

National Area Based Development Programme **(NABDP)**

00011012 (DEX)
00011020 (NEX)
00011025 (Infrastructure Rehabilitation)
00011048 (Livelihood & NSS)



A scene of the signing ceremony for the CIDA's contribution to NABDP Phase II

(1st January – 31st March 2005)
First-Quarter Report

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Abbreviation Key

CIDA	Canadian International Development Agency
DEX	Direct Execution
DFID	UK Department for International Development
DSRSG	Deputy Special Representative of Secretary General
FAO	Food and Agriculture Organization
IDP	Internally Displaced Person
JICA	Japan International Cooperation Agency
LPAC	Local Programme Appraisal Committee
NABDP	National Area Based Development Programme
NEX	National Execution
NRVA	National Risk and Vulnerability Assessment
NSS	National Surveillance System
PMA	Provincial Management Advisor
PRT	Provincial Reconstruction Team
RRD	Rural Rehabilitation and Development Provincial Department
RurWatsan	Rural Water Supply, Sanitation and Hygiene Promotion
SWIM	Senior Women in Management
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNOPS	United Nations Office for Project Service
USAID	United States Agency for International Development



BACKGROUND OF PROGRAMME

The idea of the National Area-Based Development Programme (NABDP) was first referred to in a speech given by President Karzai at the Tokyo Conference in January 2002. President Karzai aimed to create a more strategic, long-term approach to reconstruction and development initiatives as well as improve coordination among humanitarian, recovery and development actors.

On February 25, 2002, the government-led Afghan Assistance Coordination Authority (AACAA) invited the United Nations Development Programme (UNDP) to take the lead role in supporting the design and management of such a rural reconstruction programme. UNDP, together with other UN and international agencies, endeavoured to assist the Ministry of Rural Rehabilitation and Development (MRRD) to plan, manage and coordinate local and regional recovery and development efforts in selected areas through NABDP.

NABDP is implemented through two different execution modalities:

- 1) Direct Execution by UNDP (DEX) and
- 2) National Execution by MRRD (NEX).

Under the DEX programme, beginning in 2002, three projects for immediate recovery, shelter construction in Shomali Plains, and fertilizer distribution were implemented by the United Nations Office for Project Services (UNOPS), UN-Habitat, and the Food and Agriculture Organization (FAO), respectively.

Under the NEX programme, MRRD, with support from UNDP, has been executing projects to establish infrastructure and develop the capacity of the central and local government authorities to plan and manage recovery and rural livelihood projects.

Initially, NABDP was designed to focus on the ten priority areas (17 provinces)¹ that were severely affected by war and internal conflict, the problems of returning refugees, internally displaced people (IDPs), and areas hit by natural disasters such as earthquakes.

Soon after the programme was launched, NABDP was extended to cover the entire country to respond to urgent needs in other areas. As both MRRD and NABDP have developed their programme management capacity, other programmes and projects for rural development were formulated and implemented under their framework.

NABDP has the following components:

- IDP & Refugee Reintegration, including Durable solutions for IDPs project (DEX)
- Water for IDPs/Returnees
- Rural Water & Sanitation

¹ These priority areas are: i) Shomali Plains; ii) Dari-Suf, Yak-aw-lang and Central Bamyān; iii) Khawajaghar-Hazarbagh; iv) Takhar-Badakshan; v) Mazar; vi) Herat-Ghor; vii) Kandahar; viii) Paktia-Paktika; ix) Eastern Nangarhar, and x) Nahreen.



- NABDP-UNOPS Recovery Support Project (DEX)
- USAID-Provincial Reconstruction Team (PRT) Project (DEX)
- New Zealand PRT-Immediate Recovery Support Project (DEX)
- Shamalan Canal Infrastructure Rehabilitation Project (DEX)



PROJECT OVERVIEW

The NABDP NEX programme was established to assist MRRD by providing resources and technical assistance to create an enabling environment for socio-economic recovery and longer-term macro-economic development.

NABDP is the first UNDP programme in Afghanistan to be nationally executed through MRRD. In this capacity, MRRD leads the formulation of programme policies and implementation and provides the general coordination and oversight of project activities. MRRD has maintained a firm commitment to NABDP, and made the important step of steering and managing NABDP under the NEX modality.

The objective of NABDP NEX-Core Programme is to develop the capacity of the government at national and local levels to formulate and manage recovery and development strategies and programmes through a participatory process. NABDP is composed of three main components:

- (1) Immediate recovery support: Priority immediate recovery needs met in priority areas through a coordinated approach.
- (2) Capacity development: Appropriate and effective structures and systems of public administration to plan, finance and manage development interventions are in place and functional.
- (3) Macro-economic regeneration: Regional rural economic regeneration strategies formulated and implemented, which will be the main focus under Phase II of the programme.

