

**United Nations Development Assistance Framework
In Support to the Afghanistan National Development Strategy**

2010 – 2013

“Weathering the storm: Peace, Income and Health for all Afghans”

Table of Contents

Table of Contents.....	2
Mission Statement.....	3
Executive Summary.....	5
1. Towards Development, Peace and Human Rights.....	6
2. How does the UN Support the ANDS?.....	8
2.1 National coverage with customised local solutions.....	8
2.2 Three Fundamental Changes: Local Capacity, Comprehensive Packages, Better Coordination	8
2.2.1 Focus on the sub-national level to improve service delivery.....	8
2.2.2 Comprehensive packages of UN support in selected provinces.....	8
2.2.3 New mechanisms to better coordinate assistance.....	9
2.2.4 Aid Effectiveness.....	10
2.3 Priority Areas for UN Support.....	11
2.3.1 Governance, Peace and Stability.....	11
2.3.2 Sustainable Livelihoods: Agriculture, Food Security and Income Opportunities.	13
2.3.3 Basic Social Services: Health, Education, Water and Sanitation.....	15
3. UN Support to ANDS Priorities 2010 – 2013 – Matrix.....	18
4. Cross-cutting Issues.....	20
5. Resource Mobilisation.....	21
6. Monitoring, Review and Evaluation.....	23
6.1 Monitoring.....	23
6.2 Annual Reviews.....	23
6.3 Evaluation.....	23
Acronyms and Abbreviations.....	25
UN System Web Sites for Afghanistan.....	26
Glossary.....	27
Annex A: ANDS structure.....	29
Annex B: ANDS sub-national consultations, top priorities of provinces, priority ranking.....	30
Annex C: UN accessibility map.....	31
Annex D: UN presence in Afghanistan.....	32

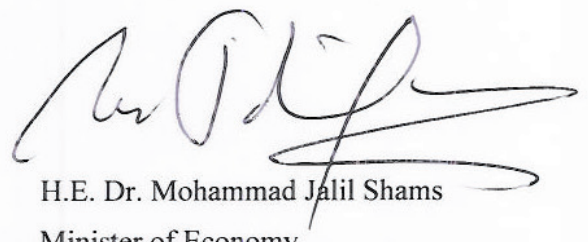
Mission Statement

We, the United Nations Country Team, pledge to support the people and the Government of Afghanistan in achieving the goals of the Afghanistan National Development Strategy. Our development assistance focuses on the needs and rights of the most vulnerable and seeks to bring effective governance and stability, provide livelihoods and improve basic services.



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Executive Summary

Afghanistan is at a crucial stage in its struggle to rise out of poverty and conflict. The intensifying insurgency adds to the critical need for the international community to do more to help Afghans build effective institutions and promote equitable economic growth. The Afghanistan National Development Strategy (ANDS) charts how the Government and its partners meet the country's development needs. Based on its unique role and breadth of expertise, the UN framework in support of the ANDS focuses on three priority areas: (i) Governance, Peace and Stability, (ii) Sustainable Livelihoods and (iii) Basic Social Services, underpinned by cross-cutting issues such as human rights, gender equality, environment, mine action and counter-narcotics. These three priority areas are where the UN is best placed to support the Afghanistan National Development Strategy by focusing on the nexus between stability and poverty alleviation, particularly for the most marginalised and vulnerable:

- A. Good Governance, Peace and Stability** — UN programmes complement each other and focus on the critical elements of governance that directly contribute to increasing stability. This includes strengthening people's trust in the state, tackling corruption, fighting impunity, enhancing respect for human rights, building effective institutions and increasing access to justice. The UN, in addition to capacity building at the national level, is significantly stepping up its capacity building efforts, particularly at the sub-national level and continues its engagement in de-mining, improved border management, reform of the security sector, measures to strengthen the rule of law and efforts to curb the drug economy. The UN also continues to foster an inclusive, participatory culture of human rights, gender equality and peace.
- B. Sustainable Livelihoods: Agriculture, Food Security and Income Opportunities** — In response to the call from the Government of Afghanistan, the UN Country Team is significantly scaling up its programmes to increase agricultural output and access to diversified food at the household level, particularly by expanding irrigation networks, providing better quality seeds and implementing food security programmes. UN programmes also help improve the state's capacity to cope with natural disasters and manage natural resources in ways that reduce poverty and resolve disputes. And UN agencies are expanding efforts to improve and diversify the skills and work opportunities that Afghans need to increase their incomes, especially for youths.
- C. Basic Social Services: Education, Health, Water and Sanitation** — UN agencies are building on the significant progress made in enhancing equal access to quality basic social services. Improved, expanded and mutually-reinforcing UN programmes support literacy and vocational training, primary and secondary schooling, higher education, health systems and services, safe drinking water, sanitation, healthier lifestyles and improved hygiene. These comprehensive programmes address issues of supply, demand and access with a special focus on under-served and excluded Afghans.

The complexity of development challenges in Afghanistan has led the UN to emphasise two major aspects in its approach:

- **A focus on building institutional capacity at the provincial, district and local levels.** Rebuilding trust and reinforcing mutual cooperation between the people and the Government is a pre-requisite for sustainable stability, as well as for poverty reduction in all parts of the country. The UN Country Team recognises the responsibility of all UN agencies to build the capacity of their counterpart line ministries at the sub-national level and to work hand-in-hand on improving service delivery. In this process, the UN is well-placed to help the Government better engage with people and their communities and to facilitate participatory planning and implementation.
- **A more coordinated UN:** UN agencies make a particular effort to deliver more and to deliver jointly in a few under-served provinces, pulling together their expertise and capacity. These comprehensive provincial packages should bring about visible changes in the life of Afghans in relatively stable areas which have benefited less from the peace dividend. A UN Common Fund is established to mobilize resources and ensure more equitable distribution of assistance and to give an incentive to agencies to work jointly.

