthermore, other ministries like health, education, transportation and etc., can use it for different planning purposes. Therefore, Central Statistics Office of Afghanistan may benefit from the data as mentioned in the programme document. Therefore, it is necessary to organize a quality control of the property registration database (for both vector and text (attribute) data) before sharing with any third party.

In addition to the property registration, KSMNP has a large budget (USD 11 million) to support Nahias and Gozars through supporting infrastructure and socio-economic projects. This is important funding available for Nahia and Gozars in Kabul. However, the majority of this funding has not yet been used. Given that there is around 14 months left to close the KSMNP activities, it is essential to increase the implementation rate. Indeed, Kabul Municipality officers highlighted the importance of the use of the funds and offered their unlimited support to launch the Nahia and Gozar projects as soon as possible.

KSMNP also develops Strategic Nahia Action Plans (SNAP). So far, SNAPs are completed for 10 Nahias in Kabul. The rest need to be completed by March 2020. Given that approval process takes time, it is suggested to complete all SNAPs before October 2019.

KSMNP also improves the enabling environment by providing technical support to central government-level authorities, including the Afghan Land Authority (ARAZI), and Ministry of Urban Development Affairs and Kabul Municipality to improve relevant national policies, legislation, regulations and guidelines.[4]

Overall, KSMNP is an important programme for the Government of Afghanistan. The successful implementation in Kabul will have a multiplier effect for other cities in Afghanistan. If a functioning and trustable safayi system can be established in Afghanistan, it will help to improve the overall socio-economic life. Such a change can also help to improve the public safety in the country. With some minor touches, UN-Habitat and KSMNP stakeholders can achieve this target. However, it is essential for UN-Habitat to continue its support until 2023. The next phase of the programme can include components to finalize the quality controls, fully establishing the capacity in relevant Government organizations, training of the staff and also continuation of the Nahia and Gozar level projects. Most importantly, it is essential for UN-Habitat to monitor the use of Safayi taxation and transparently share the information with the public so that trust between the people of Kabul and the Municipality is further improved.

Overall, it is suggested that UN-Habitat develops an exit strategy for March 2023. Otherwise, it may create a negative impact on the overall programme outputs if UN-Habitat leaves without a clear and established exit strategy. Also, it is important to contact with other possible donors and get their financial/technical support for KSMNP.

7. Lessons Learned

It would be very useful, if UN-Habitat provides the evaluation report template in the TOR. However, although it was not included in the TOR, evaluator addressed almost all formatting related comments of UN-Habitat Evaluation Unit based in Nairobi.

In addition to this, in countries like Afghanistan, political situation is very dynamic. There can be regular and unexpected changes in the laws and regulations. It also happened during the implementation of KSMNP. Therefore, it is important to revise and adopt the log frame

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[4] Such as preperation of OC regulation, strategic planning and municipal finance manuals, Safayi regulation and land value zoning guidelines

indicators according to these changes. In fact, this is one of the purposes of Mid-term evaluation.

Also, it would be useful to use up to date satellite imagery and develop a continuous and regular quality control over the data collected / created during the registration of the properties. In addition to this, it would be more effective if property registration database was created as soon as the project was launched.

Lastly, it is important to add a impact monitoring mechanism for such large projects which has direct impact on the population where it is conducted.

Annex I: Terms of Reference

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

Assignment Summary	
Programme: Programme (KSMNP)	**Kabul Strengthening Municipal Nahias**
Organizational Duty Station Afghanistan	UN-Habitat, Home based and mission to Kabul,
Functional Title **EVALUATION**	Expert, **MID TERM PROGRAMME**
Grade	IICA 2 (output basis contract)
Starting Date	25 November 2018 or ASAP
Finish date	31 December 2018 (30 working days)
Mission to Kabul	Tentative 25 November - 12 December 2018

Background

2. Afghanistan's urban context

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

Afghanistan's urban population is amongst the world's fastest growing with a growth rate of 4% per year. It is estimated that in 2015, approximately 8 million persons lived in the 34 Provincial Municipalities of Afghanistan, with another one to two million in district municipalities. It is estimated that the urban population will double in the next 15 years. However, the most significant aspect of urban demography is the youth bulge. Over three-quarters of the country's total population is under 35 years, and in urban areas, nearly a quarter of the population was estimated to be between 15 and 24 years in 2012. Over the past decade, urban areas have also provided stable residence to large sections of vulnerable groups, specifically returnees, internally-displaced persons (IDPs), and nomadic communities.

