



**Islamic Republic of Afghanistan
Ministry of Rural Rehabilitation and Development**

**RURAL REHABILITATION AND DEVELOPMENT STRATEGY
FOR
THE AFGHANISTAN NATIONAL DEVELOPMENT STRATEGY
(WITH FOCUS ON PRIORITIZATION)**

(DRAFT)

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PILLAR-SUB-PILLAR-SECTOR AND SUB-SECTOR	PILLAR: ECONOMIC AND SOCIAL DEVELOPMENT SUB-PILLAR: AGRICULTURE AND RURAL DEVELOPMENT SECTOR: RURAL DEVELOPMENT
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SECTION ONE: OVERALL SECTOR GOALS AND RESULTS

2.1. Goals:

To ensure the social, economic and political well-being of rural communities, especially poor and vulnerable people, through the provision of basic services, strengthening local governance and promoting sustainable livelihoods free from a dependency on illicit poppy cultivation.

2.2. Expected Results:

The following six strategic areas describe the key themes on which MRRD will focus during the three years 1386-1388. The underlying principles guiding the MRRD approach have been identified for each of these areas and used to derive a strategy and related three year objectives. To start MRRD on the path towards these challenging strategic objectives, specific actions to be undertaken will be identified and are included in a separate implementation plan. The action-planning horizon will need to be pushed forward as implementation proceeds. The intention will be to ensure a flexible and creative approach, but remaining consistent with the basic strategies and underlying principles.¹

A. Priority Expected Results:

- 1) **Improved Rural Well-being** - The rural well-being refers to the recognition of the social, cultural, physical and psychological needs of people, their families, institutions and communities. This takes into consideration the multiple aspects of a community, such as the economic and social structures (assets and vulnerability) as well as the quality of life in general. This broad conceptual framework provides MRRD with scope for many different types of interventions aimed at improving rural well-being. MRRD activities may therefore contribute to physical capital (e.g. through infrastructure development), financial capital (e.g. through credit provision), human capital (e.g. through training) and social capital (e.g. through enhancing the ability and willingness of people to work together for community goals). Additionally, under this expected result, MRRD will also focus on activities that will contribute to Rural Enterprise Development and Improved Rural Electrification. Establishing an enabling environment of sound local governance built on democratic principles is a further key dimension allowing the mobilization of the various forms of individual and community capital to achieve economic development and poverty reduction
- 2) **Local Governance** – One of the key focus areas for MRRD is local governance rather than the more narrowly defined local government. As such, MRRD is concerned not only with the development of the formal institutional structures of the state and the legal and regulatory framework, but also with promoting a vibrant and dynamic civil society and the adoption of participatory, community based approaches in all that it does. MRRD believes that good governance, at the local level, is necessary to create the environment for the promotion of economic growth, self-reliance and development with equity and social justice. Implicit in this approach is the notion that economic growth can only benefit social development if effective policy choices are made, at both national and local levels
- 3) **Equitable Gender Development** – MRRD will achieve equitable gender development by using its comparative advantage in supporting development processes at the community level, to promote gender-balanced development. This will include a greater effort to ensure that women have access to community representation, while supporting improvements in the legal framework for gender equality and the promotion of gender sensitive development planning. MRRD also aims to reduce gender disparities and

¹ Three years period is based on MRRD Strategic Planning horizon that has commenced early 2006 and the process has gone through comprehensive consultations with stakeholders. .

enhance women's empowerment throughout the Ministry. Measures will include increasing the number of women staff at national and provincial levels as well as providing staff training on gender awareness.

- 4) **Programme Alignment** – At present MRRD has six national programmes² and each of these programmes has a specific technical focus as well as their own management and implementation arrangements. Collectively these programmes account for the vast majority of MRRD resources and activities. While these programmes have been successful, there is too much fragmentation and insufficient focus on building MRRD's capacity to operate as a unified and sustainable institution. The intent is to make the transition from disparate programme management into an integrated and unified ministerial management structure.
- 5) **Organisational Development** – The development of MRRD as an organisation is a crucial part of the ministry Strategic Intent. All other elements of the strategy are dependent on a parallel process through which MRRD develops the structure and capacity to be able to deliver its challenging strategic objectives.
- 6) **Partnerships** - It is impossible for MRRD to achieve its Vision, Mission or core strategy through independent action. Developing and nurturing effective partnerships is an important focus area for MRRD since the very success or failure of the organisation will depend on this process. Critical partnerships are those with other government ministries with a shared responsibility for rural development in the context of the interim Afghan National Development Strategy. Other key partnerships include those with the donor community and with the private and non-government sectors for service delivery. Most important is the partnership with rural communities through their representative bodies.

SECTION TWO: CONTEXTUAL ANALYSIS

Analysis of the Current State of the Sector

After more than a quarter century of conflict and repeated natural hazards, Afghanistan is one of the poorest countries in the world. Its human development indicators rank at or near the bottom among developing countries with extremely high levels of poverty and deprivation, especially among the rural population. Decades of chronic political instability have undermined the development of modern and democratic structures of governance, market and community. Years of conflict and subsequent neglect have left much of the country's rural infrastructure in a serious state of disrepair.

Although figures vary, the total rural population of Afghanistan is estimated by Central Statistics Office to be approximately 18.7 million. Of this, the National Risk and Vulnerability Assessment (NRVA) estimates that approximately 5.4million do not intake their basic dietary requirements, and approximately 2.5 million are affected annually by drought or are vulnerable to shocks caused by recurrent drought conditions each year.³ Access to safe drinking water, sanitation, social services and markets among the rural population is the lowest in the region and among the lowest in the world. For example, access to improved drinking water sources reaches approximately 60% of the country's population, however in rural areas access drops dramatically. Estimates suggest that 4 out of 5 Afghans in rural areas may be drinking contaminated water and only 10% of rural population have access to improved sanitation.⁴

Moreover, the transportation system in Afghanistan is in very poor condition. Where available, travel by road is exceedingly slow, uncomfortable and expensive due to the poor overall network condition. Indeed NRVA 2003 data indicates that almost 58% villages have limited (seasonal) or no access roads; thus further impeding accessibility of isolated populations to basic social and economic services.

² National Solidarity Programme (NSP), Rural Water and Sanitation Programme (RuWatSan), National Area Based Development Programme (NABDP), National Rural Access Programme (NRAP), Micro-finance Investment Support for Afghanistan (MISFA), National Surveillance System: Livelihoods based security and nutrition national surveillance system(NSS).

³ NRVA 2003; NRVA 2005

⁴ MDG Report, 2004

Historically formalized community participation in political decision-making or development planning has been limited or non-existent. Despite pro-democracy policies of the government since 1960s, any tradition of participatory decision-making has been concentrated among the urban elite, and has not extended to communities in rural areas.⁵ However, without improvements in people's livelihoods to address their economic, social and physical well-being, national solidarity, peace and security cannot be achieved. Thus interventions that address the multidimensional nature as well as the structural causes of poverty are required. These approaches include linking poverty reduction with sustainable economic development, good governance and community empowerment.⁶

Programmes directly targeting the needs of the rural population have shown to have positive impacts on the lives of rural communities. Through national programmes executed under the mandate of MRRD, a pro-poor and participatory, Comprehensive Rural Development (CRD) approach has been adopted, aimed at contributing to the sustainable reduction of poverty and improvement of livelihood in rural Afghanistan. In particular, MRRD's CRD approach aims to support community empowerment through the development of community institutions to articulate and address their needs and priorities while simultaneously enhancing the Government's ability to support community-based rural development in an integrated, inclusive and participatory manner.⁷

To address state building, local governance, and provide basic rural infrastructure for irrigation, drinking water, electrification, rural roads and schools, since 2003 the government has promoted nation-wide efforts to support local development and community empowerment through sector specific and multi-sectoral national rural development programmes.

2.3. Analysis of Key Strategic Elements and Processes in Past Programming that Contributed to Success

Over the past four years, MRRD and other government and non-governmental stakeholders involved in rural development have gained experience in the implementation of projects and programmes throughout the country. Through this experience good practices have been identified and mainstreamed into ongoing programming strategies in an effort to maximize their impacts in the field. A rapid analysis of experience to date has revealed several factors that significantly enhance the effectiveness of rural development activities and should therefore be considered essential elements of programme designs and implementation strategies in the future. Many of these factors have been adopted as core principles by the MRRD in the implementation of its projects, but they are worth mentioning for the sake of clarity and sharing good practices.