The 32 members of the UN Country Team have extensively consulted national and international partners in the preparation of the UNDAF. They have also committed to continuing close cooperation during its implementation, including through the Joint Coordination and Monitoring Board co-chaired by UNAMA. Based on UNAMA's nature as an integrated mission, its mandate is directly anchored in and supported by the work of UN agencies, funds and programmes.

Through this strategic framework, the UN plans to deliver over USD 4 billion in assistance over the period 2010 to 2013. The UNDAF process is monitored continuously, based on indicators at the outcome and output levels. Through annual reviews with the Government and other counterparts, UN programmes are adjusted to ensure optimum impact and the best possible fit with the evolving situation.

1. Towards Development, Peace and Human Rights

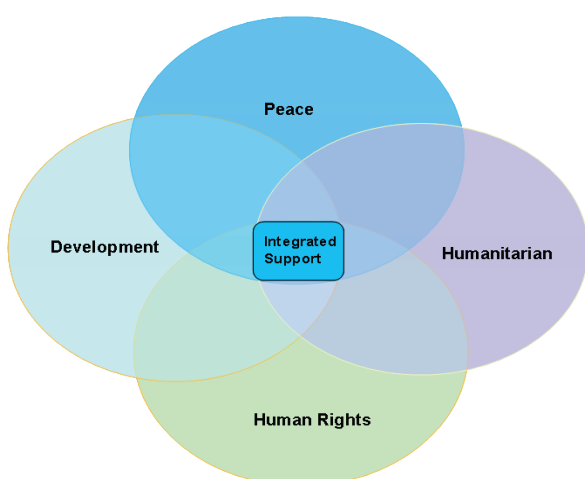
As the United Nations are engaged here with the sole interest of supporting the people of Afghanistan, this strategic framework for the country's development is firmly rooted in the Afghanistan National Development Strategy (ANDS). Through a comprehensive series of assessments, planning and consultations, the 32 members of the UN Country Team have decided on a set of priorities from the ANDS on which they jointly focus to have a tangible impact on development throughout the country and to underpin the UN Assistance Mission to Afghanistan (UNAMA) mandate to better steer international support.

After enduring decades of conflict and the resurgent instability of the past three years, the top priority expressed in country-wide consultations is to establish sustainable security.¹ Building peace and stability in Afghanistan is a complex process that requires coherent and integrated participation by multiple domestic and international actors. It is the responsibility of all actors, not only the Afghan and international security forces. The situation in Afghanistan is complicated by regional rivalries and the cross-border nature of the insurgency. Further risk factors include tribal, ethnic and geographic rivalries, corruption, the narcotics economy and weak institutions, especially at the provincial, district and municipal levels.

Conflict and instability have exacerbated Afghanistan's historic poverty and under-development. The country has some of the lowest socio-economic indicators in the world. Poverty is endemic: two-thirds of the population live below or just above the official poverty line and the overwhelming majority lack access to basic infrastructure and essential services. The delivery of these essential services is further challenged by the scarcity of skills which results from a continuous brain drain during the years of war and from the destruction of the education system in the same period. Recurring disasters, many of which could be far better mitigated, increase the vulnerability of a population whose coping mechanisms have been overstretched for decades. Geographic and social fragmentation, both a cause of the conflict and one of its most devastating effects, exacerbates poverty and exclusion, particularly for women and marginalised groups. This constitutes major human rights concerns and barriers to sustainable peace. The UN, leading by example, is to make sure that it reduces rather than further aggravates existing imbalances.

“Political and military efforts must be complemented by a more robust commitment to supporting Afghanistan's development strategy in a more coordinated way. Resources must be used intelligently, according to a coordinated and comprehensive plan whose goal is to enable all Afghans to bear responsibility for their future.”
Secretary-General Ban Ki-moon

**The United Nations in Afghanistan:
integrated, comprehensive support**



The UN brings to bear a unique combination of support on the political plane and in development and humanitarian assistance, firmly rooted in universal human rights.

The depth and breadth of challenges facing Afghanistan call for nothing short of true state- and nation-building. This can only be done by Afghans, who are to have full ownership of this process. A foremost challenge in this transition period is for Afghans to shape more strongly the relationship between a modern, democratic, Islamic Constitution and strong traditions which are central to personal, communal and national identity. The role of the UN is to support the Government of Afghanistan in working toward this goal. This includes efforts to move from impunity and widespread corruption to a culture of accountability. It implies building the capacity of the Government at all levels, especially at the provincial and district levels, where the interaction between the people and the Government is most critical, and increasing people's participation, to foster transparency and accountability. This balance of top-down and bottom-up interventions lies at heart of the Human Rights Based Approach.

The UN strives to be an impartial partner, able to bring consensus and to steer international efforts

¹ See ANDS sub-national consultations and maps in annex B.

towards coordinated support to the implementation of the ANDS. The UN can bring expertise on all matters that are crucial to the success of the ANDS, whether political, developmental or in governance-related and consequently is in a unique position to support the Government in leading the integrated approach. The integrated approach aims at strengthening the nexus between security and development under a political leadership. It sequences interventions so that ANDS delivery has a direct impact on stability in Afghanistan.

The Government of Afghanistan and its international partners have agreed that the **Afghanistan National Development Strategy** (see box 1) serves as the country's overarching development framework, designed to promote peace and stabilisation.

