

Review

Chapter 3 Effective Implementation of Peace-building Assistance

JICA conducts program-level evaluations as a part of ex-post evaluations in principle. However, when many related projects in a new cooperation sector are still implementing the projects and not generating enough effects to evaluate, JICA reviews its past undertakings and experience to extract lessons in some cases for utilizing the projects for future effective cooperation. Peace-building Assistance: Review of Assistance to Afghanistan is the first of those reviews.

Assistance to people who are exposed to risks and fear of conflicts is an important aspect of cooperation in human security. JICA identifies peace-building as a priority issue and is enhancing its efforts.

It is critical in peace-building assistance to address numerous needs by implementing projects quickly and flexibly in difficult situations in the immediate aftermath of conflicts. JICA has started assistance efforts for Afghanistan at the early stage of reconstruction assistance to the country that began fully at the end of

2001. In the midst of an unstable political climate, JICA has implemented various projects to address various needs. Many of these projects are on-going and now is not the time for evaluating its effects. However, the experience gained in Afghanistan so far provide many suggestions for the implementation of more effective peace-building assistance in the future for Afghanistan and other places in the world.

Accordingly, in Peace-building Assistance: Review of Assistance to Afghanistan, the implementation process of the assistance provided to Afghanistan from the beginning of the assistance implementation to December 2004 was reviewed from three perspectives: strategy, speed and flexibility, and system to examine challenges for future JICA peace-building assistance. As stated above, the major objective of the review is to feed the results to the operation immediately back. Based on the results of the review, JICA has adjusted its project operations and systems as introduced later in this chapter.

Peace-building Assistance: Review of Assistance to Afghanistan

1. Outline of Evaluation Study

(1) Background and Objectives

JICA has implemented various peace-building assistance projects in various developing countries, including Cambodia, Timor-Leste, Mindanao, Sri Lanka and Balkan. ODA Charter and Mid-term Policy of ODA specify peace-building as an important issue. JICA is required to utilize expertise obtained from past experience to achieve more effective implementation in peace-building assistance.

Peace-building assistance is more demanding than regular development assistance in that peace-building assistance is required to produce visible results, by nature, in a relatively short time span in the immediate aftermath of a conflict or in extremely difficult situations for other assistance implementation, by following ever-changing situations swiftly and flexibly, while preventing the recurrence of conflicts. In light of these requirements, there are some lessons based on past JICA activities in many places in the world.

Assistance to Afghanistan, which began fully at the end of

2001, has been implemented on a rather large scale as technical cooperation, committing annually from 2 to 3 billion yen from the beginning stage of the reconstruction assistance, while appropriately addressing the various needs of Afghanistan, starting with the most urgent ones, to mid- and long-term development under extremely unstable security and political conditions. Among the various JICA peace-building assistance activities, assistance to Afghanistan, which dealt with highly demanding tasks, is one of the most valuable experiences for JICA.

This review summarized the actual results of JICA's assistance to Afghanistan to date* as a reference for future JICA peace-building assistance.

(2) Framework and Method of Review

1) Focus on Process of Individual Project

Instead of evaluating the overall results achieved by the overall activities, the process at each individual project activity was analyzed in the review for the following three reasons.

- While the overall situation in and surrounding Afghanistan (external factor for JICA projects) drastically changed, it was

* As of December 31, 2004

technically difficult to extract and evaluate only the results achieved by a single JICA project.

- Although various activities were implemented by JICA as part of its assistance to Afghanistan during the past two years, most of them focused on human development and capacity building of regional communities, which take a long time before producing final effects. Therefore, it was too early to evaluate the results of these activities at this time.
- As for the planning and implementation processes of individual JICA projects, focusing on the process of project is useful since specific actions have been taken to improve the implementation of projects.

2) Framework

For this review three frameworks were established—planning stage, implementation stage, and support system—and each framework was evaluated. Each framework was also summarized as much as possible, with due consideration given to the fact that each framework is closely related to the others.

3) Perspectives to Extract Specific Improvement

When conducting the review, information was collected and analyzed from the following perspectives in order to reflect the lessons learned from the review onto the specific improvements in the practical operation of future aid.

- Strategy: Was each project activity positioned in a strategic goal or an overall plan? Were they linked to one another under a particular goal?
- Speed and Flexibility: Was each activity implemented quickly

to address the needs of the Afghan government and people? Was it implemented flexibly according to the situation shifting from emergency support to reconstruction and development assistance, while maintaining coordination with the local agencies, people, and other actors?

- System Relevance: Was the project implemented in a desirable manner in light of the above-mentioned two perspectives at the local site, or was the logistic support system appropriate?