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

In the absence of adequate and effective urban planning, legislative and regulatory tools, Afghan cities have taken the form of unplanned low-density urban sprawl. The most evident pitfall of rapid urbanization has been unplanned urban

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

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

A rank-size distribution identifies the urban hierarchy and relationship between urban areas of different sizes within a region. Kabul, along with seven other cities, Herat, Mazar-i-Sharif, Kandahar, Jalalabad, Lashkar Gah, Kunduz, and Taloqan, account for 69% of the total urban population in the 34 Provincial Capitals. Kabul has emerged as a primate city with more than a third of the total urban population residing within its municipal boundaries. The regional centres are evenly distributed at regular intervals indicating that a network of cities based on population hierarchies is emerging. In addition, Afghanistan has a network of over 150 municipalities, which are the lowest in the hierarchy in terms of population size. These municipalities consist of 34 'Provincial Municipalities,' which are also the capital of the provinces, and 'District Municipalities', which are main urban centres in their respective rural districts. Some of these 'District Municipalities,' for instance Spin Boldak, has an estimated population of 120,000 persons, making it the 14th largest city in the country, larger than 21 Provincial Capitals. This urban hierarchy is likely to be stable assuming that there are no dramatic changes in population growth rates of urban areas. Unravelling this pattern shows the social and economic interdependency between the largest urban areas such as Kabul and regional centres with municipalities. Furthermore, it illuminates the need to balance urbanization by increasing policy support in cities in the periphery that are lagging behind.

2.1 UN-Habitat

The United Nations Human Settlements Programme is the United Nations agency for human settlements. UN-Habitat's goals are "well-planned, well-governed, and efficiency cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation. UN-Habitat works through a medium-term strategy approach for successive six-year periods. The current strategic plan cover 2014 to 2019. UN-Habitat has offices at regional and country level and implement projects in Afghanistan through its country office and the Regional Office for Asia and the Pacific. Since 1992, UN-Habitat has been working in Afghanistan in partnership with communities and government. It has provided basic services and worked with the Government of Afghanistan and local authorities on various projects which in policy support and institutional capacity strengthening.

3. Programme description

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

The KSMNP programme aims to improve stability and stimulate economic development in Kabul city through securing land and property rights, strategic action planning, enhanced service delivery and strengthening the social contract between citizens and the state.

KSMNP started in April 2016 and covers 20 *nahias* of Kabul municipality. The four year programme has a total budget of US$ 32.8 million. By 2020, the programme will have improved the living conditions of close to 3 million Afghan men, women and children in 330,000 households through public investments in service delivery and basic infrastructure, local economic development, jobs creation and land tenure security.

3.1 Programme components

The KSMNP project has three components:

i.   Effective land management including clear property rights;

ii.   Strategic action planning to establish a common vision for inclusive urban development and to guide public investment for improved service delivery; and

iii.   Improved municipal governance including citizen engagement and representation.

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

3.1.1 Land Management

Land management is at the center of many of Afghanistan's urban challenges, especially in Kabul city. Land-related urban challenges include land grabbing, inefficient use of land (e.g. vacant plots account for 23% of built-up land in Kabul city), tenure insecurity in informal settlements, limited access to suitable land for housing and for economic activity (66% of the total dwelling stock in Kabul is comprised of irregular housing, including 16% located on hillsides), and poor land-based financing for local service delivery.

Weak urban land management and tenure insecurity severely constrain economic and social development. The vast majority of urban Afghans live in informal housing with little or no tenure security and poor access to basic services. Where land ownership and possession is unclear, households are reluctant to invest in dwelling improvements, local authorities do not provide services, and the private sector finds it difficult to invest in industry and job creation.