Box 1: The Afghanistan Millennium Development Goals (MDGs) and the Afghanistan National Development Strategy (ANDS)

The Government of Afghanistan endorsed the Millennium Declaration in March 2004 and adapted them to the local situation. Afghanistan has defined its MDGs as targets for 2020 from baselines of 2005. Due to the need to pursue peace and stability in order to achieve the other MDGs, the Government of Afghanistan also added security as a ninth goal.

The ANDS, launched in June 2008, is an MDG-based plan that serves as the country's Poverty Reduction Strategy Paper. It was prepared following extensive national and provincial level consultations, involving all major government and civil society institutions, local communities, and donors. It reflects the Government's vision, principles and goals for Afghanistan, building on commitments to reach the Afghanistan Compact benchmarks. The pillars and goals of the ANDS are:

1. **Security:** Achieve nationwide stabilization, strengthen law enforcement, and improve personal security for every Afghan.
2. **Governance, Rule of Law and Human Rights:** Strengthen democratic practice and institutions, human rights, the rule of law, delivery of public services and government accountability.
3. **Economic and Social Development:** Reduce poverty, ensure sustainable development through a private sector-led market economy, improve human development indicators and make significant progress towards the MDGs.

The UN brings a unique combination of experience, scale and breadth to its work in Afghanistan. UN agencies have been operating in the country for over 50 years and have a deep understanding of the nation and its people. With over 8,000 national staff, the majority of the UN System in Afghanistan consists of Afghans working for Afghans.

Few organizations can match the UN system's reach in Afghanistan. The 32 members of the UN Country Team channel well over USD1 billion of assistance every year. They are present in all 34 provinces, enabling local initiatives, coordinating assistance, providing policy advice and technical expertise, building capacity and delivering services. With offices throughout the region, the UN system also supports regional economic, social and cultural cooperation, networking and trade.

In addition to the areas where it is best placed to provide direct support — governance, sustainable livelihoods and basic services — the UN, particularly through its Assistance Mission in Afghanistan (UNAMA), is also uniquely positioned to bring consensus among Afghanistan's partners and to coordinate international support for implementing the ANDS.

Box 2: UN Development Assistance Framework Preparation Process

The present framework was prepared through extensive consultations with a broad range of partners, including main stakeholders in the Government of Afghanistan, non-governmental organisations and the international community.

At a first preparatory workshop in June 2008 with the Government of Afghanistan and international partners, it was decided that the ANDS would serve as the common country assessment, along with additional causal analysis. A Human Rights Based Approach training held in July 2008 provided tools for the UNCT to deepen its analysis and planning. Based on the causal analysis, the UNCT defined three main priority areas. In October 2008, during the Strategic Planning Retreat, the UNCT discussed and refined expected development outcomes with the Government of Afghanistan, civil society organisations and donors. Three working groups then developed strategies and outputs for each of the priority areas. Drafts of the UNDAF were circulated for consultation within the UN family, including at the field level, and with all partners in two rounds of external consultations.

2. How does the UN Support the ANDS?

The complex situation in Afghanistan calls for targeted and coordinated operations, as well as a focus on the development priorities with which the UN can truly make an impact.

2.1 National coverage with customised local solutions

As the Secretary-General noted in his report of 10 March 2009 on the situation in Afghanistan², the Government and the international community are now applying an approach which recognises that varying security and governance conditions across the country demand different assistance responses.

- In **relatively secure, stable areas**, development programmes need to be intensified and accelerated. Many of these areas have been comparatively neglected and would benefit from an increase in resources for national programmes, particularly to support agriculture. The UN focuses on delivering a balanced mix of development programmes that benefit the poorest and the most marginalised. The UN builds the sub-national government's capacity to increase delivery of development services.
- In **insecure, unstable areas**, access for UN agencies and other actors is severely constrained and only a limited range of activities can be conducted. The top priority is to establish security by building the capacity of Afghan security forces and better connecting communities to the Government. The UN strives to increase humanitarian space, ensure protection of civilians and continue community-based development programmes, building upon strong relations between UN agencies and communities. The UN has developed flexible methods to be able to implement and monitor activities in inaccessible areas.
- In **clusters of critical districts** which are at risk of becoming more insecure, work must focus on integrated, targeted interventions that promote stability. Under the leadership of the Government of Afghanistan, UNAMA strengthens coordination with ISAF and other partners. Following an in-depth analysis of the cause of insecurity in these districts, the right balance of political outreach, governance efforts and development is delivered, above all through **government-led national programmes**.

Box 3: United Nations Assistance Mission in Afghanistan
Security Council Resolution 1868 (2009) mandates UNAMA to coordinate all UN activities in Afghanistan. As co-chair of the Joint Coordination and Monitoring Board (JCMB), UNAMA promotes more coherent support by the international community to the Afghan Government and the adherence to the principles of aid effectiveness, including through resource mobilisation and coordination of the assistance provided by international donors and organisations. In the context of a comprehensive approach to address the challenges in Afghanistan, UNAMA is also mandated to strengthen cooperation with the International Security Assistance Force (ISAF).

In support to this approach, the UN system is adapting how it operates throughout Afghanistan.

2.2 Three Fundamental Changes: Local Capacity, Comprehensive Packages, Better Coordination

2.2.1 Focus on the sub-national level to improve service delivery

The UN continues to support the Government at all levels and has agreed to step up its efforts in strengthening the Afghan administration at the sub-national level. All UN agencies are involved in building the capacity of their counterpart line ministries. The overall objective is for the government to improve service delivery in a sustainable manner.