(3) Evaluation Study Period and Team

The review was supervised by the Office of Human Security, Planning and Coordination Department of JICA, and an Evaluation Study Committee, consisting of external experts and JICA related personnel, was formed to discuss framework, review perspectives, methods of field study, and collection method of study results. The report was compiled mainly by the field study team based on the discussion in the committee and results of the field study. The study was conducted from June to December 2004 (field study in Afghanistan from July 19 to August 4).

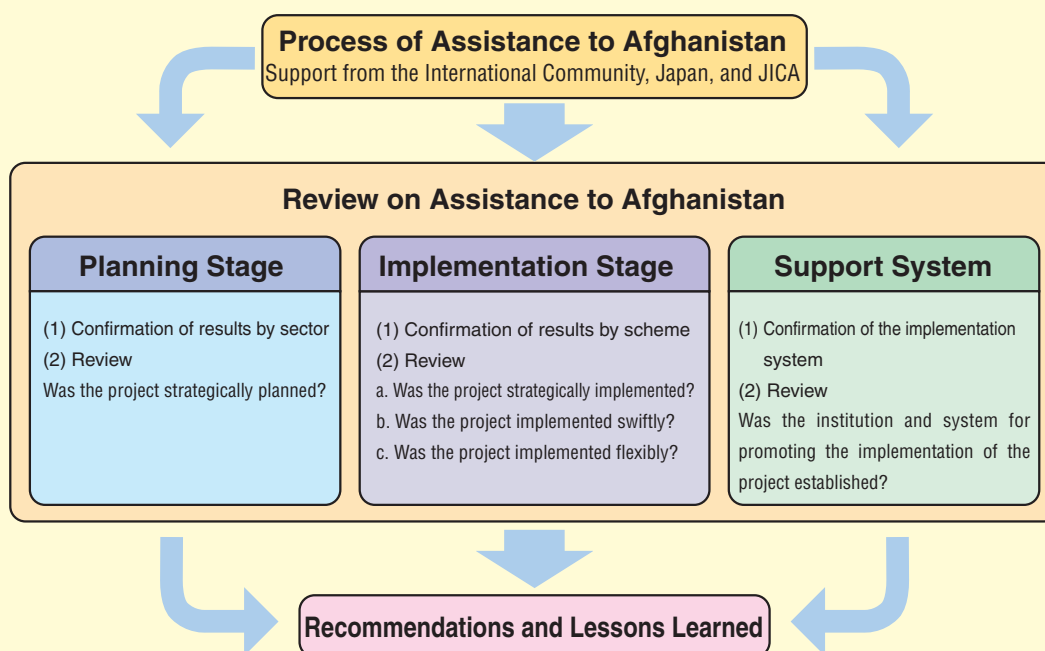
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Figure 3-13 Framework of Review



2 Outline of Assistance to Afghanistan*

This section shows the outline of the assistance to Afghanistan to date. After recapitulating the assistance policy of the international community, Japan's and JICA's assistances to Afghanistan are overviewed.

(1) Assistance to Afghanistan by International Community

In general, the international community has provided positive and comprehensive involvement and assistance to Afghanistan consisting of three processes: 1) political and peace-building process; 2) security and safety process; and 3) reconstruction and development process.

<Political and Peace-building Process>

Following the fall of the Taliban regime in December 2001, the Bonn Agreement was signed between the international community and various Afghan political wings for the reconstruction of the nation. Since then, the international community has supported the activities of the Afghan government, from the establishment of the interim/transitional authority to the establishment of a constitution, the establishment of the official government following the democratic elections, all aiming at the fulfillment and execution of the Bonn Agreement.

<Security and Safety Process>

Correspondence in security and safety is essential for the stability and reconstruction of Afghanistan. As part of such efforts, the US forces have continued clean-up operations against terrorists even after defeating the Taliban regime. As for domestic security, in response to the decision of the UN Security Council, multinational forces were dispatched and have worked to maintain security as UN International Security Assistance Force (ISAF). With regard to the security sector reform (SSR), major donor countries have provided support in their assigned sectors as leader: armed forces for the US, law enforcement for Germany, drug enforcement for the UK, judiciary system for Italy, and DDR** for Japan. In the areas where the security condition is unstable, military and civilians formed Provincial Reconstruction Team (PRT) in which they cooperated and coordinated their efforts in humanitarian and reconstruction assistance. US forces, UK forces, German forces and New Zealand forces joined the PRT.

<Reconstruction and Development Process>

The Afghanistan reconstruction assistance cooperation group was formed in November 2001 jointly by Japan, US, Saudi

Arabia, and EU. In response to the signing of the Bonn Agreement, the International Conference on Reconstruction Assistance to Afghanistan was held in Tokyo in January 2002, chaired jointly by the above-mentioned three countries and one union. Sixty-one countries and 21 international organizations attended the conference, and the total of 4.5 billion dollars (5.2 billion including the later additions) was pledged for the six priority sectors presented by Afghanistan: 1) improving administrative capabilities; 2) education; 3) health and sanitation; 4) infrastructure; 5) reconstruction of economic system; and 6) agricultural and rural development.