The KSMNP programme is supporting Kabul municipality to survey and register all properties within its municipal boundaries (estimated at 426,273 properties). Each *nahia* is mapped and divided into *gozars* and blocks. A systematic survey is conducted on each property in a block and property data stored at *nahia* level. Property data from all *nahias* will also be maintained in a central database at the main Kabul municipality offices and at ARAZI (the Afghanistan Land Authority). This will enable the municipality to expand the number of property records for *safayi* (municipal service charge) and significantly increase its revenues. It will also enable ARAZI to register properties and issue land occupancy certificates to increase tenure security and reduce land grabbing. Data from the property survey will also be used for street addressing and house numbering. These activities are essential for improving urban management and safety, and for increasing citizen's socio-economic inclusion.

3.1.2 Strategic Action Planning

Afghan cities have routinely produced master plans to guide urban development. Master planning as an urban planning method has not been effective to guide urban growth and maximize the potential economic benefits of private sector investment. This method takes a long time and does not involve urban residents in planning the spaces in which they live and work. Master plans are also static and do not respond to the immediate and changing social and economic needs of urban communities. When master plans have been created, they have not been financed. They have "sat on shelves" and not been implemented. As a result, urban stakeholders have had no clear vision and pathway to guide their actions, municipal interventions have been reactionary rather than pro-active, and infrastructure investments have been haphazard and uncoordinated, undermining their maintenance, expansion and utility. Also, service delivery by municipalities and

line departments has been limited and has targeted only a fraction of the urban population, excluding the poorest and most vulnerable who typically fall "outside the map".

The KSMNP programme is supporting Kabul municipality to apply strategic action planning at *nahia* level. This urban planning approach is action orientated, quicker, more cost-effective, inclusive, and empowers community members to identify priority infrastructure and service delivery needs. The programme is supporting *nahia* offices and community-based groups to develop strategic *nahia* action plans (SNAPs) that reflect sound urban designing principles, involve the participation of local communities, and enhance service delivery for all urban areas including the under-serviced informal areas. The SNAPs will partly be financed by the programme through block grants at both municipal and *gozar* levels to ensure implementation.

3.1.3 Municipal Finance and Governance

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

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

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

3.2 Programme Objectives, Expected Results and Outputs

The overall objective is to improve stability and stimulate local economic development in Kabul city through enhancing municipal governance and strengthening the social contract between citizens and the state.

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

The three expected results/ accomplishment[5] are:

R1. Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/finance;

R2. Improved municipal service delivery and strengthened "social contract" between citizens and municipal authorities; and

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[5] Terms 'Results' and expected accomplishments are used to define results at outcome level.

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

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

R1. Strengthened municipal capacities and systems for urban planning, land management and municipal revenue/finance.

O1.1 Municipalities undertake citywide property survey/registration and house numbering;

O1.2 Strengthen municipal finance and revenue collection systems and capacities especially of *nahia* offices; and

O1.3 Support strategic urban planning for LED and inclusive service delivery.

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

O2.1 Kabul municipality delivers strategic service/infrastructure projects in line with *Nahia* strategic plans to stimulate local economic development;

O2.2 Establish representative *Gozar* Assemblies (GAs) to foster improved municipal-citizen relations in land management, service delivery to build social contract and sense of civic responsibility, and government legitimacy;

O2.3 Improve access to *gozar*-level infrastructure and services.

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

O3.1 Strengthen the national enabling environment and institutional capacities (of MUDH, ARAZI and KM) for land management, strategic urban planning, and inclusive municipal governance.

Objective, tasks and deliverables

4. Evaluation mandate, purpose, objectives and scope

4.1 Mandate of the Mid-term Evaluation

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

4.2 Purpose, Objectives and Use of the Mid-term Evaluation

The purpose of the mid-term evaluation is "*to review progress and achievements to date, take corrective action where required, and provide inputs to additional and or/future programming and activities.*" (Project document).

The mid-term evaluation is to provide the USAID, Government of Afghanistan and UN-Habitat with and independent appraisal of the performance of the project "Kabul Strengthening Municipal Nahias Programme" (KSMNP) so far and based on the project document, log frame, activities and budget. The mid-term evaluation will identify ley lesson and propose practical recommendations for follow-up during the remaining period of the project.