2.2.2 Comprehensive packages of UN support in selected provinces

Starting in 2009, the UN system is applying a more focused, strategic and integrated approach that takes into consideration the extremely heterogeneous nature of poverty, vulnerability and other challenges. The approach is based on the principle that by working together systematically and building on each other's

² *The Situation in Afghanistan and its implications for international peace and security: Report of the Secretary-General*, A/62/751-S/2009/135.

expertise and capacity, UN agencies and their partners can do more to bring about real, sustainable change in people's lives (please refer to annex 11 for details).

While the UN Country Team continues to implement programmes nationally and ensures wide coverage throughout the country, it recognises that some provinces require far more attention. Some less accessible provinces, for instance, have not seen substantive improvement since 2002. These are mainly provinces with the lowest socio-economic indicators and recurring humanitarian emergencies. The criteria for selection include the following:

- Lack of support from the international community in the province
- Lack of Government capacity to address the needs of the province
- Relative stability / UN capacity to deliver
- Socio-economic indicators lower than average
- Risks that the frustration from lack of development translates into instability
- Government partners at the provincial level have facilitated the work of the UN and have demonstrated reasonable capacity to deliver.

To help these provinces catch up, UN organisations increase their presence and programming as the security situation permits. Through an increased coordination at the provincial level, UN agencies jointly design a programme that covers the main priorities of the province. Joint programming tackles complex, multi-sectoral issues and produce results that are greater than what the organisations involved could produce separately. Provincial packages are to be designed together with Provincial Development Committees, using this opportunity to build further the capacity of line ministries in the targeted province. Activities and projects are carefully sequenced so they reinforce each other. The UN Regional Teams is responsible for monitoring the progress of provincial package and for reporting as “one UN” on these programmes. By using its comparative advantage, the UN aims to show case these provinces for reaching some of the Millennium Development Goals. It is hoped that such success could be replicated in other provinces.

The UN adheres to the following principles in the focus provinces:

- Building on complementarities between the UNCT, the Government and other actors;
- Engaging the provincial government to the greatest extent possible, building its capacity;
- Maximising impact with minimum resources through sharing assets, office space and human resources among UN agencies;
- Focusing on tangible, visible and sustainable improvements in people's lives.

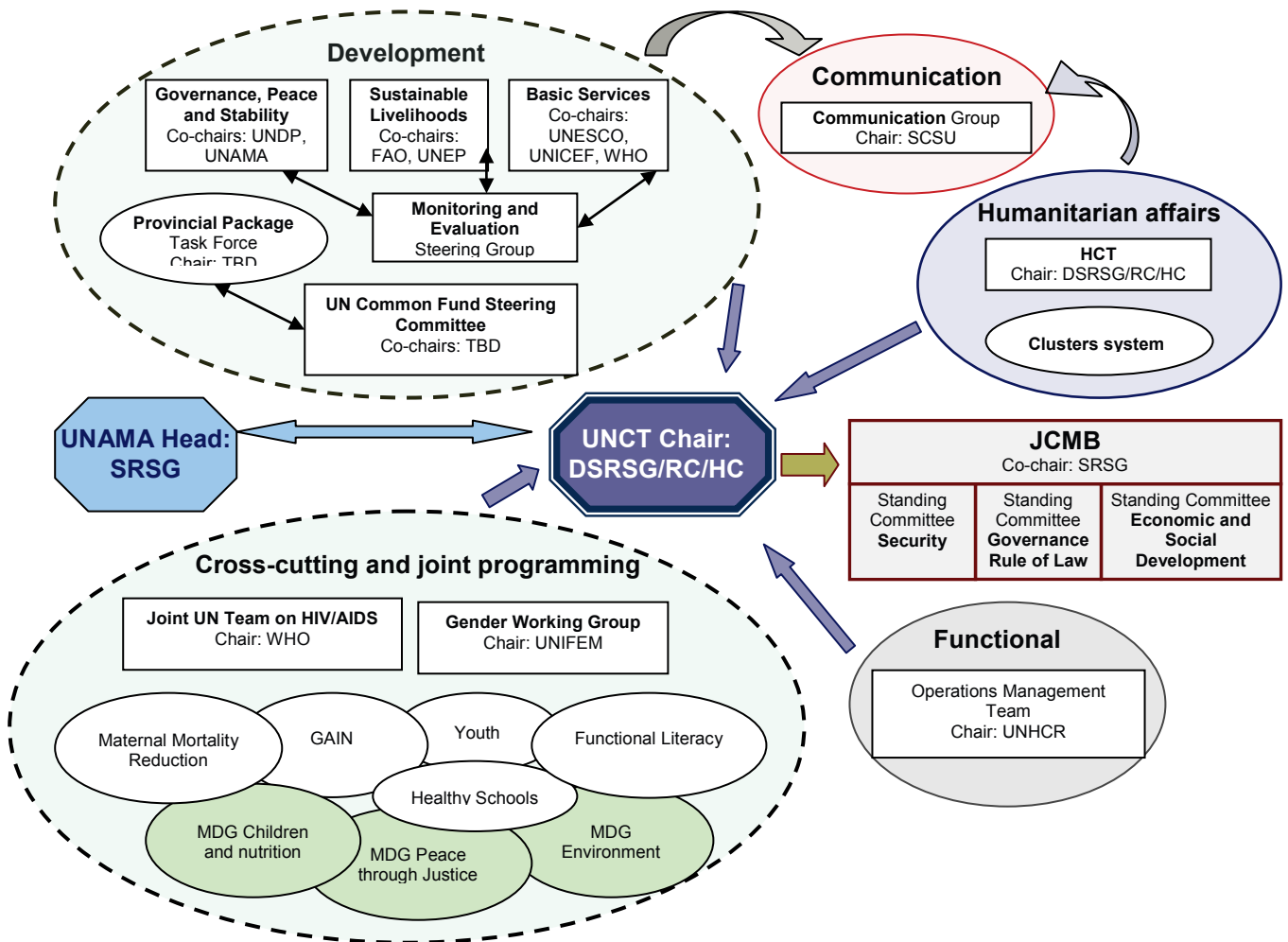
Provincial packages concentrate on three of the five priority sectors of the ANDS: agriculture, capacity development and education/vocational training. Funding gaps for these provincial packages is to be bridged through the UN Common Fund.