In response, the Afghanistan Assistance Coordination Agency (AACA) was established in February 2002 as a contact point to receive assistance to Afghanistan and to plan direction for the assistance implementation. A comprehensive development plan called the National Development Framework (NDF) was also announced. NDF specified three pillars of human and social resources, infrastructure, and investment environment and system, designating six priority programs of basic health and primary education, unemployment, transportation, water resources, urban infrastructure and government infrastructure.

As for the coordination of reconstruction assistance, an Implementation Group (IG) was formed at the Tokyo Conference on Reconstruction Assistance, which later transformed into a Consultative Groups (CG) system. In the beginning, the CG system was established for each of 12 sectors based on the NDF, led by the responsible government of each sector, with the participation of related governments, related donor countries, international organizations, and NGOs as members. A leading donor was selected to support the CG operation led by the responsible government (see Table 3-19).

(2) Japan's Assistance to Afghanistan

Japan has actively supported the assistance efforts for Afghanistan led by the international community. The Japanese government, related organizations, and NGOs have implemented various types of positive assistance. Viewing the assistance to Afghanistan as a materialization of principles and policies of human security and peace-building, Japan has implemented swift and extensive assistance. The following is the summary of Japan's assistance.

1) Assistance Policy of the Japanese Government

Japan became positively involved in assistance to Afghanistan at an early stage. The government appointed Ms. Sadako Ogata (currently president of JICA), who previously served as the co-chair of the Commission on Human Security, as the Special Representative of the Prime Minister of Japan in charge of reconstruction assistance to Afghanistan (hereinafter

* The description of this report is based on the information available at the time of the study in principle.

**Abbreviation for disarmament, demobilization and reintegration

referred to as Special Representative). The principle of human security was introduced in the discussion at the Tokyo Conference on Reconstruction Assistance and in the planning of Japan's assistance to Afghanistan. Based on this standpoint, in order to promote the smooth transition of cooperation from emergency humanitarian assistance to reconstruction and development assistance, the Japanese government launched an integrated regional development project called "Ogata Initiative" as a joint and cooperative project with UN organizations.

The government crystallized the principle of peace-building stated in the new ODA Charter. Though assistance to Cambodia and Timor-Leste were precedents for Japan's comprehensive peace-building assistance for post-conflict countries and regions, assistance to Afghanistan was the first large-scale peace-building assistance operating in unstable countries and regions.

Under the above-mentioned political position, the Tokyo Conference on Reconstruction Assistance was held, co-chaired by then Special Representative Ogata. The Japanese government pledged a total of 500 million dollars in aid (for two and a half years). After the Tokyo Conference, Japan expanded the planning for Afghanistan to include local needs more accurately. Following the announcement at the G8 Security Assistance Meeting in April 2002 for undertaking the task of the leading donor in charge of DDR under the SSR, the government announced the initiative for consolidation of peace consisting of three factors: peace process, reconstruction and development assistance, and domestic securi-

ty.

As a strategy to realize this assistance initiative, a policy was adopted to concentrate resources in Kandahar as the base for extending assistance to rural areas at an early date. It was based on the strategic judgment that it is crucial to provide assistance to southern areas where the largest ethnic group of Pashtun residents dominate, in order to promote Afghan ethnic reconciliation and balanced development.

Japan pledged 500 million dollars in aid over the following 2.5 years at the Tokyo Conference on Reconstruction Assistance in 2001 and an additional 400 million dollars for two years following the Berlin Conference in 2003. The total of Japan's assistance to Afghanistan since September 2001 reached approximately 800 million dollars at the time of the review (December 2004).

2) Assistance by Japanese NGOs

In addition to assistance by the Japanese government, various Japanese NGOs have actively implemented grassroots projects that directly contribute to the people in communities. As of March 2003, 18 support groups had Japanese staff and offices in place in Afghanistan. Most of these NGOs entered Afghanistan after the 9/11 terrorist attacks or the US military intervention. Twelve groups participating in Japan Platform (JPF)* started emergency and humanitarian assistance for Afghanistan immediately after the 9/11 terrorist attacks, undertaking the distribution of relief sup-