The overall objective of the mid-term evaluation is to make an overall independent assessment of the performance of the project. The specific objectives of the mid-term evaluation are to:

    i.   Assess the implementation progress made towards achieving the expected results;

ii.   Assess the continued relevance, effectiveness and impact of the project in supporting Kabul municipality and *nahias* in improving tenure security, land management and administration in Kabul city.

iii.   Identify lessons learned especially in technical capacity building, institutional coordination, monitoring and evaluation, risk analysis and planning, anti-corruption measures and reporting, and including any adjustments that might be necessary;

iv.   Recommend strategic, programmatic and management consideration for implementing the remaining part of the project with particular emphasis on (a) the mode for provision and utilization of external funding support and for future funding; and (b) municipal approach for implementation of activities.

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

i.   The US Government through USAID: USAID will use the findings of the evaluation to assess the project's value for their taxpayers funds, and to inform decisions on any further support to municipal governance including land management and municipal finance.

ii.   Government of Afghanistan: GoA will use the findings of the evaluation to assess the contribution of the programme to the Urban National Priority Programme (U-NPP, 2016-2025) Afghanistan's template for urban reform under the Afghanistan National Peace and Development Framework (ANPDF, 2017-2021)

iii.   UN-Habitat: UN-Habitat will use the findings of the evaluation to make adjustments to programme implementation to improve efficiency and effectiveness

4.3 Scope

The mid-term evaluation is expected to assess results/achievements made so far, performance, risks/challenges and opportunities through an in-depth evaluation of completed and on-going activities of the project.

The mid-term evaluation will take place mid-2018 at a time the project is mid-way in implementation. The evaluation will cover the project period between March 2016 and April 2018.

The mid-term evaluation will be based on Theory of Change of the KSMNP project and will outline the results chain and pathways as well as assumptions.

4.4 Evaluation Questions based on Evaluation Criteria

The evaluation will use the following evaluation criteria:

i.   Relevance (*responsiveness* to needs and priorities);

ii.   Effectiveness (*sustainable progress* towards the achievement of expected results);

iii.   Efficiency (how efficiently the programme has been implemented in terms of *quality*, *budget and timeframe*);

iv.   Sustainability (sustainability of project effects resulting from programme activities)

v.   Cross cutting issues

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

Relevance

- Are the project's adopted strategies pertaining to each component and overall objective still valid?

- Why should UN-Habitat and USAID support municipal governance in Afghanistan?

- Is this support consistent with the US Government Country Strategy for Afghanistan?

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

- What is the relevance of the project to national stakeholder, the municipality of Kabul and communities (nahias)?

Effectiveness

- Are the delivery of activities and outputs contributing towards the achievement of the expected results?;

- What is the actual or expected achievement of results at the time of the mid-term evaluation?

- What factors may have affected the effectiveness and implementation of the project?

- Which factors and processes have contributed to achieving or not achieving the expected results (internal and external factors)?

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

- To what extent has the USAID support had a catalytic effect in terms of attracting additional development funding commitments either from government or other external sources?

- To what extent has national capacity been strengthened so far through this programme?

- Are the any monitoring documentation available on how Afghan citizens are being affected by the programme?

- How effective is the institutional strengthening through this programme?

- To what extent have the recommendations of any audits been shared and adequately implemented and is an anti-corruption policy being operationalized to adequately address corruption risks?

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Efficiency

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

- To what extent has USAID been provided with regular, timely and quality progress reports?

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

- To what extent has the GoA's human resource capacity been developed to fulfill the required functions?

Sustainability

- To what extent are the project effects towards building capacity sustainable?
- What factors are affecting or likely to affect sustainability of results

- What are the main lessons learnt on sustainability (i.e. likely continuation of benefits from capacity developed, the intervention beyond completion, and its resilience to risks)?
- What has been the value added of UN-Habitat's technical assistance in terms of the results/outcomes, and how is it owned by the government in building capacity and strengthening institutions?

Cross cutting issues

- How are the cross-cutting issues of Gender, Human Rights and ICT (use, knowledge and management) being applied in the implementation and monitoring of the programme?