2.2.3 New mechanisms to better coordinate assistance

- **The UN Common Fund:** UN agencies have strong bilateral bonds with their traditional donors. Such funding mechanisms continue to cover the majority of UN programming. To ensure the UN maintains a coherent fund-raising strategy as a bridge to funding gaps for comprehensive provincial packages and joint programmes, a UN Common Fund is to be created. This would help administer UN assistance more strategically, creating an incentive for UN agencies to work more closely together and providing a means for donors to fund under-resourced provinces through high impact programmes. A Steering Committee is responsible for ensuring that the UN Common Fund is well utilised to support UN joint programming and engender a collective and visible impact. The Steering Committee allocates funds either to agencies individually under the two necessary conditions that the project supports one of the selected under-resourced provinces and that the project contributes to a greater UN effort in the province, or to one of the existing joint programmes. Through a common reporting mechanism, the UN Common Fund is to bring more clarity to the Government of Afghanistan and donors. All activities funded under the UN Common Fund are implemented in close cooperation with the Government and in full alignment with the ANDS (please refer to annex 12 for details).
- **Information management tools:** The UN reinforces information management by building on existing mechanisms, such as the Provincial Mapping of UN Activities (PMUNA) and AfghanInfo (with the Central Statistics Office). These two systems are to feed into the ANDS Information

Management/Monitoring and Evaluation system. They also help the UN monitor progress in the implementation of the UNDAF and subsequently incorporate lessons learnt.

- **Coordination in the UN family**



2.2.4 Aid Effectiveness

The UN has been working to implement the recommendations contained in the OECD/DAC 2008 *Survey on Monitoring the Paris Declaration: Making Aid More Effective by 2010*. The survey called for increased use of established Afghan systems in aid disbursement and for more alignment of donor initiatives with the national development priorities (as set out in the ANDS). UN agencies’ programmes are prepared and implemented with counterpart ministries; and the priority areas under this development framework have been designed to support specific ANDS sectors. The UN Common Fund referred to above is also expected to contribute to a more strategic and predictable allocation of resources by directing funds to under-resourced provinces and to projects which allow UN agencies working together have an output well beyond the sum of individual inputs.

Box 4: Development and Humanitarian Assistance, A Mutually Supportive Relationship

Afghanistan's humanitarian challenges are exacerbated by high levels of poverty that undermine the population's ability to absorb shocks associated with recurrent man-made and natural disasters. The root causes of poverty must be alleviated through coordinated and targeted interventions, as humanitarian and development assistance are intrinsically linked.

The implementation of the Humanitarian Action Plan prepares the ground for development activities to improve access to basic services and strengthen rural livelihoods. By building on this mutually supportive relationship, the need for humanitarian action will diminish as development interventions become more widespread. Specifically, the UN agencies:

- **Intensify food security** programmes at the household level to enhance nutrition, address the effects of food shortages and high food prices to help the Government ensure the socio-economic well-being of the poor and vulnerable.
- Continue to **assist the reintegration of 4.4 million repatriated refugees** and over a million internally displaced people. Repatriation increases the need for coordinated programmes that support resettlement, sustainable income, basic services and livelihoods. More than 2 million refugees still live in Iran and Pakistan, and may require assistance to return to their places of origin in safety and dignity.

2.3 Priority Areas for UN Support

While the UN cannot address all aspects of Afghanistan's poverty and instability through this development assistance framework, it can focus on the key challenges of development and state-building and their sociological, institutional and historical causes. The UNCT has identified three priority areas in which it is best placed to support the implementation of the ANDS:

1. Governance, peace and stability (ANDS sectors 1 and 2; Afghanistan MDG 9 and 3);
2. Sustainable livelihoods: agriculture, food security and income opportunities (ANDS sectors 3, 6 and 8; Afghanistan MDG 1, 3, 4, 8); and
3. Basic social services: health, education, water and sanitation (ANDS sectors 4, 5 and 7; Afghanistan MDG 2, 3, 5, 6, 7).

The UN is also particularly concerned with helping Afghanistan find ways to educate, engage, empower and employ its youth.

2.3.1 Governance, Peace and Stability

“A Government of the People for the People: For Justice, For Peace”

Poor governance directly contributes to the deteriorating security situation in Afghanistan. People lose trust in the state when corruption and impunity are pervasive, human rights are violated, institutions are absent or ineffective and members of society are denied justice. The result is a culture of impunity that severely impedes our collective efforts to build peace and stability and implement the Afghan National Development Strategy.

The Government experiences great difficulties in formulating coherent policies and in adopting operational frameworks because of a dual deficit in state capacity and citizen awareness of rights and engagement in democratisation. Low human and institutional capacity in the public sector constrains the Government's ability to disburse funds under the national budget and improve public services. There is also a gap in meaningful communication, understanding and responsiveness between the Government and the people—a gap that the Government can narrow by taking proactive measures. This gap is most visible at the provincial and district levels and it leads to people's frustrations. The legitimacy of the state is critically dependent on the performance of institutions. Public confidence is built and sustained when the Government responds to people's needs and delivers services, including the rule of law. The international community must step up its support to the government, especially at the sub-national level and empower all Afghans to play constructive roles in building their common future.