Table 3-19 Chair Ministry and Focal Point by Sector in CG System*1

Pillar 1: Human Capital and Social Protection	Pillar 2: Physical Infrastructure	Pillar 3: Enabling Environment for Development	Advisory Groups: Cross-cutting Issues
Refugees & IDPs (Ministry of Refugees and Repatriation/UNHCR ²)	Transport (Ministry of Public Works/Japan, ADB ³)	Trade & Investment (Ministry of Commerce/Germany)	Gender (Ministry of Woman Affairs/UNIFEM ⁴ , US)
Education & Vocational Training (Ministry of Education/US, UNICEF ⁵)	Energy, Mining & Telecom (Ministry of Communications/World Bank)	Public Administration & Economic Management (Independent Administrative Reform and Civil Service Commission/World Bank, EC)	Environment (Ministry of Agriculture/ADB, UNEP ⁶)
Health & Nutrition (Ministry of Health/EC ⁷ , US)	Natural Resources Management (Ministry of Agriculture/ADB)	Justice (Ministry of Justice/Italy)	Humanitarian Affairs (ECHO ⁸ /Switzerland)
Livelihood & Social Protection (Ministry of Rural Rehabilitation and Development/EC, World Bank)	Urban Management (Ministry of Urban Development & Housing/UNHABITAT ⁹)	National Police, Law Enforcement & Stabilization (Ministry of Interior/Germany)	Human Rights (Afghan Independent Human Rights Commission/Denmark, UNAMA ¹⁰)
Culture, Media & Sport (Ministry of Information & Culture/UNESCO ¹¹)		Afghan National Army (Ministry of Defence/US)	Monitoring & Evaluation (To be decided)
		Mine Action (Ministry of Foreign Affairs/Canada, UNMACA ¹²)	Counter Narcotics (National Security Council [Counter Narcotics Directorate])/UK
		DDR (Disarmament Commission and Demobilization and Reintegration Commission/Japan)	

(Note) reference: Government of Afghanistan website (list as of November 2004)

*1 Table 3-19 includes the security sector that was subsequently included in the CG system.

*2 United Nations High Commissioner for Refugees

*3 Asia Development Bank

*4 United Nations Development Fund for Women

*5 United Nations Children's Fund

*6 United Nations Environment Programme

*7 European Commission

*8 European Commission Humanitarian Office

*9 United Nations Human Settlements Programme

*10 United Nations Assistance Mission in Afghanistan

*11 United Nations Educational Scientific and Cultural Organization

*12 United Nations Mine Action Center in Afghanistan

* ADRA Japan, JEN, Save the Children Japan, Association for Aid and Relief Japan, Medical Relief Unit, Japan, Nippon International Cooperation for Community Development, Japanese Red Cross Society, The Japan Center for Conflict Prevention, BHN Association, Peace Winds Japan, Shanti Volunteer Association, World Vision Japan

plies, overwintering support, medical care, mine countermeasures, camp operation for internally displaced persons, restoration of schools, etc. NGOs such as Japan International Volunteer Center (JVC) that are not members of JPF have also been providing various reconstruction and development assistance.

(3) JICA's Assistance to Afghanistan

1) Outline of JICA Assistance to Afghanistan

Following the Bonn Agreement in December 2001 and the subsequent Tokyo Conference on Reconstruction Assistance in January 2002, JICA immediately implemented assistance to Afghanistan. JICA sent staff members to join the Survey Mission on Economic Cooperation dispatched by the Japanese government in December 2001 in order to understand the situation of other donors and participate in discussions on aid. Since the beginning of its assistance for Afghanistan, JICA has paid attention to speedy initiation of activities and contribution to smooth transition from emergency relief to reconstruction and development assistance as a development aid agency (Table 3-20).

While corresponding to six priority areas* announced by the Japanese government at the Tokyo Conference in January 2002, JICA was expected to play a central role, especially in the field of human resources development assistance. Accordingly, at an early stage, JICA dispatched long-term experts to major Afghan ministries (Ministry of Finance [then Afghanistan Assistance Coordination Agency], Ministry of Health, Ministry of Education, Ministry of Women's Affairs, Ministry of Rural Rehabilitation and Development, Ministry of Agriculture, Ministry of Irrigation, Water Resources and Environment, Ministry of Labor and Social Affairs), and undertook technical guidance in individual issues (such as irrigation, agriculture and infectious disease control) as well as policy planning, human resources development, and enhancement of administrative capabilities of those ministries.

On the other hand, among Kabul, Kandahar, Jalalabad, and Mazar-e-Sharif, which were selected as priority areas by the Regional Comprehensive Development Assistance Programme proposed at Special Representative Ogata's visit to Afghanistan in June 2002, JICA selected Kabul, Kandahar, and later Mazar-e-Sharif and Bamiyan, as bases for activities. Especially in Kabul and Kandahar, JICA focused on improving roads and BHN (Basic Human Needs) facilities as a priority in the infrastructure sector. Utilizing emergency development studies that are undertaken very swiftly, JICA contributed to the construction and rehabilitation of school buildings, development of major roads in the cities, dredging of canal irrigation, and rehabilitation and construction of medical facilities, among others. Afghan people and other donors lavishly praised JICA's cooperation, which produced quick and visible results, and gave them a real sense of



A study team member proceeding with road improvement in an emergency development study

peace.