Although the geographical focus of NABDP's recovery support has been on ten of the most vulnerable areas in the country, the scope of the activities has expanded to all provinces throughout Afghanistan.



MAJOR ACTIVITIES & ACHIEVEMENTS

NABDP National Execution Programme

The Close of Phase I and Start of Phase II

Based on the recommendations of the Programme Evaluation conducted in June 2004, NABDP has been reviewing its programme policies and developing new programme strategies.

NABDP closed its first phase at the end of December 2004. Its second phase began in January 2005. A programme document was drafted and submitted to relevant stakeholders. The Local Programme Appraisal Committee (LPAC) meeting was held on 23 December 2004 to review the overall concept and strategies of Phase II. The programme document was revised to accommodate recommendations by the LPAC.

In January 2005, the Government of Afghanistan launched the National Counter Narcotics Implementation Plan. MRRD was appointed as a leading ministry for Alternative Livelihood Programme (ALP) and requested NABDP to integrate support for alternative livelihood activities in Phase II. The programme activity plan and budget was reworked accordingly.

The major activities of NABDP Phase II include:

- Working at the sub-national level (districts and provinces) to establish Provincial Development Committees, Provincial and District shuras and building capacity of these local governance bodies to ensure their full participation in planning and budgeting development needs of a province.
- Providing the means to implement projects in water & sanitation, agriculture, productive infrastructure, targeted employment and rural financing through community project initiatives.
- Conducting regional economic assessments to determine opportunities for social and economic development. These will serve as a baseline for development planning at a provincial and regional level.
- Implementing recovery projects in provinces, with particular focus on the seven opium poppy growing provinces as part of the government's Alternative Livelihoods Programme.

By the end of the first quarter, NABDP has received contributions from the government of Belgium (EUR13.5 million for 2005-2007) and the government of Canada (CAN\$6 million) through UNDP for its second phase. The signing ceremony for the funding agreement between the Canadian government and UNDP was held on 29 March in MRRD.

The outline of Phase II is attached in the Annex.

Alternative Livelihoods Assistance

Assisting the government's counter-narcotic initiatives by providing alternative livelihoods for farmers involved in poppy cultivation, NABDP organized the Participatory Planning Workshop on Counter Narcotics and Alternative Livelihoods from 13 to 16 February. It was a "training of trainers" designed to equip government staff with essential skills for leading



participatory and constructive interactions with local people on sensitive issues, such as poppy cultivation. More than 50 Government staff from the Ministries of Public Works (MoPW), Rural Rehabilitation & Development (MRRD) and Agriculture & Animal Husbandry (MoAAH) were trained on techniques and methodologies on community mobilization and participatory approaches to analyze the current situations and local needs and prioritize the community projects for promoting alternative livelihoods. A similar workshop was held in Nangahar to mobilize the community to identify their alternative livelihood needs and possible quick impact projects. NABDP Programme Officers and Provincial Management Advisors assisted MRRD in carrying out the training workshops in Nangahar.

Rural Recovery Projects

In addition to the alternative livelihood activities, NABDP continued to implement 151 sub-projects. The sub-projects cover a range of sector interventions, such as water supply & sanitation (e.g., water wells, hand pumps, piped systems), education (e.g., school construction), irrigation (e.g., canals/karez, dams, retaining walls), public facilities (e.g., community centres), health (construction of health clinics), and transport (e.g., roads, culvers and bridges).

Winterization

During the first quarter, NABDP Programme Officers and Advisors also supported the implementation of MRRD's various winterization activities, such as distribution of charcoal to the vulnerable families in Kabul and snow clearance for road access in 96 districts.

Capacity Building

The Senior Woman in Management (SWIM) training for 19 women officials was completed in March. The women attained advanced skills in management and other office skills, such as English and computer though the training, and assumed their duties of middle managers in their respective ministries.

In the first quarter, NABDP focused on ensuring smooth transition from Phase I to Phase II. In accordance with a new structure of the programme, over 60 posts were advertised, and a recruitment process has started. Establishment of classified filing system for the all relevant documentation for Phase I is also in progress.



USAID and UNHCR Water and Sanitation Projects

Under USAID-supported rural water and sanitation projects, 651 water points and 1,349 latrines have been constructed. Rehabilitation and/or construction of piped schemes are also in progress in Kunar and Nooristan. Because of heavy snow during the winter, the progress of work slowed down, especially in Uruzghan and Zabul.