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

4.5 Stakeholder Involvement

The evaluator will schedule meetings with the key stakeholders mentioned above to discuss their expectations for the evaluation prior to commencement of the exercise. The evaluation field work will involve visits to project locations as well as USAID, UN-Habitat and key GoA stakeholders.

4.6 Mid-term Evaluation Approach and Methodology

The mid-term evaluation shall be independent and carried by UN-Habitat following the evaluation norms and standards of the United Nations System. The main emphasis is placed on project delivery and results, lessons learned and recommendations for the way forward. Findings in the evaluation should be exemplified with evidence-based data emanating from specific contributions.

4.6.1 Mid-term Evaluation Methods

The evaluation will use a range of methods and tools tailored to the national context and to the specific evaluation questions above. The methodology could preferably include some or all of the following:

   i. Desk review of relevant reference documents;

     Develop evaluation framework of Theory of Change;

   ii. A sample survey will be undertaken to review changes since the baseline survey;

  iii. A participatory review comprising an interactive two-day workshop where all relevant stakeholders will be invited.

   iv. Individual interviews - and possibly focus group discussions - with key stakeholders including (but not limited to) representatives from Beneficiaries, Government, Donors, UN Agencies and CBOs;

   v. Presentation of final evaluation report. Note that the final report should not exceed 30 pages (excluding any Appendices and the Executive Summary). The report should provide clear evidence for all conclusions and challenges. All recommendations should be clearly linked to the conclusions that they are responding to and should be actionable. The report should sections on evaluation purpose and objectives, evaluation methodology and approach, evaluation findings (achievements/results and performance rating of evaluation criteria), conclusions, lessons learned, recommendations.

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

5. Responsibilities and Accountability

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

UN-Habitat will provide logistical support, all necessary reference documents to the evaluator, facilitate interviews with stakeholders, and perform any other necessary supporting tasks.

 The evaluator will submit deliverables (inception report, draft report and the final report) to the UN-Habitat Country Programme Manager who will share these with GoA counterparts and USAID. The draft inception report and draft report

will be shared for review and comments with relevant entities in UN-Habitat, GoA and USAID. Comments will be shared with the evaluator for consideration and revision of reports.

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

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

Competencies

Professionalism: Demonstrates professional competence and mastery of subject areas. Good research, analytical and problem-solving skills. Conscientious and efficient in meeting commitments, observing deadlines and achieving results.

Communication: Excellent and effective written and oral skills. Ability to convince people through constructive argumentation and to present information in a concise and accurate manner. Negotiating skills and ability to enable good communication and understanding between different interest groups, organizations etc.

Planning and Organizing: Proven ability to plan, coordinate and monitor own work and that of others. Ability to work under pressure and use time efficiently. Identifies priority activities and assignments, and adjust priorities as required.

Teamwork: Works collaboratively with colleagues to achieve organizational goals. Solicits input by valuing ideas and expertise of others and is willing to learn from others.

Required Qualifications

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

Payment Schedule

Payments shall be made on satisfactory completion or work and submission of reports as certified by the (CPM/CTA/PM) on the following schedule of deliverables:

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

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

10. Important documents

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

- Programme document

- Programme progress reports

- Annual work plans for key GoA partners

- Programme financial reports

- Urban National Priority Programme

- Afghanistan National Peace and Development Framework

- USAID Country Strategy

- Relevant UN-Habitat reference documents including evaluation reports

I. Travel & Logistics

International Travel

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

Local Transportation

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

Travel Advice/Requirements:

The Expert, MID TERM PROGRAMME EVALUATION must abide by all UN security instructions. Upon arrival he/she must attend a security briefing provided by UN-Habitat Security section. He/she should undertake Basic and Advanced

Security Training as prescribed by UNDSS. Regular missions will be undertaken for which UNDSS authorization must be sought.

Reporting Arrangements:

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

How to Apply:

The application should comprise:

- Completed UN Personal History Form (P11). Please download the form (MS- Word) from UN-Habitat/ROAP-vacancy website: www.fukuoka.unhabitat.org
- A Statement of Interest (cover letter) for the position and CV.
  Full resume, indicating the following information:
  Educational Background (incl. dates)
  Professional Experience (assignments, tasks, achievements, duration by years/ months)

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All applications should be submitted to:

UN-Habitat Regional Office for Asia and the Pacific

ACROS Fukuoka, 8th Floor

1-1-1 Tenjin Chuo-ku, Fukuoka, 810-0001 Japan

habitat.fukuoka@unhabitat.org

Please indicate the Post Title: **"VA #45 Experts**, **MID TERM PROGRAMME EVALUATION"** in your e-mail subject.