As for the relations between the Ministry of Foreign Affairs (head office and the Embassy) and JICA (headquarters and Afghanistan office), an ODA Task Force (Embassy and JICA Office) was set up locally at an early date and meetings were held every week. JICA Office also attended NGO monthly meetings and Japanese meetings organized by the Embassy. These meetings were the opportunities for sharing local information and networking, and the obtained information was shared with the headquarters of both parties.

Taking into account the framework of aid coordination among donors, JICA together with the Embassy participated in consulting groups (CG) from each sector. Understanding the trends of related sectors and other donors' aid, JICA has implemented projects while coordinating with each aid agency by exchanging and sharing information and avoiding the duplication of assistance. In terms of CG in the road sector in particular, JICA contributed a great deal by co-chairing the CG in which the Japanese government and Asian Development Bank (ADB) are the leading donors.

3 Results of Review

(1) General

Among the three pillars—peace process, security, and reconstruction and development assistance—announced by the Japanese government, JICA played an important role in reconstruction and development assistance. While providing cooperation with a focus on human resources development, JICA contributed to the security sector as well through support for reintegration in DDR. In addition to assistance for human resources development and support for regional communities in Afghanistan, individual JICA projects for infrastructure development, especially road construction, produced visible results in a relatively short time frame, and received high praise from the

* Six priority areas: As assistance for peace process and reconciliation, 1) promoting repatriation and resettlement of refugees; 2) demining assistance; and 3) support for media infrastructure. As assistance for human resources development, 4) education; 5) health and medical care; and 6) improvement of women's positions. Support in road and agriculture sectors was later added to the priority areas.

Table 3-20 Priority Issues and Project Examples by Sector

Sector	JICA's Priority Issues	JICA's (Japan's) Cooperation Scheme and Project Example
Health and Medical care	Reinforcement of health administration capacities Women's health Children's health Infectious disease control focusing on tuberculosis	Dispatch of experts (long-term and short-term) to Ministry of Health, Country-specific training "Health Administration" Technical Cooperation Project "Reproductive Health Project" (Grant Aid "The Project for Infectious Diseases Prevention for Children in Afghanistan") Technical Cooperation Project "Tuberculosis Control Project"
Education	Capacity development in education administration Development of teachers and improvement of their abilities Improvement of education facilities and construction of schools Education for women Distance learning Reconstruction of higher education facilities (universities)	Dispatch of experts (long-term and short-term) to Ministry of Education, Training in Japan "Leading Afghan Women Educators," Youth Invitation Program Technical Cooperation Projects "Strengthening of Non-formal Education Project," "Strengthening Teacher Training Project" Dispatch of experts (Grant aid "The Project for Supply of Educational Equipment for Assistance of Higher Education and Teachers Training") (Grant aid "The Project for Construction of Basic Education Facilities in Kabul and Kandahar") Emergency development study "The Study on the Urgent Rehabilitation Programme of Kabul City in Afghanistan" (Grant aid "The Project for Rehabilitation of TV Broadcasting Facilities in Kabul in Afghanistan") (Grant aid "Project for Improving Higher Education Facility and Equipment")
Gender	Support for gender policies and systems Improvement of women's health Support for women's economic activities	Dispatch of experts (long-term and short-term) to Ministry of Women's Affairs, Dispatch of project formulation advisor (Construction of female education facilities [grant aid]), Training in Japan Dispatch of experts (Grant aid "Project for Improvement of Basic Medical Equipment for Mother and Child Health Care Facilities") Economic Empowerment for Women in Afghanistan (Bamiyan)
Infrastructure	Support for urban reconstruction Reconstruction of urban public transportation Development of trunk road network Improvement of airport facilities	Emergency development study "Rehabilitation Planning in the South-Western Area in Kabul City" "Reconstruction of Roads in Central Kandahar City" Emergency development study "Public Transportation Program in Kabul City" (Grant aid "The Project for Improvement of Trunk Road between Kabul and Kandahar") (Grant aid "Project for Construction of the Terminal Building of Kabul International Airport")
Agriculture and Irrigation	Capacity development and human resources development of the Ministry of Agriculture and the Ministry of Irrigation Reconstruction of agricultural experiment stations Recovery of irrigated agriculture	Dispatch of experts (long-term and short-term), Country-specific training, Third-country training Emergency development study "The Study on Urgent Rehabilitation Support Program of Agriculture in Kandahar" "Reconstruction of Agriculture Experiment Station in Bamiyan" "Reconstruction of Irrigation Agency in Bamiyan" "Water Sources Baling"
Support for Returnees and IDPs	Support for returnees and IDPs Community development (recipient side)	Proposal-type technical cooperation "Support Program for Reintegration and Community Development in Kandahar"
DDR	Social reintegration of ex-combatants	"Vocational Training Programs of Ex-combatants", Dispatch of experts (long-term and short-term)

Afghan people as a materialization of Japanese commitment for assistance to Afghanistan.