Under the UNHCR-supported water and sanitation projects, 765 water points and 919 latrines were constructed. The projects in seven provinces (Paktika, Kabul, Parwan, Baghlan, Kapisa, Nangarhar and Laghman) were all completed. Over 12,250 families in 26 provinces received hygiene awareness training. Training for the hand pump mechanics and maintenance was conducted for care takers for 695 water points. They also received tools and spare parts. A water committee has been established in each village.

Support for MRRD Reintegration Unit

The Reintegration Unit in MRRD continues to play a coordination role in mainstreaming reintegration issues of internally displaced persons (IDPs) and returnees in the activities of all MRRD national development programmes and strengthening collaboration with other ministries.

The Unit organized a series of meetings with the relevant ministries and partner agencies, such as Japan International Cooperation Agency (JICA), United Nations Assistance Mission in Afghanistan (UNAMA), UNHCR and INTERSOS to establish a close working relationship.

The Unit also started preparation of the status survey on returnees and IDPs to gather regularly updated information and disseminate such data to other ministries, so that the government can plan its activities based on the needs of returnees and IDPs.

The Unit undertook a field mission in Nangarhar in February with UNHCR to monitor the water supply, shelter, and hygiene education training projects in the province and assess the general situation of returnees and IDPs in the region. The mission observed that the communities generally perceive these projects as useful and development activities in the area seem to attract refugees and IDPs to come back to their homeland.

Through the “Durable Solutions for IDPs” project executed under the DEX modality in Maimana and Faryab provinces, the Provincial Task Force was established. The first priority of this initiative during the quarter is to build the capacity of the PTF through training. To date, a series of training sessions have been carried out, focusing on assisting the government staff to identify needs and priorities of IDPs. Participants in these training sessions include the heads and staff from a wide range of the government offices, MRRD and other relevant ministries in the province. Under the initiative of the provincial governor, the PTF has now evolved into an effective working group that convenes weekly as the Provincial Development Strategy Group. The group also initiated an assessment to develop a regional strategy to provide short and long term assistance to the Kohistan District, which was struck by the heavy snow fall.



The IDP project staff has been working on the preparation of a provincial wide report on the IDP resettlement process. Field work has started, which eventually include all 14 districts in Faryab and sampling survey on the villages with high IDP return. At the district level, workshops are being held with district officials to assess the impact of the aid relief, coordination of national and international assistance as well as the needs and priorities.

The project is assisting the formulation of the Astana Valley water project to supply drinking water to 15 villages along a 24 kilometre stretch of pipeline. The project is also assisting the Provincial Justice Council project in the provision of timely and transparent delivery of justice in the province.

Livelihood and National Surveillance System (NSS)

During this quarter, the Vulnerability Analysis Unit in MRRD continued to collect updated data and information on livelihoods, risk and vulnerability of the rural poor. The Unit started preparation of National Risk and Vulnerability Assessment (NRVA) study for the year 2005, designing a consumer satisfaction survey and questionnaire and setting up a database. Dari translation of NRVA-2003 report has been completed and widely disseminated.

The Unit also provided technical assistance in establishing Early Warning Information System and National Mutli-Sectoral Assessment of Kuchi (NMAK) and made regular contributions to Afghan Network of Food Security (ANFS) bulletin.

In the second quarter of 2005, NSS will launch its second three-year phase of the program and become an independent national programme separated from NABDP. A final report has been prepared and will be submitted to UNDP shortly.

UNOPS-DEX Projects

Recovery Support Project

NABDP-UNOPS Recovery Support Project comprises of two separate components: Rural Rehabilitation Programme and Winterization.

Under Rural Rehabilitation Programme, work on the rehabilitation of 15 schools in Panjab and Shibar/Bamyan has been completed in the first quarter. In addition, the rehabilitation of the RRD office building in Qala-i-Naw in the city of Baghdis province has been completed. In both the cases, final payments to the sub-contractors have been made after ensuring that quality of construction has been properly followed in accordance with the contractual agreement. Under this programme, technical capacity building of relevant public service staff remains a continuous activity that significantly contributes to the sustainable operation of technical departments at the national and sub-national levels of operation

Given that the snowfall this past winter has been significantly higher than usual, the Winterization programme during the first quarter of 2005, undertook various activities to ensure the constant clearing of blocked roads, passes and airfields from snow, avalanches and landslides. Special arrangements were made to import winter transport vehicles (Summit Snowmobiles) on an urgent basis to help facilitate the winterization programme in severely

affected areas like Ghazni, Ghor, Herat, Paktia and Panjsher. Winterization also assisted in keeping several critical roads, passes and air strips open for most of the winter season and created temporary employment opportunities for nearby communities. Under a contractual agreement with a firm called PACTEC, as many as 11 airstrips throughout the country² were kept open during the 2004-2005 winter months.