First, there is the need for sufficient flexibility in programme designs to adapt to the evolving security environment throughout the country. Although considerable progress has been made to extend government influence to many previously insecure areas, the security situation in some parts of the country remains in flux. Thus, many development programmes are at risk of being adversely affected by the uncertainty of the security situation. Flexibility in implementation strategies is therefore paramount to the success of rural development projects throughout the country. Many ongoing programmes including the National Solidarity Programme, National Rural Access Programme, National Area Based Development Programme, National Surveillance System and others have successfully adapted their implementation approaches or are currently reviewing them to maintain operations throughout the country.

For example, in the case of the Reintegration and Alternative Livelihoods (RAL) project (operating under the umbrella of NRAP) which provides classroom and on-the-job training to ex-combatants, demobilized officers and the rural poor from poppy growing areas, rural roads sub-projects are coordinated and overseen by a team of technical experts who provide daily, routine and periodic monitoring on road rehabilitation contracts in areas affected by the poppy eradication campaign. The RAL sub-projects are selected with the view to maximizing the socio-economic benefits of rural roads investments by targeting areas affected by poppy eradication. Consequently, RAL projects sites are often located in areas where

⁵ WP: From Subjects to Citizens, AREU, 2004

⁶ NSP Mid-term Evaluation Report

⁷ Annex C: Strategy Paper Working Group 6: Agriculture and the Rural Development Sector

there is opposition to the government and the presence of external influence is not always welcome. For this reason RAL has adopted an implementation strategy which maximizes the proportion of national project personnel to international personnel. Similarly, NSP is currently considering policies on how to maintain operations in uncertain conditions. Of particular concern is how to maintain continuity in the delivery of payments to and from Facilitating Partners, and ensure adequate safeguards are in place for Facilitating Partners in the field. One option under consideration is to enable Facilitating Partners to undertake their operations from district centres if the security situation requires it. Therefore, through the establishment of flexible approaches responsive to the operational context in target areas in the selection, implementation and monitoring of development projects MRRD and other partners are able to continue providing development assistance in less secure areas.

More importantly, the role of representative local bodies has been used effectively in insecure areas in an effort to ensure expansion and roll out of the development.

Similarly, strong financial planning and management systems are essential for the success of ongoing programmes. Over the past few years the Ministry of Finance, MRRD and other line ministries have strengthened their capacities to provide adequate and appropriate financial oversight and to effectively plan and implement complex development programmes. Although significant progress has been made, the need to dedicate resources and strengthen the capacity of individual programmes to effectively plan and deliver on their commitments will remain a priority for MRRD and the other Rural Development Working Group members for the coming period. Of particular priority is the need for strengthened coordination between donors, the Ministry of Finance, and the line ministries' Finance Departments. In the case of NSP, improved financial procedures will ensure that block grant replenishments and FP payments are received in a timely manner. To do so, a single unit with complete oversight of all NSP funding and expenditures, and with the authority to allocate funding as required in agreement with the NSP Management is planned to be established to prevent these delays in payments in future. Similarly, plans to establish comparable structures within the Programme Development and Coordination Unit of NRAP are in progress.

Since the launch of the National Development Framework (NDF) in 2002 there have been a number of successful programmes to provide rapid cash injections to needy families in rural areas through cash for work and food for work activities. However, the durability of such works projects has not always been high. Although the cost of developing quality and durable infrastructure is greater than employment oriented development projects, such investments have the potential to contribute to socio-economic development of target areas in the medium to long term whereas the benefits of labour intensive works projects are typically limited to the shorter term. For this reason, beginning in 1384 MRRD and MoPW under the National Emergency Employment Programme (NEEP) initiated its transition from an employment generation programme to a rural infrastructure development programme concentrating on the durability, connectivity and sustainability of its investments. Meanwhile NSP has prepared a detailed technical manual providing bill of quantities, scope of works, and cost database aimed at assisting in the preparation, approval, and monitoring of its sub-projects. The NSP manual covers all commonly selected projects, including drinking water, sanitation, roads, and irrigation systems, and all NSP facilitating partners and NSP staff have received training on the technical standards to facilitate the expeditious processing of proposals. Certainly combining the need for employment creation with the need for sustainable development investments is a challenge. Therefore it is essential that the sustainability and durability of development investments is a priority.

These factors, among others, have been identified as key contributors to the successes that have been achieved thus far and are seen as critical elements for future rural development initiatives in Afghanistan.

2.4. Analysis of Constraints, Restraints and Assumptions

A. Regulatory and Governance Environment

On 15 Hoot 1368 (6 March 1990) the Government of Afghanistan promulgated regulation number 23 through Official Gazette 711 guiding activities of the Ministry of Rural Rehabilitation and Development (MRRD) which serves as the primary legislation guiding MRRD's activities. Although in need of updating, regulation number 23 outlines the mandate, major responsibilities and structure of MRRD in 16

articles under four sections. Other regulatory documents providing policy and regulatory frameworks for activities in the rural development sector include several decrees and other legislation.

Full implementation of existing legislation will be difficult to achieve due to changes in the needs on the ground since the legislation was ratified and the evolving operating environment. Moreover, given these changes there is a need to improve and develop the legal framework governing the sector.

Community Development Councils (CDC) By-law rectified by the President in late 2006 is a significant step towards achieving the constitutional aim of elected councils at the national, provincial, district and village levels. The CDC by-law is critical to ensuring the future sustainability of CDCs after the cycle of support provided through the NSP. It provides CDCs with legal recognition and the subsequent authority to mobilize external resources on behalf of the communities they represent, as well as establishing the councils as the entry point for all village level development activities.

A rapid analysis of the documentation available suggests that the policy framework is more developed compared to the legal one. However, the mechanism for ongoing review, reform and further development of the policy framework should be supported and strengthened by all actors involved.

Within the Government's structure, the MRRD and the Attorney General's Office are the primary monitoring bodies for the implementation of and compliance with relevant legislation governing rural development. The Directorate of Audit and Control and Anti-Corruption Directorate also serve as independent monitoring bodies reporting directly to the President. Fiscal issues are monitored both by MRRD and Ministry of Finance.

Given the importance of compliance with the political framework in terms of making progress in the sector, greater efforts to raise awareness about current legislation and initiate dialogue on a legislative review is required. That said, discussions are underway to introduce changes to the current legislation and formulate a new legislation for the sector.

The operation and interlink of present mechanisms require a great deal of effort to ensure maximum participation. Thus, the process requires further coordination, synergy and resource sharing among the actors involved including Government, donors, UN, NGOs and communities.

B. Capacity Analysis:

MRRD's current human resources establishment is 2,129 positions with 905 positions in Kabul and 1,224 positions spread throughout the 34 provinces. The current establishment ratio is therefore 43% of MRRD positions in Kabul and 57% in the provinces. There are presently 845 positions filled within MRRD in Kabul and 1,138 positions filled in the provinces for a total of 1,983 positions filled, which represent 93% of MRRD establishment. Notwithstanding the current number of positions filled, MRRD has insufficient specialists and middle class managers to fill key positions. In the near future and in accordance with the Ministry's Strategic Intent, MRRD intends to redistribute positions amongst the provinces to achieve a ratio of 20% in Kabul and 80% in the provinces.

In addition to MRRD's new infrastructures in Kabul, the Ministry has infrastructures in all 34 provinces to achieve its mandate. The consultation capacity is effectively achieved through CDCs and DDAs throughout the country, with MRRD provincial departments playing a major role in the process.

However, this large span of control is not easily managed due to a lack of ICT resources and capability in the provinces. This shortfall has a considerable impact on the performance and the reporting of field level activities. MRRD has proven to be efficient in using financial resources to achieve its goals and expected results. However, lengthy processes to obtain financial resources sometimes lead to project cancellations or unnecessary delays.

C. Security Situation

Over recent months the security situation has deteriorated in several parts of the country mainly in the southern provinces as well as in the southeast. MRRD and other government agencies have not remained

unaffected by the security situation. Several MRRD staff members have received threats and warnings and some MRRD staff have even lost their lives in attacks or have been abducted by anti-government elements. In addition to the insurgency, criminal activities targeting offices and personnel of development agencies have also increased. As a result, implementing partners have begun considering revisions to their implementation strategies and organizational structures to reduce risks to their personnel in less secure areas.

The unstable security situation in certain parts of the country constitutes major obstacle to the implementation of development activities for all MRRD programmes. For example, community mobilization for development project implementation and the establishment of local participatory bodies such as CDCs, DDAs including the formulation of comprehensive development plans (DDPs, CDPs), have been affected by the unstable security situation. Similarly, survey and design of infrastructure projects, and the selection of contractors willing to work in high-risk areas, as well as the ability to provide adequate levels of technical monitoring of infrastructure development projects have also been adversely affected.