While much progress has been made in strengthening the Afghan National Army (ANA), police reform requires much more attention. Numerous reports show that the production of poppy and its industrial processing finance part of the insurgency.

The UN promotes stability, state and nation building

Governance cannot be improved in isolation. While continuing to support the government at the national level, the UN focuses interventions at the sub-national level, taking into consideration local needs and contexts. Our assistance is designed to help the Government and local administrations develop sound institutions that deliver security and public order and provide access to justice, health care, education and other public goods, within the framework of an Islamic state. Along with enhancing state credibility, the UN promotes inclusive and transparent governance processes and develops capacity across civil society, including small organisations and communities. This includes efforts to help Afghanistan combat impunity and the spread of corruption by enhancing and promoting a culture of accountability.

Our strategy to promote good governance, peace and stability has three elements:

1. **Greater stability:** The UN adopts a three-pronged approach in order to tackle the complexity of the current instability. First, the UN possesses a comparative advantage in addressing some of the destabilising factors through programmes on disarmament, de-mining, border management, security sector reform, strengthened policing and enhancing coordination among law enforcement entities to curb the drug economy and other criminal activities. Second, the UN builds local initiatives to reinforce a culture of human rights and peace. For instance, the UN encourages youth to become advocates for peace by slowly increasing their capacity to influence traditional decision-making processes. Third, in certain district clusters which risk destabilising their regions further but demonstrate opportunity for engagement, some agencies support the integration of political, governance and development initiatives.
2. **Improved public services:** The UN helps strengthen the state's capacity to develop national policies and regulatory frameworks, especially in the sphere of employment. Building on the significant progress made in developing a policy and regulatory framework on natural resources, agriculture, gender issues, education, health and sub-national governance, the UN facilitates their effective implementation. To reach these objectives the UN helps strengthen administrative systems and develop the capacity and credibility of civil servants, including by promoting the participation of women in the Government. The UN agencies working at the sub-national level are accountable for the progress of their counterpart line ministries. The UN Regional Teams make particular efforts to strengthen coordination at the provincial level through Provincial Development Committees. The UN provides tools to the Government not only to deliver quality services, but also to prioritise delivery to the poorest and most marginalised. The collection and analysis of disaggregated data is vital for the Government to measure progress better, especially on poverty reduction, and to make informed decisions. This includes building the capacity of the Central Statistics Office to conduct the first national census.
3. **Strengthened democratic institutions:** The UN promotes a political culture based on the rule of law, empowered citizens and representative democracy. This work includes support and training for members of the National Assembly, elected councils and the independent bodies responsible for conducting elections and upholding universal human rights.³ Other programmes encourage public-private partnerships and empower civil society and the media to provide oversight, hold officials accountable and improve the quality of governance. UN programmes also support the participation of citizens, particularly women and youth, in public life. Our objectives are to help Afghanistan meet the minimum requirements for capable, accountable, legitimate and transparent administrations at all levels and at its borders.

Partnerships

The UN works on governance, peace and stability with the Ministry of Interior, Ministry of Justice, Ministry of Counter-Narcotics, Ministry of Finance, Ministry of Commerce and Industry, Ministry of Culture, Ministry of Economy, the Afghan Independent Human Rights Commission (AIHRC), the Independent Administrative Reform and Civil Service Commission (IARCS), the Independent Directorate of Local Governance (IDLG), the Central Statistics Office (CSO), the Independent Electoral Commission (IEC), the

³ Several UN agencies directly support the Presidential Elections in 2009 and Parliamentary Elections in 2010, as well as subsequent elections.

National Assembly, Provincial Development Committees (PDC) as well as non-governmental actors in the private and civil sectors, including Community Development Councils (CDC) and District Development Assemblies, academia, media, and religious and traditional leaders. These institutions are critical partners as they are responsible for promoting democratic processes, strengthening local institutions and delivering necessary services. The UN provides many of these partners with substantive technical assistance, policy advice and financial support and builds their capacity to address governance and stabilization challenges.

Cross-Cutting Issues

- **Gender:** The UN supports gender-sensitive security sector reform, including the recruitment of women into the police force and targeted capacity-building on responding to gender-based violence and compliance with obligations under UN Security Council Resolution 1325 on women, peace and security and Resolution 1820 on sexual violence in armed conflicts. The UN advocates a gender-sensitive approach in the development of policies and supports the equal rights of women and men to seek justice and participate in government and decision-making at all levels and in all aspects of peace, reconciliation and reconstruction processes.
- **Human Rights:** Increasing awareness of human rights can strengthen social cohesion, prevent conflicts and promote democratic citizenship and values.
- **Mine Action:** Demining promotes peace and stability by destroying weapons of war and providing a safe environment for the population to live, work and develop their country. Community based demining programmes take place in insecure areas, providing work for those who might otherwise get caught up in the insurgency.
- **Anti-corruption and Border Management:** The management of borders and the customs' administration lie at the core of security policies and measures to fight corruption and illicit trafficking. Customs efficiency and transparency improves by increasing revenue collection through the Automated System for Customs Data (ASYCUDA).
- **Counter-Narcotics:** Counter-narcotics efforts within Afghanistan designed to decrease poppy cultivation (e.g. eradication, alternative livelihood programmes, incentives for governance in poppy-free provinces, lab destruction, countering corruption and the prosecution of drug traffickers), have been complemented by a regional response to combat the trans-national threat posed by the Afghan drug economy. The Rainbow Strategy and the Trilateral Initiative (Afghanistan, Iran and Pakistan) promote a series of measures to reduce the supply, trafficking and consumption of opiates in the region.