USAID Provincial Reconstruction Team (USAID-PRT) Project

Under USAID-PRT, over 75 rural infrastructure sub-projects were implemented in the first quarter. These projects include: agriculture extension services, transportation (roads, bridges and aviation), construction of schools, clinics, government buildings, irrigation facilities and water points, private sector promotion and capacity development/training activities. In the first quarter, more than 15 of these projects were completed.

New Zealand PRT (NZ-PRT) Immediate Recovery Support Project

During the first quarter, the survey was completed for the Shahrstan Bridge and the location of the first bridge was identified in consultation with New Zealand's Provincial Reconstruction Team. Based on the information collected by the field survey, the technical designs for the rest of the bridges are now being prepared.

The procurement of four Modular Steel Panel Bridges (the total length of 120 meters) has also been processed. A contract has been awarded to the successful bidder. The total cost of the bridges is US\$261,000. This includes packing and shipping fees.

Shamalan Canal Infrastructure Rehabilitation Project

Under this project, six projection groynes (60-80 meters in length and four meters in height) were constructed on the right bank of the Helmand River with woven gabion baskets willed with concrete blocks. In addition, 20 groynes were produced from the World Bank-funded NEEP Project. Also, de-silting of 22.8 km of New Shamalan Canal (88,856 m³) was undertaken with the Central Asia Development Group (CADG).

The rehabilitation works of the Old Shamalan Canal started in March 2005 as planned. However, during the construction work, a portion of the canal was destroyed due to flooding with water from Helmand River spilling over the river banks at two locations two kilometers due south of Lashkargah Bridge. The water entered into the Lashkargah Shamalan Canal and spilled over into the Old Shamalan Canal. The flood washed 20 meters of the right side of the diversion canal and 36 meters of the existing left side of the canal bank. The total volume of washed earth is estimated to be around 2,000 m³. Therefore, additional repair work is required to repair the damage caused by the floods. CADG agreed to undertake the work for an additional amount of US\$14,595. To complete this additional work, the project needs to be extended by two months from 30 June to 31 August 2005.

² These airstrips are located in Bamiyan, Chagcharan, Faizabad, Khwahan, Lal Sar Jangal, Panjao, Rustaq, Shegnan, Talaquan, Yakawlang and Yawan.



CHALLENGES

During the first quarter, several issues are identified as challenges. NABPD will focus on taking necessary measures to tackle these issues during the coming months.

- The required budget for NABDP Phase II was drastically increased because of inclusion of alternative livelihood activities. Revision of the Programme Document and budget caused a delay in launching Phase II. The Programme Document has been finalized and will be signed by MRRD and UNDP shortly.
- Funding for Phase II has not been fully secured yet. Uncertainty of funding has caused severe constraints on rolling out the Phase II activities in full scale. NABDP has been engaging in a consultation with its development partners who have shown their interest and hope to reach an agreement as quickly as possible. NABDP will also seek assistance from UNDP to promote resource mobilization, identifying new partners.
- Because there is a severe shortage of space in the MRRD building, NABDP must locate additional office space to accommodate newly recruited staff for Phase II. NABDP has been consulting with MRRD and examining several options, including constructing a new office building in the MRRD compound.
- NABDP needs to conduct comprehensive monitoring of its projects. Monitoring should include field missions, documentation filings, and financial clearances, to capture a current status of the programme. Some of the projects under NABDP Phase I, such as NSS and FAO-NABDP DEX project, have completed their activities. UNDP needs to facilitate a closure or transition of these projects.

LESSONS LEARNED

- Because of extraordinarily heavy snowfall, the progress of work of infrastructure and water projects was significantly slowed down in some provinces during the winter 2005. NABDP was informed that almost all of such projects resumed their work but completion of the projects will be delayed. Weather factors should be considered when the project workplan is designed.
- A lengthy payment process in MRRD and a lack of communication between the provincial offices and the MRRD headquarters often inhibit prompt payments to the project offices (particularly for reintegration and water projects) and implementing partners. NABDP had a series of meetings with relevant offices and agreed to establish a cash-flow system with a lump-sum advance cash payment.
- Substantial delay in reporting on UNOPS-DEX projects has been one of major constraints to preparing a programme report in a timely manner. Meetings with the DEX agencies, particularly UNOPS, have been taken place, but more discussions are required to strengthen an internal reporting system in UNOPS.