These constraints seriously affect the pace, cost and quality of development activities. Work stoppages, additional security requirements in volatile areas, and the ability to provide adequate and regular technical oversight and provide guidance to contractors all have an impact on the delivery capacity and cost of development programmes which must be acknowledged.

The adoption of a conceptualized approach to security related issues is considered essential. Experience has shown that involving local formal and informal structures can contribute to security enhancement, activity planning, implementing and monitoring of development activities.

SECTION THREE: STRATEGY

Overall Strategy for Achieving Expected Results

Contemporary global lessons in poverty reduction strategies have made it clear that successful development strategies have had two common characteristics. First, countries have initiated their own development by promoting good governance through launching reforms and building effective institutions. Secondly, they have generally promoted two pillars of development, namely promoting an enabling policy environment that supports a domestic environment for investment, productivity and job creation; and, at the same time ensuring the participation of the poor in decision-making. In other words, it's investing and empowering people to participate in growth.

These pillars embody processes to encourage innovation and entrepreneurship that will include all who can contribute to growth and development while simultaneously protecting those who cannot. Therefore, MRRD has adopted pro-poor Comprehensive Rural Development (CRD) approach to contribute to the sustainable reduction of poverty and improvement of livelihood in rural Afghanistan, based on:

- a. Communities empowered through community institutions to articulate and address their needs and priorities; and
- b. Government ability to support community based rural rehabilitation and development in an integrated, people focused, inclusive and participatory manner.

In line with the aforementioned approach, the overall strategy is to support the establishment of an integrated planning and implementation framework for a comprehensive (multi-sector, multi-level and multi-agency), coordinated, pro-poor and pro-growth approach to rural development.

The sector strategy for rural development for the period 1386 – 1388 is to extend basic infrastructure, human capital and local governance frameworks for improved rural well-being, thus creating conditions for rural populations to lift themselves out of poverty. MRRD undertakes all activities in collaboration and cooperation with other stakeholders, concentrating its efforts on the priority expected results and their respective strategy and objectives, as described below.

Rural Well-being - MRRD will improve the well-being of people in rural areas by providing basic infrastructure, strengthening the network of rural service providers and supporting self-help initiatives. MRRD will adopt a pro-poor and participatory approach that involves all stakeholders.

The overarching objectives towards improving rural well being are:

- Within the time frame of this strategy, programmes will be adjusted to respond to priority needs at all levels, in an integrated and well-coordinated and coherent manner.⁸
- MRRD will establish a mechanism for developing small, rural enterprises specifically targeting the creation of income generating activities for the poor.
- MRRD will carryout socio-economic assessments as the basis for economic regeneration strategies, providing the framework for integrated rural development planning at district, provincial and regional levels.
- MRRD will provide for the expansion of, sustainable provision of micro financial services across Afghanistan (taking into account the experience and learning from the MISFA programme).
- At least 26,400 additional⁹ community level projects in 10,000 communities will be undertaken through a participatory project identification and design process.
- MRRD will support the increased delivery, through an autonomous financial institution, of micro finance services, from 170,000 to 300,000 direct and indirect beneficiaries.
- The micro-finance sector will provide employment for 12,000 Afghans.
- MRRD will construct and or rehabilitate 5,660 kilometres of roads utilizing local, community labour wherever feasible (estimated as 26,740,000 labour days).
- MRRD will provide 67,000 water points for rural people.
- MRRD will provide water supply for 2,900 schools.
- MRRD will build 830,000 latrines.
- MRRD will construct 2,900 latrines for schools.
- MRRD will train 21,000 people as water pump attendants.
- MRRD will train 420 people as water pump mechanics.
- MRRD will provide hygiene education training for 1,200,000 households.
- MRRD will improve and extend the Participatory Planning Process within coordination committees, involving all stakeholders.
- Targeted MRRD activities will be undertaken to address the needs of Kuchi people and other vulnerable groups.
- MRRD will improve, refine and follow-up on policies and strategies for promoting rural well-being, through the analysis of the results and outcomes of project implementation and sector assessments

Local Governance - MRRD will support the establishment of democratically elected Community Development Councils (CDC), as the grass-roots tier of governance, and encourage their collaboration with District Development Assemblies (DDA), and Provincial Development Committees (PDC) in local planning and capacity building, across Afghanistan. The overarching objectives towards achieving Local Governance are:

- CDCs will be established throughout the country and legally recognized as the grassroots tier of local governance.
- District and provincial representative bodies (DDAs and PDCs) will be established and trained

⁸ Which may include alternative livelihoods, disbandment of illegal armed groups, returning refugees, and IDPs.

⁹ beyond those already undertaken as part of NSP roll-out.

to facilitate local level planning.

- The capacity of all CDCs, DDAs and PDCs will be further enhanced in the areas of needs identification, local resource mobilization, administration, finance, procurement, vocational skills, marketing and management.
- DDAs and PDCs will be enabled to formulate integrated rural development plans, participate in monitoring of project implementation and undertake periodic review of plans.
- An information system will be established to aggregate all DDA plans. This will allow significant movement towards establishing a flow of information for the incorporation of local experience into wider provincial and national plans.
- MRRD will follow-up on policies and strategies for promoting local governance, through analysis of results and outcomes of project implementation.

Equitable Gender Development - In collaboration and co-operation with other agencies, MRRD will develop models of good practice in gender equity, particularly at the level of the community by increasing the overall number and capacity of women within the Ministry.

The overarching objectives towards achieving equitable gender development:

- Female empowerment in local governance at the CDC level will increase from approximately 15% to at least 35% (whether on the basis of mixed or male and female CDCs).
- An enabling climate will be established whereby women have a greater role in all project related activities.
- The overall number of participants in all MRRD supported skills development activities and empowerment programmes (at the community level), will comprise of at least 50% women (whether provided by MRRD or partner agencies).
- The proportion of total MRRD staff (including programme staff) that are women will increase from approximately 8% to at least 35%.
- Mainstream gender equity into all programmes and projects.
- MRRD will monitor the policies and strategies for gender balanced development, through analysis of results and outcomes of project implementation.

Programmes Alignment - Programmes absorbed and consolidated into a unified, capable and efficient MRRD. The overarching objectives towards achieving Programmes alignments are:

- MRRD will coordinate all programme plans and reports, and efficiently manage programmes at central and provincial levels, with all PMUs through the Department of Planning.
- An efficient integrated system of monitoring all implementation activities will be operational at the provincial and central levels.
- MRRD will develop a common policy/strategy framework, to unify programmes and activities throughout the ministry.
- MRRD will develop its own core, financed programmes for the period 1388 -1390 with funding agreed by a consortium of donors and government.

Organisational Development - MRRD will be transformed into a participatory, decentralised organisation, which is responsive to needs at national and provincial levels, with a focus on policy, contracting and regulation of service providers and integrated programme management.

The overarching objectives towards achieving the organisational development:

- MRRD Management will be competent, capable and confident.
- A Human Resource Management function will be operational in MRRD.
- MRRD structure, staffing and capacity will be well matched to organisational purpose and

needs.