Risks and Opportunities for Governance, Peace and Stability

- Increased insurgent activities limit access to communities and consume Government attention and resources.
- Regional situations, particularly in Pakistan, could be major stabilising or destabilising influences depending on the direction of security, political and economic trends there.
- Elections dominate public attention and limit the space for reform; they may also bring new politicians into office while bolstering the credibility of successful incumbents.
- Pervasive corruption and nepotism deepen public apathy, but the recent establishment of the High Office of Oversight is a step in the right direction.
- While a decline in grain prices would make some foods more affordable, it could make illegal poppy cultivation comparatively more appealing, undermining support for the government and compliance with the rule of law in rural areas. Conversely, an increase in support for agricultural production and diversity could be an incentive for farmers to grow legal crops and improve their relationship with the state and participation in the formal economy.
- The desire for stability could override human rights guarantees, especially the participation and protection of women.
- Traditional practices may not always be consistent with approaches that the UN is mandated to promote, requiring religious and cultural sensitivity to resolve differences and a focus on what is truly relevant in the Afghan context. If engaged correctly, Afghan traditions and Islam can be strong and catalytic foundations for development and state-building.

2.3.2 Sustainable Livelihoods: Agriculture, Food Security and Income Opportunities

“Step by Step: Food and Incomes for our Families, Choices for our Future”

About eighty percent of Afghanistan’s population lives in rural areas. A significant proportion is poor and lacks adequate and secure sources of livelihoods. The situation has worsened as a result of the global food price crisis and recurring food shortages. The country’s long-term stability and prosperity hinge on expanding the agricultural sector, improving natural resource management and increasing options for people

in rural areas to make a living. The Government's long-term vision is to ensure the social and economic well-being of these communities, especially the poor and vulnerable among them.

Afghanistan's livelihood base of agriculture and natural resources has been depleted by a combination of factors including violent conflict; the absence of an enabling environment for the private sector; and poor management of natural resources, especially land. Frequent natural disasters are matched by limited and even declining capability to manage such disasters. Social cohesion and the sense of community have been undermined by mass displacement and migration, population growth and a lack of resources.

The resulting lack of assets translates into unemployment, low incomes, inability to invest and limited purchasing power. The difficulty to generate incomes or produce enough food makes individuals and households more susceptible to food insecurity (which affects more than 30 percent of the population) and its detrimental effects. These people, whose vulnerability is exacerbated by the absence of a social safety net, are prevented from realising their human rights.

Across all sectors, existing skills rarely match market demand. The educated are often under-employed while the private sector turns to foreign, skilled labour. The vocational training sector and policies are at a nascent stage of development and labour market information, both on the demand and supply sides, is extremely limited. Workers' rights are not protected because the labour law is poorly enforced and unions have neither the capacity nor the reach to provide effective support.

The UN supports efforts to promote agriculture and economic growth and reduce poverty

At the June 2008 Paris Conference, the Government of Afghanistan made clear that agriculture is one of its top priorities. The UN responds by significantly scaling up its activities through support to government strategies, programmes and policies that stimulate economic growth in agriculture and other sectors, especially improved wheat seed and the Comprehensive Agriculture and Rural Development (CARD) facility. It also helps alleviate poverty through special programmes for marginalised and vulnerable groups. Specifically, the UNCT implements country-wide programmes as well as targeted jointly programmed activities to:

1. **Increase agricultural output and access to diversified food** at the household level by, first, expanding the means of production, particularly irrigation networks, quality seeds, plant protection, animal feed and health services and second, by implementing food security programmes at the household level and through the education and extension systems.
2. **Improve the capacity to manage natural resources and hazards in ways that reduce poverty, resolve disputes and mitigate peoples' vulnerability to natural disasters** and other shocks by focusing on:
 - a. enabling public institutions and communities to better solve land and other natural resource disputes;
 - b. supporting effective implementation of natural resource management systems, including appropriate regulatory frameworks and rehabilitation and restoration initiatives; and
 - c. enhancing the capacity of national and local institutions to manage disaster risks.
3. **Improve, expand and diversify the opportunities people have for decent work and income**, especially for vulnerable groups, linking rural development, private sector revitalisation and vocational training efforts by:
 - a. building their capabilities and improving access to assets to pursue different ways of making a living;
 - b. supporting the development of an enabling environment and strengthening enterprises and private sector networks.

Partnerships

In the area of sustainable livelihoods the UN works with the Ministry of Agriculture, Irrigation and Livestock, the Ministry of Rural Rehabilitation and Development, the National Environment Protection Agency (NEPA), the Ministry of Energy and Water, the Ministry of Counter Narcotics, the Ministry of Labour and Social Affairs, the Ministry of Women's Affairs, the Afghan National Disaster Management Authority (ANDMA), the Ministry of Public Works, the Ministry of Commerce and Industry, the Microfinance Investment Support Facility for Afghanistan (MISFA), the Afghan Independent Human Rights Commission (AIHRC) and the Afghanistan Investment Support Agency. The UN also works with

District Development Assemblies, Community Development Councils, unions, private sector networks, civil society organisations and universities.