(2) Planning Stage

At the planning stage of each project, through the dispatch of experts to relevant ministries at the early stage of cooperation, JICA accommodated the urgent needs promptly. For example, in the gender sector that has been a priority area since the beginning of JICA's assistance, JICA dispatched experts to the Ministry of Women's Affairs, which was established for the first time in Afghan history as an advisor to the minister, and assisted in organization management in establishing the ministry, policy and principle planning, and training for female administrators.

The master plan (draft for JICA Country Program) for understanding the progress of the overall assistance to Afghanistan and setting the direction for subsequent projects was not developed until the end of 2004, when individual projects proceeded substantially. Before the master plan was developed, coordination among individual projects was promoted at the headquarters, by holding meetings by related departments to share information and facilitating communication among related parties in the target regions and sectors. Though information sharing and mutual

coordination were promoted, problems were pointed as follows: individual projects have to be implemented consistently with other projects based on the planning and strategies of overall JICA assistance.

In Technical Cooperation Projects mainly consisting of the dispatch of experts from Japan, the planning and preparation process of the project needs more time for planning and preparation stage because a preparatory study team had to be dispatched several times. Though individual experts who were dispatched in each sector conducted minimum essential activities before technical cooperation projects started, the workload for those experts was substantial.

(3) Implementing Stage

As for reconstruction and development of infrastructure such as roads, schools, and hospitals, emergency development studies were utilized fully and flexibly, and compared to JICA's projects in other countries, projects progressed very quickly. These projects produced visible results, and received high praise from the Afghan people. For example, three out of five emergency development studies conducted in Afghanistan were started in 2002. Between 2003 and the first half of 2004, 13 schools (including the

water supply facility) in Kabul and Kandahar were either constructed or renovated, approximately 40km of roads in the cities was restored, 10km of canal irrigation was dredged, and two medical facilities were renovated or constructed.

On the other hand, technical cooperation projects mainly consisting of the dispatch of experts from Japan were often delayed or postponed because they needed time to recruit experts and evacuation orders for Japanese experts as the security condition deteriorated. In contrast, the risk of delays of emergency development studies were minimized by utilizing local human resources.

Although the operation cost accompanying the dispatch of experts from Japan was appropriately utilized for the deployment of prompt and flexible projects the accounting process required much time and work. One reason is that the delay in establishing various procedures and systems in Afghanistan undermined smooth procedures for aid implementation. For example, since there are not enough private companies, it was extremely difficult to get quotations when procuring engineering work and equipment in Afghanistan compared to other developing countries.

Coordination with other related organizations, including international organizations and NGOs, is especially effective in filling the gap between the stage of emergency humanitarian relief and development assistance. Many projects were implemented in Afghanistan in cooperation with NGOs. However, problems remained in effective coordination with international organizations and development aid agencies in other countries. For example, in the sector of support for returnees, although JICA participated in the CG in that sector and exchanged information with other related organizations and donors, the safety standards for activity areas of humanitarian aid organizations such as UNHCR were different from those of JICA, making it difficult to coordinate at the field level. As for DDR vocational training, on the other hand, implementation of training in cooperation with local NGOs has been pursued in places where JICA activities were prohibited according to the safety standards, and it is expected to be a new effective method in peace-building assistance. Some Japanese NGOs have requested JICA coordination of assistance under difficult situations not only in the project itself but also in the implementation structure. Such NGOs often do not have sufficient safety management systems due to lack of finances, and requested JICA's support in the safety management sector, including the provision of safety training and equipment leasing.

(4) System

The operation at the headquarters was generally speedy and effective, at least at the initial stage of assistance. Such operations included holding meetings, joining the study mission of the Ministry of Foreign Affairs and establishing a department exclu-

sively in charge of assistance to Afghanistan. Dispatch of a study team (accompanying an economic cooperation mission of the Ministry of Foreign Affairs) at an early stage to exchange opinions at the ministerial level with major Afghan ministries following the establishment of Afghan Interim Authority, using its experiences in Timor-Leste, was especially meaningful in JICA's decision-making in the direction of assistance to Afghanistan and building networks with major counterparts. However, as for the establishment of a department exclusively in charge of Afghanistan, it took more than six months from the proposal stage to actual establishment, and improvement should be made in this regard in future peace-building assistance.