- MRRD will establish standard operating procedures, systems and a documented and stable way of carrying out its functions. This will form the foundation for the organisational MIS and will preserve investments in IT.
- A clear and effective division of functions between Central departments and PRRDDs (Provincial Rural Rehabilitation & Development Departments) will be established through agreed guidelines.
- An MRRD Policy Unit will be established, as part of the AIRD employing mainly MRRD staff and providing high quality policy support in partnership with external agencies and advisers where necessary.
- A system will be in place, led by a Central Human Resource Department to manage the role of advisers as part of an integrated approach to human resource development for Ministry staff.
- An MRRD Training and Research Centre will be established through the AIRD
- The capacity of PRRDDs will be established to include: transport, adequate office, meeting and training accommodation, internet and email and, most importantly, sufficient numbers of technically competent staff.
- Mechanisms will be set in place to ensure that all MRRD staff remains both people and field focussed.¹⁰
- As part of the programme exit strategies, the Technical Support Units (TSU) established in each of the seven regions in 1384 will be incorporated into their respective PRRDDs, whereby PRRDDs will then oversee those functions.¹¹

Partnerships for development - MRRD will develop and strengthen partnership arrangements with all stake-holders (Government, UN Agencies, NGOs, Donors, Private Sector, other International Organisations and Communities) for: the identification of needs; the formulation of shared development objectives; participatory planning; funding; implementation; monitoring and evaluation. The overarching objectives towards achieving partnership for development are:

- There will be agreement amongst relevant line Ministries to maximize resources, information and functions in relation to policy analysis, research programme planning and monitoring in respect to the ANDS process.
- MRRD will undertake joint activities with all relevant government ministries, including among others the Ministries of Counter Narcotics, Finance, Economy, Public Works, Agriculture, Health, Justice, Education, Energy and Water Resources, Refugees and Returnees, Tribal Affairs, the National Environmental Agency, Women's Affairs and Coordinating office of the ANDS.
- MRRD will have established an information system that collects and disseminates information about poverty and vulnerability issues to all relevant stake-holders.
- A standard framework¹² will be in use for community level project identification, participatory planning and shared contribution of resources that incorporates best practice and learning derived from the accumulated experience of MRRD and facilitating partners.
- The responsibility to provide advisory and technical support as the core role of MRRD in the partnership with communities will be enshrined in standard organisational practices and

¹⁰ These may include: frequent field visits (proportion of time spent in field monitoring and is an element of the staff performance assessment process with benchmarks set for all grades), use of mass media, innovative use of Information and Communications Technology, scheduled consultation with CDC representatives, conferences and meetings, needs assessment workshops, monitoring reports, etc.

¹¹ The priority for TSUs over 3 years must therefore be capacity development and gradual transfer of functions to Provincial offices.

¹² With regional variation where appropriate

procedures.

- MRRD will have written and implemented contracting and procurement procedures that are in line with existing guidelines and laws.
- The proposal for an Afghanistan Institute for Rural Development will be reviewed and if agreed, the AIRD will be established with the function of building capacity in rural development amongst MRRD and other ministries, as well as with NGOs, UN agencies and other partners both within Kabul and the provinces.
- Through a defined policy, MRRD will support the ongoing development of the IANDS and the development of full ANDS
- Funding partners will have endorsed the next MRRD Strategic Intent and agreed to joint financing, implementation and monitoring arrangements.

In order to maximize impact at the rural level, the Working Group will leverage six main rural development programmes in sectors where the most urgent needs have been identified. Further measures are being taken to develop new programmes aimed at addressing identified gaps in rural non-farm development on a sector basis.

SECTION FOUR: PROGRAMMING

Each of the ongoing programmes in support of the Rural Development Benchmark are aimed at targeting specific needs and adopt capacity building and consultative decision-making processes as fundamental principles of their implementation strategies.

- 4.1.** The **National Solidarity Programme (NSP)** is widely recognized as the flagship programme for rural development and democratic governance in Afghanistan. The NSP aims to lay the foundation for community-level good governance and support community-managed development projects that improved rural communities' access to social and productive infrastructure and services. NSP intends to do so through the implementation of 3 main service lines: (a) local governance, (b) community empowerment, and (c) infrastructure support.

Through its local governance service line, NSP supports the establishment of representative, community-based decision-making structures known as Community Development Councils (CDCs) and facilitates the implementation of democratic processes to elect representatives to the CDCs in villages nation-wide. Following from the election of community representatives to the CDCs, NSP's community empowerment activities are aimed at supporting the adoption of participatory systems of decision-making and prioritization of community development needs through the development of Community Development Plans. Finally, as a measure to further entrench these newly introduced processes into village life, under the infrastructure support services line, NSP provides a facility for supporting the implementation of community identified development priority projects, and providing a mechanism for applying management and governance skills acquired through targeted training to CDC members.

As follow-up projects for NSP, MRRD and JICA are implementing 2 projects in order to strengthen the CDCs, FPs, and MRRD for sustainable development. One is **JICA Support Programme for Reintegration of Refugees and Community Development in Kandahar (JSPR)**, which is implementing community development projects in 10 villages and providing training to CDCs, local FPs, RRD Kandahar, and CLD Department of MRRD. Also, JSPR will provide rural skill promotion project to all clusters of the Dand District. **Inter-communal Rural Development Project (IRDP)** is implementing community development projects to a 19 clusters of CDCs (a total of 86 CDCs) in Kandahar, Bamiyan, and Balkh.

- 4.2. In contrast to the community focused governance objectives of NSP, the **National Area Based Development Programme (NABDP)** targets sub-national development and governance structures and aims to support the sustainable reduction of poverty and improvement of livelihoods in rural Afghanistan with communities empowered to articulate and address their needs and priorities, and the Government to support rural rehabilitation and development in an integrated, people-focused, inclusive and participatory manner. This is carried out through the implementation of four main service lines: institutional development, community empowerment, implementation support and economic regeneration.

Under the institutional development service line, NABDP aims to enhance institutional capacity and technical capabilities within MRRD to fulfill its mandate to promote rural regeneration and improve livelihoods. Through its community empowerment activities NABDP facilitates the establishment of participatory and consultative mechanisms at the Provincial and District level to ensure grassroots engagement in integrated rural development planning and implementation processes. As a follow on to its community empowerment activities, the programme provides technical support to MRRD to develop its capacity for project implementation; the mobilization of private and public resources; collaboration with other ministries, development partners and communities to manage integrated rural development projects as well as specific projects designed to support national initiatives. Finally, through its economic regeneration service line NABDP aims to identify and support viable interventions for economic investment, poverty reduction and livelihood improvements and the implementation of comprehensive regional rural economic regeneration strategies.

- 4.3. While both NSP and NABDP provide facilities for implementing rural development projects in a wide range of sectors as identified through consultative processes, the **National Rural Access Programme (NRAP)**, and the **Rural Water Supply and Sanitation Programme (RuWatSan)** have adopted sector specific approaches which are designed to provide maximum coverage nation-wide on larger scale infrastructure development sub-projects, while simultaneously ensuring the sustainability of these projects through the introduction and application of minimum technical standards in their respective sectors. Both programmes have also established mechanisms to ensure that decision-making regarding sub-project selection is consultative and activities do not overlap with those undertaken by other development activities in their respective sectors.

The **Rural Water Supply and Sanitation Programme (RuWatSan)** aims to enhance health by reducing death and disease through waterborne diseases allowing individuals to fully participate and strengthen their livelihood strategies, through the provision of sustainable access to potable water sources and sanitation facilities and improve public hygiene and environmental sanitation in rural communities. In addition, the RuWatSan programme seeks to strengthen the capacity of rural communities for service delivery, operation and maintenance and the sustainable use of water supply and sanitation facilities.

This is carried out through the construction of water or sanitation facilities packaged with community mobilization, health and hygiene education as well as the repair and maintenance training to maximize health benefits and ensure sustainability. Direct implementation is carried out by Facilitating partners (NGOs and the private sector) with regulatory guidance and oversight from MRRD.

On the other hand, the **National Rural Access Programme (NRAP)**, formerly known as the National Emergency Employment Programme (NEEP), concentrates on the reconstruction/rehabilitation of key rural access infrastructure nation-wide. The overall development objective of NRAP is to enhance human security and promote equitable economic growth by ensuring year-round access to basic services and facilities in rural Afghanistan by promoting local productive capacity, through a private sector led development of physical rural access infrastructure and employment creation for the rural poor. Specifically NRAP seeks to rehabilitate, reconstruct and maintain essential rural access infrastructure using appropriate labour-based approaches, thereby creating short-term employment opportunities for the rural poor nation-wide.

In addition to restoring the rural access infrastructure, NRAP also seeks to build local capacity and create short-term employment opportunities for the rural poor through the application of community-based contracting where appropriate.

- 4.4. On a regional level, the **Integrated Community Development in Northern Afghanistan (ICDN)** project concentrates on multi-sector development in two Northern provinces of Balkh and Samangan. The overall aim of ICDN is to enhance the living standards of the rural communities through social and economic development. This is carried out through the strengthening of local governance, community empowerment and support for community managed projects to the Community Development Councils (CDCs) who have completed their NSP projects.

Underlying principles in promoting local governance and community empowerment are women's increased participation in local governance and ensuring that poverty reduction and economic development is targeted equally towards men and women.

The expected outputs of this project include:

- ◆ An increased number of trained MRRD, Provincial RRD and NGO staff in project management;
- ◆ 40 mature CDCs successfully implementing projects through direct block grants disbursement
- ◆ Strengthening of local governance amongst the rural communities in two provinces

Under the ICDN project and in coordination with MISFA and MFIs in the area, a micro-credit component of this project will enhance the availability of credit on the basis of savings for making investments. Targeting loans to the poorest with equitable access of women to financial services will have the greatest impact on reducing their poverty. Loans will be available for both farm and non-farm activities.