FINANCE

The expenditures made during the first quarter 2005 (1st January – 31st March 2005) are as follows:

Activity	Expenditure (in US\$)
Training	-
Monitoring & Evaluation	-
Woman Leadership (SWIM)	21,701
Support to MRRD	177,494
Capacity Development of MRRD	75,195
UNHCR Reintegration	276,240
UNCHR Water Supply	1,269
USAID Water Supply	436,731
National Surveillance System	-
Conversion*	513,944
Grand Total	1,502,575

*The conversion line reflects expenditures that were not converted into UNDP's new financial database system, Atlas. An updated financial report with all conversion expenditures reverted to the respective lines will be available soon.

The expenditures made during the first quarter 2005 (1st January – 31st March 2005) for UNOPS-Executed Projects are as follows:

Projects	Expenditures (in US\$)
Recovery Support Project	82,162
USAID-PRT Project	714,773
NZ-PRT Project	-
Shamalan Canal Project	373,788



CONCLUSION

During the first quarter of 2005, NABDP focused on preparation of Phase II and transition from the first to the second phase. Because the scope of Phase II was expanded to cover alternative livelihood activities, the programme preparation process took longer than expected. Recently, NABDP has completed a preparation process and plans to speed up the implementation of Phase II in the second quarter.

A shortage of funding for Phase II is one of the biggest constraints. The contributions from the governments of Belgium and Canada enable NABDP to kick start Phase II, but more funds need to be secured to start a full-scale implementation of Phase II.

NABDP will expect to consolidate a structure of a new programme management both at the central and provincial level in the second quarter.



CONTACT INFORMATION

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ANNEX: OUTLINES OF NABDP PHASE II

Phase II is based on:

- Lessons learned during Phase I
- Mid-Term Review recommendations
- Increased level of confidence, knowledge and capacity within both MRRD and the Programme
- New developments in the environment and the Government's Strategic Path Forward

NABDP Phase II Main Features:

- Higher level of intervention and degree of integration of the components
- More focused, coherent and elaborate

Aim:

Support and assist MRRD to adopt a more strategic stance towards its mandate in terms of both service delivery and management

Objectives:

- MRRD has clear and comprehensive national and regional development strategies in place that are successfully implemented and periodically reviewed.
- MRRD has effective organisation and management in place as well as partners capable of participating in the implementation of national and regional development strategies.
- MRRD is able to respond to the urgent needs of rural communities and undertake targeted development projects in support of its national and regional strategies.

Approach:

Use of participatory mechanisms throughout the Programme Activities
Special attention to coordination, collaboration and optimising synergies within and outside MRRD

Strategy components:

Regional Economic Development Assessment

- Development scenarios and strategies
- Project prioritisation
- Resource mobilization, promoting investment and direct implementation

Capacity Development

- *Developing the Capacity of MRRD:*
 - Developing and establishing a comprehensive, clear and accessible Operational Manual
 - Review of the structure and lines of reporting and communication and coordination
 - Developing and establishing sound management systems and processes – Training and development of directors, managers and staff
 - Establishing a supportive environment and organisational culture
- *Developing the Capacity of MRRD's Strategic Partners:*
 - Other Ministries and Public Institutions
 - District and Provincial Shuras– Contractors and other Private Sector Partners
 - NGOs and Community Organisations

Support for Immediate Recovery/Targeted Development Projects

- Equitable allocation of resources through a system based on Composite Vulnerability
- Improving and extending Participatory Planning Process
- Use of resources for both immediate recovery and targeted development projects

NABDP Assistance for Alternative Livelihoods Programme:

- Management of Funds for ALP
- Establishing & Maintaining Implementation Mechanisms
 - Establishing appropriate governance mechanisms through creating and/ or strengthening District Development Shuras (DDSs), Provincial Development Shuras (PDSs) and Provincial Development Committees (PDCs);
 - Providing support and technical assistance to DDSs and PDSs to formulate development plans, participate in and oversee their implementation and undertake periodic reviews of the plans;
 - Providing support and technical assistance to PDSs and local administration (in cooperation with Afghanistan’s Stabilisation Programme (ASP));
 - Developing local and national capacity for community development
- Quick Impact/ Targeted Development
 - Projects providing support for targeted rural infra-structure and employment quick impact projects.
- Linking to Regional Economic Development Plans
 - Enhancing district and provincial development plans by providing expert input, economic development assessments, feasibility studies, and linking them with regional development strategies.
- Capacity Development of MRRD to Lead the Programme
- Coordinating contributions of other MRRD led Programmes to ALP

Funding Requirements for Year 1 (including ALP):

Requirements	Commitments	Shortfall
US\$62,165,000	US\$ 10,000,000	US\$ 52,165,000