As for the office system, although the staff members were expected to perform various tasks regarding the project implementation as well as those regarding the opening of a new office, a sufficient number of members was not always allocated in handling those many tasks, forcing the existing members to work overtime. Many opinions were expressed from the related parties in this regard; for example, a team specialized in opening a new office should have been dispatched, a sufficient number of staff members should have been allocated to carry out the tasks regarding the project implementation, and experts and project formulation advisors should have been allocated to support the staff.

Employment benefits for experts, etc., have improved gradually. Since assistance to Afghanistan began under the condition where basic infrastructure had been destroyed, there were problems in the living environment. For example, they had to share toilets and showers, there was lack of lighting resulting from the lack of electricity, and there was no privacy because of thin walls between the rooms. In response to such a poor living environment, measures such as health care leave were introduced for health management including mental health.

As for safety management, it required time and work to set up communications between the headquarters and the overseas office and coordination with Japanese government. It was also pointed out that there was a perception gap in security judgment between the overseas office and the headquarters. Opinions were expressed on this point such as that some authority should be transferred to the local office in order for the local office to judge the security condition in accordance with the real local situation.

4 Recommendations and Lessons Learned

(1) Recommendations for Future Assistance to Afghanistan

Operational improvement to promote precise project implementation by local initiative

Local needs must be accommodated promptly and precisely. For that, it is necessary to discuss the development of a new scheme that the overseas office and project field can initiate and



A counterpart using a medical device provided by Japan

which they can use to conduct projects, including the general local operation cost (tentative name) and actions for improvement.

Reviewing and reinforcing safety management system

Human resources who are familiar with the local conditions should be further utilized in order to reinforce information collection and the analysis system on local security conditions. A system should be established to make proper overall judgments by taking into account the order of urgency in operations in addition to the security conditions. (Basically, a possibility should be examined to transfer decision-making authority up to a certain level to the overseas office.)

Securing the living environment in line with the situations in Afghanistan

Considering difficult living conditions, health care leave and measures for maintaining mental health should be further improved.

(2) Lessons Learned for Future Peace-building Assistance

Lessons learned that can be applied to peace-building assistance in countries and regions other than Afghanistan and which are not described in (1) above are introduced as follows.

1) Lessons Learned about Planning and Implementing Stages

Early establishment of comprehensive plan

In order to raise the effectiveness and efficiency of overall project activities, a plan encompassing the entire project should be established at the earliest possible date. Alternatively, a strategy paper that sets the direction of the entire project activity should be developed temporarily.

Implementation of project utilizing local human resources

In order to implement a project without delay and to produce results in a timely fashion to address the local needs under ever-changing security conditions, it is necessary to further promote effective coordination with local resources, including the

local NGOs, instead of relying solely on Japanese personnel such as experts.

Establishment of better expert recruiting method

In order to secure experts promptly and in a timely fashion, the possibilities of developing a speedy and simple recruiting system (such as a nomination system) different from the existing selection processes, including regular public announcements, should be examined and improvements should be made in this area.

Speedy implementation of technical cooperation projects

The simplification of processes such as decision-making during project formulation (simplification of approval process and necessary documents, etc.) should be promoted. At the same time, process of the project implementation for urgent operations should be reviewed so that it can promote implementation faster than normal processes while confirming the priority.

Reinforcing cooperation with other organizations

In order to secure a transition smoothly from the emergency phase to the development phase, information sharing and coordination should be further promoted and reinforced not only with other aid agencies, but also with various agencies and NGOs involved in emergency humanitarian assistance from the planning stage of a project. Also, information should be exchanged with other organizations and NGOs with regard to issues such as the implementation system of a project, safety management, repairs and utilities, as well as the actual coordination of a project.

2) Lessons Learned about System

Promotion of field based management

Under the principle of field based management, the most effective assistance form in which a project is led by a overseas office and local parties concerned and supported by the headquarters as much as possible should be developed at the earliest possible date, in order to address the local needs promptly and precisely.

Development of overseas office system

In order to establish a base for project implementation promptly and in a timely fashion, a team specialized in opening an office should be dispatched, undertaking the establishment of an office, securing of living environment, provision of logistic support, establishment of safety management, etc. At the same time, at the project implementation stage, an expert group belonging directly to the overseas office (consisting of experienced JICA staff members, project formulation advisors, experts, etc., who can carry out high-quality operations in line with local conditions) should be intensively input, undertaking tasks such as needs assessment, formulation of a comprehensive plan, and implementation of infant assistance. A sufficient number of human resources should be placed in consideration that they must work under difficult conditions.

JICA's Response In Response to the Results of Peace-building Assistance: Review of Assistance to Afghanistan

Based on the results of Peace-building Assistance: Review of Assistance to Afghanistan, JICA has reformed its systems for the overall peace-building assistance and methods of project implementation in order to utilize the experiences gained in Afghanistan systematically and reinforce the system for assistance to Afghanistan. JICA has taken the following actions.