- 4.5. The **Microfinance Investment Support Facility for Afghanistan (MISFA)**, programme serves as a multi-donor wholesale financial intermediary for the microfinance sector as well as assisting in the institutional development of microfinance institutions and aims to establish wide and deep credit and savings outreach for the urban and rural poor to enhance livelihoods and economic opportunities nation-wide. It intends to establish self-sustaining microfinance institutions that provide financial services and skills in basic aspects of financial management while simultaneously providing capacity building for the sector to enable institutions to be governed and managed by Afghans.

MISFA's micro-credit activities are implemented through 12 Micro-finance Institution(MFI) which are composed of credit unions, NGOs and banks. MISFA focuses on providing financial. Beginning as national or international NGOs, these MFIS eventually breakaway from their parent organizations and become self-sustaining Afghan micro finance services providers. By and large, MISFA focuses on providing services to vulnerable groups such as women, the disabled and the working poor by providing credit. Generally loans range from \$100 to \$700 with repayment periods of anywhere from 3 to 12 months.

- 4.6. MRRD is in the preliminary stages of designing a nationwide Rural Enterprise Development Programme (REDP) through which it will support rural small and medium scale enterprises. The main focus of the REDP will be to reduce unemployment and under-employment in rural Afghanistan, which has been the major cause of poverty and opium cultivation. To create employment opportunity for rural population, the development of micro, small and medium scale enterprises is essential. The private sector is the vehicle of the economic development and the government's role is to create enabling environment for the private sector development. As the initial stage of the rural enterprise development, the foundations of the sector development will be established. At this stage key activities will include policy and regulatory framework development as well as establishment of support centres in all provinces.

4.7. National Surveillance System (NSS)

The National Surveillance System was designed in 2003 (1382) to develop methodologies and institutional arrangements to ensure effective collection of data and delivery of analytical products. The first phase of NSS was implemented from September 2003 (1382) to February 2005 (1384). Building on achievements made during first phase, the second phase of NSS started in March 2005 (1384) with an expanded scope of activities and greater collaboration with other government institutions, such as the Central Statistics Office (CSO). NSS is funded by European Commission.

4.8. Emergency Humanitarian Response Initiatives

Afghanistan continues to be a disaster prone country, with more than 70% of the inhabited area of the country susceptible to various natural disasters, including earthquakes, droughts, floods, landslides, avalanches and extreme winter conditions. These frequent natural disasters exacerbate poverty, increase vulnerability, diminish income generating opportunities and contribute to the poor state of infrastructure. In short, the national disasters afflicting Afghanistan serve as an obstacle to its development and progress. Without prompt and appropriate responses, these natural and man-made disasters impoverish the livelihoods of Afghan communities.

The goals for EHRI are to enhance human security through support to the poorest and most vulnerable people in Afghanistan to mitigate shocks in the event of natural disasters that may affect their lives and livelihoods, through direct provision of assistance to people who are unable to help themselves.

4.9. Afghanistan Institute of Rural Development (AIRD)

As MRRD and Afghanistan as a whole, is transitioning from the initial phase of emergency relief and emergency reconstruction, many experts within the Government of Afghanistan and in the international community have come to the common understanding that to build on the initial successes and to carry out future rural development activities in a sustainable and rational manner, a knowledge-based mechanism is required so as to build policy development, program design and implementation on continuous research, analysis and training, as well as coordination of research and training in the field of rural development. The concept of an institute for rural development (AIRD), therefore, was initially conceived approximately two years ago. The formal establishment of AIRD came after numerous discussions on the need for and the nature of such an institute, commissioning of five Concept Papers, and wide range of consultations with stakeholders. In March 2006, a team of experts was tasked to lead the process of transforming the concept of an institute into reality. On 11 June, 2006, through a Directive issued by the Minister the Afghanistan Institute of Rural Development (AIRD) was formally established. Based on the Minister's original vision, work began on developing the two main arms of the institute, namely, Policy Research and Education & Training, as well as its administrative structure and governance details.

SECTION FIVE: ROLE ANALYSIS

Rural development as a multi-sectoral and pluralistic approach requires strong partnership with local communities, national and international organizations, donors and government offices in different levels. The key principles of partnership for MRRD are: trust and mutual respect between partners; mutual understanding & interest; agreed standards, goals and expectations; clarity about the role and contribution of all partners; shared information and resources; coordination and joint decision making; transparency and accountability; constructive self-criticism; technology sharing/transfer; and joint needs assessment, monitoring, learning and review processes.

Through these diverse principles MRRD intends to pursue a partnership relationship with its stakeholders in five categories. This relationship helps MRRD to achieve the Afghanistan's Compact targets for comprehensive rural development and achieve the strategic objectives of improving rural well-being, promoting local governance, promoting gender inclusion, increasing programme alignment, improving organization development and improving partnership development.

- 5.1 Government Ministries:** MRRD shares resources, information and functions with other ministries in the areas of policy analysis, research, programme planning, monitoring as they pertain to the ANDS process. MRRD has undertaken joint activities, planning, programming and review with relevant ministries. The aim of partnership with government is to further strengthen collaboration for coordination of policy and programming at the national level.
- 5.2 Bilateral and Multilateral Donors:** MRRD has received strong support from many donors in the form of funding, personnel secondment, training, and consultancy in the last four years. Major contributors to NSP are: World Bank, EC, CIDA, DfID, USAID, Denmark, Japan, and Norway. Similarly, other national programmes also receive support from major donors as well. The European Commission has fully funded NSS and various other donors have funded MRRD regional programmes. MRRD will continue collaboration and constructive consultation with donors to transition from an operational partnership towards a strategic partnership. The aim of a strategic alliance /partnership is to build long-term relationships in order to achieve the Afghan Compact benchmarks for comprehensive rural development.
- 5.3 United Nations Agency:** UN agencies provide technical and financial support to MRRD mainly in the areas of improving local governance through National Area Based Development Program (UNDP), Rural Water and Sanitation (UNICEF), returnee reintegration (UNHCR) and Emergency response and mitigation (WFP). UNOP is the implementing partner of the Rural Access Programme.
- 5.4 Civil Society Organizations (I /NGOs, Local Development Institutions):** MRRD has been channeling its financial support to local communities through national and international non-governmental organizations. The NGOs work as facilitating partners of MRRD in promoting local governance and political decentralization through the formation and strengthening of local development institutions (CDCs) at the village. CDCs became a legal local governance body after ratification of the by-law by Council of Ministers in the late 2006. Legal recognition of CDCs established the councils as entry point for all village level development activities and gave the councils the authority to mobilize external resources on the behalf of community they represent. These local institutions will gradually take the role of NGOs in the planning, implementing, monitoring and review of development projects. The capacity of DDAs and PDCs will be further improved through the formulation of district development plans, the periodic review of district plans and the monitoring of programmes in their representative areas. The possibility of transitioning from a project partnership to an operational and strategic partnership with CDCs, DDAs, PDCs has been in place through implementation of the NSP and NABDP programmes.
- 5.5 Private Sector, Academic Institutions:** MRRD has expanded its collaboration with local and international private sector firms in building infrastructure and creating micro-finance investment projects. International academic institutes/universities in India, Iran, and the United Kingdom have collaborated to establish the AIRD and increase the capacity of MRRD staff. The AIRD will collaborate with national academic institutions, provincial universities, in the areas of joint training, policy research and the development of programmes of study concentrating on rural development.
- 5.6** The responsibility of stakeholders is dependent upon their roles and agreements with MRRD. Stakeholder responsibility and their relationship with the Ministry can be classified by the following partnership types:
- a. Sub-contractors:** MRRD has a contractual relationship with construction companies and most recently with CDCs and DDAs for community enacted rapid impact projects. MRRD has selected potential companies through a formal bidding process and then closely monitors the contracted work.
 - b. Project Partnership:** MRRD has signed both short-term and long term (NSP) project agreements with many international and national NGOs. The NGOs have been working as facilitating partners (FP) of MRRD and implement projects in close consultation with CDCs. MRRD recognizes that both the international and national NGOs cease to function in a given village or

district upon project completion and that the critical strategic partnership, from a development perspective, will remain with the grassroots institutions.