Please note that applications received after the closing date stated below, will not be given consideration. Only short-listed candidates whose applications respond to the above criteria will be contacted for an interview. The fee will be determined according to the qualifications, skills and relevant experience of the selected candidate. In line with UN-Habitat policy on gender equity, applications from female candidates will be particularly welcome.

Deadline for applications: ~~26 June 2018~~

Extended: 23 July 2018

Due to a large number of applications expected, only short-listed candidates will be contacted. The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs. (Charter of the United Nations - Chapter 3, article 8).

Annex II : Household survey Questions

Q1 : Nahia Number

Q2: Gozar Number

Q3 : Age of Respondent ....

Q4 : Sex of Respondent :M or F

Q5 : Are you aware of the registration of the properties project conducted by Kabul Municipality and UNHABITAT together

     1=Yes, 2=No

Q6 : Is your Property Surveyed

     1 = Yes   2= No

Q7 : If your property is not surveyed yet, are you willing to let it is surveyed by Municipality and UNHABITAT officials ?

     1= Yes , 2 = No

Q8: If " No" what is the reason (most preferred option)

     1= I don't believe it is necessary

     2= I don't have money to pay tax

     3= I don't trust the land registration system

     4 = Other (please indicate) ......

Q9 : Did you pay your Safayi Tax in 2016

     1 = Yes   2= No

Q10 : Did you pay your Safayi Tax in 2017

     1 = Yes   2= No

Q11 : Did you pay your Safayi Tax in 2018

     1 = Yes   2= No

Q12 : Did you any changes in below Municipality Services in 2018

Municipality Service	Became Worsen	No Change	Became Better
Street Lightening			
Waste Collection System			
Sewage collection and disposal			
Water Supply System			
Electricity Supply services			
Municipal Parks and Recreation Areas			
Roads			
Drainage System			

Q13 : What do you think about Safayi Tax system

Argument	Not Agreed	Neither Agreed nor Disagreed	Agreed
It is essential for Municipality services			
It is essential to secure the property			
Safayi tax is not high			

Q14 : What do you think about Registration of your property

Argument	Not Agreed	Neither Agreed nor Disagreed	Agreed
It is essential to get better Municipality services			
It is essential to secure the property			
It is essential to avoid disputes with third parties			
It is essential as a citizen			

Annex III: Bibliography

KSMNP Project document

KSMNP Annual Report – 31 March 2018

KSMNP M&E Plan April 2017

Urban National Priority Programme

Afghanistan National Peace and Development Framework (ANPDF)

Project Progress Reports

Project Monitoring Tools/ Database

Annex IV: List of people interviewed

	Name	Title	Organization
1.	Antony Lamba	Chief of Party	UN-Habitat
2.	Habib Rahimi	National Programme Manager	UN-Habitat
3.	Shaikh Matin	Dep. Mayor/Transport	Kabul Municipality
4.	Karimullah Ataee	Kabul Municipality PIU Manager	UN-Habitat/Kabul Municipality
5.	Sadiqullah Omarzai	Lead, Technical Unit, CFA Prog.	UN-Habitat
6.	Koussay Boulaich	Head of Communications	UN-Habitat
7.	Jack Finegan	Technical Advisor, Municipal Governance	UN-Habitat
8.	Felicity Cain (Ms)	Technical Advisor, Urban Planning	UN-Habitat
9.	Yama Sami	Kabul District 6 team leader	UN-Habitat
10.	Maryam Azizi (Ms)	Kabul District 10 team leader	UN-Habitat
11.	Roshan Wolusmal	Dep. Minister/Urban Affairs	Ministry of Urban Development and Land
12.	Jawid Tahiri	Dep. CEO/Land Management	Afghanistan Land Authority
13.	(Name withheld)	Project Management Specialist	USAID