(1) Reinforcing the System for Assistance to Afghanistan

Based on the results of this review, JICA increased substantially the number of staff members in the Afghanistan Office to build a system that can accommodate the increasing amount of tasks. In addition, between fiscal 2004 and 2005, JICA upgraded safety equipment such as vehicles and radios and provided training to staff members for the proper operation of the safety equipment; a contingency plan was introduced; security information sharing with UN organizations, security agencies and NGOs was further promoted; several security clerks with expertise and experiences in risk management were deployed.

In terms of project implementation, in light of the instability of the Afghan political climate, a system to continue the project by utilizing local human resources (local government counterparts and local NGOs) was developed so that even if operations by Japanese experts were restricted due to the deteriorated security conditions, it would have a minimum effect on the project.

In fiscal 2005, the JICA Country Program integrated the basic concepts and priority areas in its assistance to Afghanistan as well as future mid-term project plans for each development issue in the priority areas, thus allowing for the related parties to share support policies and strategies.

(2) Systematically Utilizing Lessons Learned from Afghanistan

1) Introduction of Fast Track System

Based on the experience in Afghanistan, in order to more promptly and flexibly plan and implement projects to address urgent needs, such as peace-building assistance and natural disaster reconstruction support, the Fast Track System was introduced in fiscal 2005. The system aims to simplify and shorten the processes regarding project formulation, decision-making, implementation preparation, procurement, etc., and to reinforce project implementation by the headquarters and overseas office. This system enables applicable projects to simplify their decision-

making process by transferring the authority to the director of the department in charge of the project implementation. When only a limited amount of information is available at the planning stage of a project, the system also enables the simplification of items assessed in ex-ante evaluation except for the minimum necessary items, thus shortening the time necessary for the launch of the project. The simplification of human resources selection procedures and development of a human resources database were also realized for the projects to which the Fast Track System was applied, so that human resources to implement aid can be promptly secured.

As a result of introducing the above-mentioned system, three projects for assistance to Palestine, assistance to Southern Sudan, and reconstruction assistance for earthquakes in Pakistan were approved as Fast Track projects as of January 2006. By applying the Fast Track System, the time necessary to complete the procedures for the implementation of these projects was shortened by one-half to two-thirds, enabling more prompt response to projects that need urgent attention.

Also from the experience in Afghanistan, the necessity of establishing an operation base promptly at the start of a project was recognized. Accordingly, introduction of a dispatch system of expert teams undertaking logistics has been discussed for inclusion in the Fast Track System.

2) Operation by Overseas Initiative

As part of the promotion of field based management, JICA has been tackling organizational reform. One of the pillars of the reform is localization to reinforce the functions of the overseas offices by delegating human resources and authorities from JICA headquarters to overseas offices so that local needs are assessed more accurately and reflected in the appropriate and prompt project implementation. One of the examples of the reform is the introduction of a system where overseas offices independently formulate, plan, manage, and evaluate projects. After the completion of the trial period starting in October 2004, the system was introduced fully at 30 out of 56 overseas offices, starting in fiscal 2005.

3) Achievement of Objective in Cooperation with International Organizations

JICA has been promoting the reinforcement of cooperation with other aid agencies such as the UN and NGOs at an early

stage of its activities in order to achieve more effective peace-building assistance, including seamless transition from emergency aid to reconstruction assistance. For example, in Sudan, JICA has coordinated its efforts with United Nations High Commissioner for Refugees (UNHCR) and United Nations Office for Project Services (UNOPS) from the beginning of the activities.

4) Reinforcing Safety Management

In order to implement operations smoothly in high-risk countries, including Afghanistan, in terms of security, in fiscal 2005, JICA upgraded safety management training, which is jointly conducted by United Nations High Commissioner for Refugees (UNHCR-eCentre), to improve the risk management capabilities of JICA staff. In addition, JICA has worked to compile their experiences into a manual.

Also, considering the possibility of future assistance to countries and regions where security conditions are not stable, like

Afghanistan, JICA has systematically introduced the process of examining emergency countermeasures by developing a contingency plan that allows projects to continue using local human resources in case Japanese experts and staff members have to evacuate the country temporarily due to deterioration of public safety.

5) Early Formulation of Comprehensive Plan

One aspect of peace-building assistance is that urgent needs have to be addressed wherever possible. However, the review revealed that the formulation of a comprehensive plan at the earliest possible time is crucial for more efficient and effective aid implementation. Based on the result of the review, JICA's assistance to Sudan that started in fiscal 2005 clarified the immediate direction of cooperation and priority issues and formulated the mid-term input plan at the beginning of the assistance, being committed to provide assistance strategically.