- c. Operational Alliance:* Collaboration with stakeholders, both inside and outside the government, to achieve rural development objectives at the national level is critical to enhancing rural livelihoods. MRRD has been working as a partner to many bilateral and multilateral donors for national rural development programs. These partnerships have been strengthened by the involvement of the institutions and the technical support from other government ministries.
- d. Strategic partnership:* MRRD is in the process of shifting from an operational partnership to strategic partnership with donors. The purpose is to enhance collaboration and synergy with all stakeholders to ensure efficient and effective resource allocation, programme prioritization, and the achievement of the development goals of the Afghan Compact.

5.7 MRRD stresses the importance of community's role at all stages of partnership. Despite the fact that the partnership will promote political decentralization in the long run, there is more safety in implementing projects through the local community in areas affected by insurgency.

SECTION SIX: PRIORITIZATION OF PROJECTS FOR 1386 BUDGET

Priority 1 Group (list projects in order of priority)	Budget Million USD	Priority 2 Group (list projects in order of priority)	Budget Million USD	Priority 3 Group (list projects in order of priority)	Budget	Priority 4 Group (list projects in order of priority)	Budget
Programme/project 1 – NSP	255.47	Programme/project 1 – ADB ICDNA	2.06	Programme/project 1 –		Programme/project 1 –	
Programme/project 2 – NRAP	80	Programme/project 2 – Rural Enterprise	6	Programme/Project 2 –		Programme/Project 2 –	
Programme/project 3 – RuWatSan	40.6	Programme/project 3 – Emergency Response	4	Programme/Project 3 –		Programme/Project 3 –	
Programme/project 4 – NABDP	67	Programme/project 4 – Rural Electrification	TBA	Programme/Project 4 –		Programme/Project 4 –	
Programme/project 5 – MISFA	59.65	Programme/Project 5 – AIRD	1	Programme/Project 5 –		Programme/Project 5 –	
Programme/project 6 – NSS	1.4	Programme/Project 6 –		Programme/Project 6 –		Programme/Project 6 –	

SECTION SEVEN: MONITORING AND EVALUATION

Performance Monitoring Plan for 1386-1388

Inputs (for 1386)	Expected results	Year 1386		Year 1387		Year 1388	
		Planned	Actual	Planned	Actual	Planned	Actual
MRRD Core Budget: NSP Core budget: USD255,680,000; NRAP Core budget: USD81,050,000; WatSan Core Budget: USD30,530,000; NABDP External Budget: USD64,760,000.	Outcome 1 – Improved Rural Well-being	8,400 additional projects in 3,000 communities implemented. 2,000 km of roads are constructed or rehabilitated resulting in 9,000,000 labour days through utilization of local community labour. 100,000 disadvantaged direct and indirect beneficiaries having access to micro financial services. 4,000 Afghans are employed in micro-finance sector. 23,000 water points provided for rural people. Water supply provided to 1,000 schools. 280,000 latrines built. 1,000 latrines for		9,000 additional projects in 3,500 communities implemented. 2,000 km of roads are constructed or rehabilitated resulting in 9,000,000 labour days through utilization of local community labour. 100,000 disadvantaged direct and indirect beneficiaries having access to micro financial services. 4,000 Afghans are employed in micro-finance sector. 23,000 water points provided for rural people. Water supply provided to 1,000 schools. 280,000 latrines built. 1,000 latrines for		9,000 additional projects in 3,500 communities implemented. 1,660 km of roads are constructed or rehabilitated resulting in 8,740,000 labour days through utilization of local community labour. 100,000 disadvantaged direct and indirect beneficiaries having access to micro financial services. 4,000 Afghans are employed in micro-finance sector. 21,000 water points provided for rural people. Water supply provided to 900 schools. 270,000 latrines built. 900 latrines for	

Inputs (for 1386)	Expected results	Year 1386		Year 1387		Year 1388	
		Planned	Actual	Planned	Actual	Planned	Actual
		schools built. 7,000 people trained as water pump attendants. 140 people trained as water pump mechanics. 400,000 households attended hygiene education training.		schools built. 7,000 people trained as water pump attendants. 140 people trained as water pump mechanics. 400,000 households attended hygiene education training.		schools built. 7,000 people trained as water pump attendants. 140 people trained as water pump mechanics. 400,000 households attended hygiene education training.	
	Outcome 2 – Functional Local Governance	# of CDCs established and legally recognized. At least 30 DDAs established and trained to facilitate local planning. 12 PDCs established and trained to facilitate provincial planning. At least 30 of integrated rural development plans enabled by DDAs and PDCs.		# of CDCs established and legally recognized. At least 30 DDAs established and trained to facilitate local planning. 8 PDCs established and trained to facilitate provincial planning. At least 30 of integrated rural development plans enabled by DDAs and PDCs.		# of CDCs established and legally recognized. At least 30 DDAs established and trained to facilitate local planning. 2 PDCs established and trained to facilitate provincial planning. At least 30 of integrated rural development plans enabled by DDAs and PDCs.	
	Outcome 3 – Gender Balanced Development	Increase of females' number in CDCs from 15% to at least 20%. Increase of females' number among promoted MRRD		Increase of females' number in CDCs from 15% to at least 30%. Increase of females' number among promoted MRRD		Increase of females' number in CDCs from 15% to at least 35%. Increase of females' number among promoted MRRD	

Inputs (for 1386)	Expected results	Year 1386		Year 1387		Year 1388	
		Planned	Actual	Planned	Actual	Planned	Actual
		staff from 8% to at least 20%.		staff from 8% to at least 30%.		staff from 8% to at least 35%.	
	Outcome 4 – Programmes Alignment is in Place	Integrated system of monitoring is operational at central level. # of MRRD own programs and amount of money raised to implement those ones.		Integrated system of monitoring is operational at 17 provinces. # of MRRD own programs and amount of money raised to implement those ones.		Integrated system of monitoring is operational at 17 provinces. # of MRRD own programs and amount of money raised to implement those ones.	
	Outcome 5 – Enhanced Organisational Development	New MRRD functions, structure, and HRD plan approved by leadership. # of MRRD managers with improved performance evaluation scores. # of departments with improved ToRs, key functions and structures, and systems. # of operational manuals in Dari approved. A ratio of positions in Kabul vs. provinces – 40:60% (the baseline ratio is 43:57%).		# of MRRD managers with improved performance evaluation scores. # of departments with improved ToRs, key functions and structures, and systems. # of operational manuals in Dari approved. A ratio of positions in Kabul vs. provinces – 30:70% (the baseline ratio is 43:57%). # of policy documents developed and accepted by practitioners.		# of MRRD managers with improved performance evaluation scores. # of departments with improved ToRs, key functions and structures, and systems. # of operational manuals in Dari approved. A ratio of positions in Kabul vs. provinces – 20:80% (the baseline ratio is 43:57%). # of policy documents developed and accepted by practitioners.	

Inputs (for 1386)	Expected results	Year 1386		Year 1387		Year 1388	
		Planned	Actual	Planned	Actual	Planned	Actual
		# of policy documents developed and accepted by practitioners. # of trainings delivered by the centre. # of trainees trained by the centre.		# of trainings delivered by the centre. # of trainees trained by the centre.		# of trainings delivered by the centre. # of trainees trained by the centre.	
	Outcome 6 – Established Partnership	# MoUs signed and enforced between the line ministries. Poverty data information system is operational. Standard framework approved and enforced. Contracting and Procurement procedures drafted, approved, and enforced. # of MRRD and other line ministries staff attended AIRD capacity building interventions. # of recommended and accepted amendments to modify the funding		# of MRRD and other line ministries staff attended AIRD capacity building interventions. # of recommended and accepted amendments to modify the funding partners implementation strategies to support MRRD SI.		# of MRRD and other line ministries staff attended AIRD capacity building interventions. # of recommended and accepted amendments to modify the funding partners implementation strategies to support MRRD SI.	

Inputs (for 1386)	Expected results	Year 1386		Year 1387		Year 1388	
		Planned	Actual	Planned	Actual	Planned	Actual
		partners implementation strategies to support MRRD SI.					
	Outcome 7 – Advanced Rural Enterprise Development	25 small, rural enterprises established, functional and profitable. 7,000 man-days employment generated.		25 small, rural enterprises established, functional and profitable. 7,000 man-days employment generated.		25 small, rural enterprises established, functional and profitable. 7,000 man-days employment generated.	
	Outcome 8 – Improved Rural Electrification	# of villages connected to local electrical facilities.		# of villages connected to local electrical facilities.		# of villages connected to local electrical facilities.	

For evaluation purposes MRRD will use five evaluation questions:

1. Relevance – Were/are the MRRD programmes a good idea given the situation needing improvement? Do those deal with target groups' priorities? Why or why not?
2. Effectiveness – Have the planned goal and component objectives, outputs, and activities been achieved? Why or why not?
3. Efficiency – Were inputs (resources and time) used in the best possible way to achieve outcomes? Why and why not? What could be done differently to improve implementation, thereby maximizing impact, at an acceptable and sustainable cost?
4. Impact – to what extent has the MRRD programmes contributed towards its longer-term goal? Why or why not? What unanticipated positive or negative consequences did those programmes have? Why did they arise? To what extent the programmes contributed towards poverty reduction or ANDS goals?
5. Sustainability – will there be continued positive impacts as a result of the programmes once those have finished? Why or why not?

Log Frame Annex**Ministry Sector Strategy LOG Framework Analysis (LFA)**

Strategic Goal To ensure the social, economic and political well-being of rural communities, especially poor and vulnerable people, through the provision of basic services, strengthening local governance and promoting sustainable livelihoods free from a dependency on illicit poppy cultivation.			
Objectives	Expected Results	Indicators	Risk
	Impact - the basic infrastructure, human capital and governance framework established and is functional to improve rural wellbeing, enabling marginalized and vulnerable people to take themselves out of poverty.	Percentage of rural population under poverty line.	The security situation may continue to deteriorate in the southern provinces. Corruption may slow down and even stop successful development.
<p>MRRD:</p> <ol style="list-style-type: none"> To adjust programmes to respond to priority needs at all levels, in an integrated and well-coordinated and coherent manner. To support the expansion of sustainable provision of micro financial services. <p>Project 1 – NSP:</p> <ol style="list-style-type: none"> To lay the foundation for community-level good governance. To support community managed development projects. <p>Project 2 – NABDP:</p> <ol style="list-style-type: none"> To support the sustainable reduction of poverty and improvement of livelihoods in rural area with communities empowered to articulate and address their needs and priorities and Government to support rural rehabilitation and development in integrated, people-focused, inclusive and participatory manner. 	Outcome 1 – Improved Rural Well-being	<p>26,400 additional projects in 10,000 communities implemented.</p> <p>5,660 km of roads are constructed or rehabilitated resulting in 26,740,000 labour days through utilization of local community labour.</p> <p>300,000 disadvantaged direct and indirect beneficiaries having access to micro financial services.</p> <p>12,000 Afghans are employed in micro-finance sector.</p> <p>67,000 water points provided for rural people.</p> <p>Water supply provided to 2,900 schools.</p>	<p>Local warlords may interfere into project implementation process and may jeopardize implementation of some Project Cycle stages (survey, monitoring and evaluation).</p> <p>Contractors may prefer to use high tech equipment for project implementation vs. utilizing manual labour intensive approaches.</p> <p>Weather conditions may affect agriculture production process and jeopardize re-payment by borrowers.</p> <p>*The most vulnerable households needs won't be correctly met.</p>

Strategic Goal			
To ensure the social, economic and political well-being of rural communities, especially poor and vulnerable people, through the provision of basic services, strengthening local governance and promoting sustainable livelihoods free from a dependency on illicit poppy cultivation.			
Objectives	Expected Results	Indicators	Risk
<p>Project 3 – NRAP: 1. To enhance human security and promote equitable economic growth by ensuring year-round access to basic services and facilities in rural area.</p> <p>Project 4 – MISFA: 1. To establish self-sustaining microfinance institutions that provides financial services and skills in basic aspects of financial management. 2. To provide capacity building for the sector to enable institutions to be governed and managed by Afghans.</p> <p>Project 5 – RuWatSan: 1. To enhance health by reducing death and disease through waterborne diseases allowing individuals to fully participate and strengthen their livelihood strategies, through the provision of sustainable access to potable water sources and sanitation facilities and improve public hygiene and environmental sanitation in rural communities.</p>		<p>830,000 latrines built. 2,900 latrines for schools built. 21,000 people trained as water pump attendants. 420 people trained as water pump mechanics. 1,200,000 households attended hygiene education training.</p>	
<p>MRRD: 1. To follow up on policies and strategies for promoting local governance, through analysis of results and outcomes of project implementation.</p> <p>Project 1 – NSP: 1. To establish, train and legalize CDCs throughout the country. 2. Enhance capacity of CDCs in the areas of needs identification, local resource</p>	Outcome 2 – Functional Local Governance	<p># of CDCs established and legally recognized. At least 90 DDAs established and trained to facilitate local planning. 34 PDCs established and trained to facilitate provincial planning. # of integrated rural development plans enabled</p>	<p>Community priorities may prevail over district and provincial ones during district and provincial planning. *Communities expectations raised during a consultation process won't be properly met by Government.</p>

<p>Strategic Goal</p> <p>To ensure the social, economic and political well-being of rural communities, especially poor and vulnerable people, through the provision of basic services, strengthening local governance and promoting sustainable livelihoods free from a dependency on illicit poppy cultivation.</p>			
Objectives	Expected Results	Indicators	Risk
<p>mobilization, administration, finance, procurement, vocational skills, marketing and management..</p> <p>Project 2 – NABDP and MRRD:</p> <ol style="list-style-type: none"> 1. To establish and train local representative bodies (DDAs and PDCs) to facilitate local level planning. 2. To enhance capacity of DDAs and PDCs in the areas of needs identification, local resource mobilization, administration, finance, procurement, vocational skills, marketing and management. 3. To establish an information system to aggregate all DDA plans. 		<p>by DDAs and PDCs.</p>	
<p>MRRD:</p> <ol style="list-style-type: none"> 1. To ensure that overall number of participants in all MRRD or partner agencies supported skills development activities and empowerment programmes (at community level), will comprise of at least 50%. 2. To increase share of females among promoted MRRD staff. 3. To mainstream gender equity into all programmes and projects. 4. To monitor the policies and strategies for gender balanced development, through analysis of results and outcomes of project implementation. <p>Project 1 – NSP:</p> <ol style="list-style-type: none"> 1. Empower females in local governance at CDC level. 	<p>Outcome 3 – Gender Balanced Development</p>	<p>Increase the number of females in CDCs from 15% to at least 35%.</p> <p>Increase the number of females among MRRD staff from 8% to at least 35%.</p>	<p>The confusion between gender balanced developments approach versus women empowerment one may cause additional issues in Afghanistan context.</p>

Strategic Goal			
To ensure the social, economic and political well-being of rural communities, especially poor and vulnerable people, through the provision of basic services, strengthening local governance and promoting sustainable livelihoods free from a dependency on illicit poppy cultivation.			
Objectives	Expected Results	Indicators	Risk
MRRD: 1. To coordinate all programmes plans and reports, and efficiently manage programmes at central and provincial levels, with all PMUs through the Department of Planning. 2. To develop a common policy/strategy framework, to unify programmes and activities throughout the ministry. 3. To develop its own core, financed programmes for 1388-1390 with funding agreed by a consortium of donors and government.	Outcome 4 – Programmes Alignment is in Place	Integrated system of monitoring is operational at the provincial and central level. # of MRRD central programs and amount of money raised for implementation.	High salary expectations of programme/project writers with solid successful experience and background.
MRRD: 1. To build capacity of MRRD managers. 2. To improve HRM function in MRRD. 3. To match MRRD structure, staffing and capacity to organisational purpose and needs. 4. To establish standard operating procedures, systems and a documented and stable way of carrying out its functions. 5. To establish clear and effective division of functions between Central departments and PRRDDs. 6. To establish MRRD Policy Unit, as part of AIRD employing mainly MRRD staff and providing high quality policy support in partnership with external agencies and advisors when necessary. 7. To establish MRRD Training and Research Centre. 8. To establish MRRD capacity to include:	Outcome 5 – Enhanced Organisational Development	New MRRD functions, structure, and HRD plan approved by leadership. # of MRRD managers with improved performance evaluation scores. # of departments with improved ToRs, key functions and structures, and systems. # of operational manuals in Dari approved. A ratio of positions in Kabul vs. provinces – 20:80% (the baseline ratio is 43:57%). # of policy documents developed and accepted by practitioners.	Turnover of the trained civil servants.

<p>Strategic Goal</p> <p>To ensure the social, economic and political well-being of rural communities, especially poor and vulnerable people, through the provision of basic services, strengthening local governance and promoting sustainable livelihoods free from a dependency on illicit poppy cultivation.</p>			
Objectives	Expected Results	Indicators	Risk
<p>transport, adequate office, meeting and training accommodation, internet and e-mail and sufficient numbers of technically competent staff.</p> <p>Project 1 – NABDP:</p> <p>1. To enhance institutional capacity and technical capabilities within MRRD.</p>		<p># of trainings delivered by the centre.</p> <p># of trainees trained by the centre.</p>	
<p>MRRD:</p> <p>1. To reach an agreement amongst line Ministries to maximize resources, information and functions in relation to policy analyses, research programme, planning and monitoring in respect to the ANDS process.</p> <p>2. To undertake joint activities with all relevant government ministries, including among others the Ministries of Counter Narcotics, Finance, Economy, Public Works, Agriculture, Health, Justice, Education, Energy and Water Resources, Refugees and Returnees, Tribal Affairs, the National Environment Agency, Women’s Affair and Coordinating office of the ANDS.</p> <p>3. To establish information system that collects and disseminates information about poverty and vulnerability issues to all relevant stakeholders.</p> <p>4. To use a standard framework for community level projects identification, participatory planning and shared contribution of resources that incorporates best practice and learning derived from the</p>	<p>Outcome 6 – Established Partnership</p>	<p># MoUs signed and enforced between the line ministries.</p> <p>Poverty data information system is operational.</p> <p>Standard framework approved and enforced.</p> <p>Contracting and Procurement procedures drafted, approved, and enforced.</p> <p># of MRRD and other line ministries staff attended AIRD capacity building interventions.</p> <p># of recommended and accepted amendments to modify the funding partners implementation strategies to support MRRD SI.</p>	<p>Sector priorities may prevail over national ones.</p>

<p>Strategic Goal</p> <p>To ensure the social, economic and political well-being of rural communities, especially poor and vulnerable people, through the provision of basic services, strengthening local governance and promoting sustainable livelihoods free from a dependency on illicit poppy cultivation.</p>			
Objectives	Expected Results	Indicators	Risk
<p>accumulated experience of MRRD and facilitating partners.</p> <p>5. To provide advisory and technical support in partnership with communities.</p> <p>6. To contract and procure in line with existing guidelines and laws.</p> <p>7. To establish AIRD with a function of building capacity in rural development amongst MRRD and other ministries, as well as with NGOs, UN agencies and other partners both within Kabul and the provinces.</p> <p>8. To support the ongoing development of the IANDS and the development of full ANDS.</p> <p>Projects:</p> <p>1. To endorse the next MRRD SI.</p> <p>2. To join financing, implementation and monitoring arrangements.</p>			
<p>MRRD:</p> <p>1. To establish a mechanism for developing small and medium scale rural enterprises.</p> <p>Project 1 – NABDP:</p> <p>1. To carry out socio-economic assessment as the basis for economic regeneration strategies.</p>	<p>Outcome 7 – Advanced Rural Enterprise Development</p>	<p>75 small rural enterprises established, functional and profitable.</p> <p>3,000 man-days employment generated.</p>	<p>Lack of enabling policy environment and poor infrastructure</p>
<p>MRRD:</p> <p>1. To support peoples' project ideas related to rural electrification.</p>	<p>Outcome 8 – Improved Rural Electrification</p>	<p># of villages connected to local electrical facilities.</p>	<p>In appropriate use of electrical generating equipment</p>

Risk Management Table

RISK LOG				
MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/1	Description: The security situation may continue to deteriorate in the southern provinces.			Risk Category: Security
Probability: Medium/High in some provinces.	Impact: The impact and the outcomes outlined would not be achieved.			Proximity: Mid/Long term in some provinces
Countermeasures: Increase investments into the development process in the affected provinces.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live/stable

RISK LOG				
MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/2	Description: Corruption may slow down and even stop successful development..			Risk Category: Security
Probability: Medium/High in some provinces.	Impact: The Impact and the outcomes outlined would not be achieved.			Proximity: Mid/Long term in some provinces
Countermeasures: Drafting, approving and enforcing of Code of Conduct for Civil Servants.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live/stable

RISK LOG				
MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/3	Description: Local warlords may interfere into project implementation process and may jeopardize implementation of some Project Cycle stages (survey, monitoring and evaluation).			Risk Category: Security
Probability: Medium/High in some provinces.	Impact: The projects won't be implemented in some of the communities and identified issues won't be addressed.			Proximity: Mid/Long term in some provinces
Countermeasures: Work through CDC and or DDA in the most insecure districts.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live/stable

RISK LOG				
MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/4	Description: Contractors may prefer to use high tech equipment for project implementation vs. utilizing manual labour intensive approaches.			Risk Category: Commercial
Probability: Medium/High in some provinces.	Impact: The most disadvantaged beneficiaries and their families won't benefit from projects' implementation directly.			Proximity: Short/Mid Term
Countermeasures: A clause to be added to each contract specifying the percentage (%) of the total contract value that should be allocated for short-term employment opportunities, utilising community members in the implementation of the project and monitor contractual obligations.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live

RISK LOG				
MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/6	Description: Weather conditions may affect agriculture production process and jeopardize re-payment by borrowers.			Risk Category: Commercial
Probability: Law/Medium.	Impact: The borrowers will lose their crops and won't be able to repay their loans.			Proximity: Short/Mid Term
Countermeasures: Create insurance funds, which may compensate such losses.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live

RISK LOG				
MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/7	Description: Community priorities may prevail over district and provincial ones during district and provincial planning.			Risk Category: Social
Probability: Law/Medium.	Impact: Selfishness of some community leaders may jeopardize district and provincial planning process and bring to unnecessary conflicts.			Proximity: Short/Mid Term
Countermeasures: Build capacity of community leaders in planning process and bring their understanding of development perspectives at				

different levels.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live

MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/9	Description: High salary expectations of programme/project writers with solid successful experience and background.			Risk Category: Social
Probability: Medium.	Impact: The proposals won't be strong and competitive if they are poorly written and donors decline to fund locally developed programmes.			Proximity: Mid
Countermeasures: Seek donors willing to subsidize those positions as short-term strategy, introduce additional honorariums for proposal writers if the proposals will be successfully funded in a long run.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live

MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/10	Description: Turnover of the trained civil servants.			Risk Category: Social
Probability: Medium/High.	Impact: MRRD will have long-term burden investing into human capital			Proximity: Mid/Long Term
Countermeasures: Act proactively with civil service commission to find ways for salary increases, look for alternative means to support staff such as promotions, delegation of important functions, additional opportunities in capacity building, etc.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live

MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/11	Description: Sector priorities may prevail over national ones.			Risk Category: Political
Probability: Medium.	Impact: MRRD will have long-term burden investing into human capital			Proximity: Mid Term
Countermeasures: Coordination actions such as joint planning, implementation and M&E should regularly take place and national priorities should be aligned with sector ones.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live

MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/11	Description: Sector priorities may prevail over national ones.		Risk Category: Political	
Probability: Medium.	Impact: There will be less ground for effective partnership		Proximity: Mid Term	
Countermeasures: Coordination actions such as joint planning, implementation and M&E should regularly take place and national priorities should be aligned with sector ones.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live

MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/12	Description: *The most vulnerable households' needs won't be correctly met.		Risk Category: Social	
Probability: Medium.	Impact: The gap between most poor and more advanced will grow.		Proximity: Mid Term	
Countermeasures: Collective opinion of community members should be seriously taken into consideration vs. consultation with strong and powerful individuals.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live/stable

MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/13	Description: *Communities expectations raised during a consultation process won't be properly met by Government.		Risk Category: Social	
Probability: Medium.	Impact: Community members may become disappointed and withdraw themselves from the development process and start to look for alternative illegal options.		Proximity: Mid Term	
Countermeasures: Consultation process should be followed with resources.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live/stable

MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/14	Description: In appropriate use of electrical generating equipment.		Risk Category: Social	
Probability:	Impact:		Proximity:	

Mid.	Planned outcome won't be achieved.			Mid/Long Term
Countermeasures: Bring community leaders and members into the planning and implementation process in order to create ownership over the project results and get commitment from them to maintain electrical power facilities.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live/stable

MRRD	Sector: Rural Development			
Risk identifier: MRRD/RL/15	Description: Lack of enabling policy environment and poor infrastructure for enterprise development		Risk Category: Commercial	
Probability: Mid/Long.	Impact: Planned outcome won't be achieved.		Proximity: Mid/Long Term	
Countermeasures: Improve legislation. Establishing Business development services and improving infrastructure support.				
Owner: MRRD	Author:	Date Identified:	Date of the last update:	Current Status: Live/stable