Cross-cutting issues for sustainable livelihoods

- **Environment:** Improved management of ecosystems increases the resilience of the poor and their livelihoods to environmental risks, including natural disasters, the effects of climate change and environmental shocks that threaten their livelihoods and undermine food security.
- **Human rights:** The human rights-based approach is a key strategic entry point in addressing power imbalances that result in the denial of an adequate standard of living. By focusing on equality and non-discrimination, sustainable livelihood initiatives reach the poorest segments of society. The principles of participation and inclusion ensure that people are at the centre of their own development, which in turn ensures the sustainability of projects at the community level.
- **Gender:** Gender perspectives are incorporated into sustainable livelihood interventions by determining the differential needs and conditions of women and men and ensuring that women's decision making and participation, equal access to opportunities and economic resources are incorporated into all livelihood programmes. Gender equality within the household economy and public sphere are promoted in all interventions.
- **Counter-narcotics:** Combined efforts of UN agencies, line ministries and the international community resulted in 20 provinces being poppy-free in 2009. Opium-poppy cultivation remains a major coping strategy for up to ten percent of the rural population. Many of these rural households are highly dependent on the opium-poppy economy, especially landless labourers. UN agencies are working together to create socially and economically viable and sustainable alternative livelihoods.
- **Mine Action:** Demining promotes sustainable livelihoods by expanding the amount of land for people to farm and graze their animals. As a priority, target areas which are highly fertile or useful for agriculture are cleared of mines. Demining also provides a good income for many families throughout Afghanistan.

Risks and opportunities for sustainable livelihood

- Recurrent natural disasters, drought, high food prices and rising insecurity in some areas make it difficult to ensure that sufficient resources are available to support agricultural development and rural livelihoods.
- Afghanistan's rich soil, rivers and improving infrastructure present an opportunity to develop a secure domestic supply of food. With the right support, the country could be self-sufficient in food.
- By helping communities resolve disputes over land and natural resources, we can create opportunities for peace and reconciliation.
- Political instability and ongoing conflict adversely affect Afghanistan's appeal for investors and access to land and markets.
- Delays in developing the national employment policy could hamper the coherence of livelihood interventions.

2.3.3 Basic Social Services: Health, Education, Water and Sanitation

“A Right to a Better Future: A Healthy, Educated Afghanistan”

Afghanistan has made significant progress toward achieving some of the Millennium Development Goals, particularly in terms of improving the availability of basic social services. Since 2001, infant and under-five mortality rates have fallen by a quarter and school enrolment has increased six-fold to about six million children, a third of whom are girls.

Despite these improvements, Afghans still have very limited access to basic social services, particularly in remote and rural areas. The sector is constrained by the limited capacity and motivation of many service providers, people's limited awareness of the services they are entitled to and, in some areas, by the actions of anti-government elements. Geographical and gender disparities and the political and socio-religious context continue to be major obstacles to improving and expanding access, particularly for Kuchi, women and people with disabilities. The biggest challenge remains the lack of trained people to provide quality education or training to others. There are not enough women health workers and teachers to serve the population's needs.

Education for girls needs particular attention: only one girl in three is able to study. Just 14 per cent of women and 43 per cent of men are considered literate. Most Afghans still lack access to safe drinking water and sanitation facilities; and malnutrition is increasing due to rising food prices, drought and a lack of awareness.

Almost three quarters of Afghans are under 25 years old. Fertility rates remain high (6.8 children per woman) while the use of contraceptives is low, resulting in a growing need for medical care during and after pregnancy and for young children.

The UN supports access to education, health care, clean water and sanitation

The UN Country Team has two priorities for improving basic social services:

- **Building coherent, effective systems to deliver services:** UN agencies work with the Ministries and their partners to build sound, effective systems that deliver equal access to quality basic social services. From national policies and regulations, resource management, inter-ministerial cooperation and standard-setting at the centre, to facilitation and supervision at the provincial level, to participatory implementation and monitoring at the district and community levels, the UN helps the Government identify gaps and find solutions suited to Afghanistan's unique challenges. The UNCT's support compliments line ministries' initiatives and focuses in particular on strengthening the links between the education, health and water and sanitation sectors, both for policy-makers and providers, and for users. Our advocacy efforts also raise awareness of the respective duties of providers and rights of users, to ensure that mandates are implemented, needs are met and services can eventually be sustained on the basis of Afghan resources.
- **Empowering users:** Engaging with key stakeholders including shuras and religious leaders, for example through Community Development Committees, the UNCT fosters more active involvement by individuals, families and communities in managing and making use of education and health opportunities. Through flexible intervention mechanisms, we help to ensure that people in conflict-affected areas can access basic social services and that more women teachers and health workers can be deployed in under-served districts.

The UNCT and its partners foster partnerships between Government and non-government providers and the users of services. For services to be available, affordable and properly used, communities need to fully appreciate their roles and responsibilities, from planning to implementation and oversight.

While we work to improve the overall quality of basic social services and equitable access to them, our focus is on groups that are vulnerable to exclusion and marginalisation, such as women, girls, children, ethnic minorities, people with disabilities, returnees and internally displaced people.

Partnerships

UN agencies have a wide range of successful partnerships to build on in promoting basic social services. In implementing its strategy, the UN Country Team strengthens its relationships with the Ministry of Education, the Ministry of Higher Education, the Ministry of Public Health, the Ministry of Women's Affairs, the Ministry of Labour and Social Affairs, the Ministry of Rural Rehabilitation and Development, the Ministry of Hajj and Religious Affairs, the Office of the Deputy Minister of Youth and the Afghan Independent Human Rights Commission (AIHRC). The UN works with civil society organisations, District Development Assemblies (DDA), Community Development Councils (CDC), universities, research organisations, religious leaders, organisations delivering the Basic Health Services Package and the private sector involved in health and education.

Risks and Opportunities for Basic Social Services

- Equal access to social services is threatened by rising insecurity, recurrent emergencies and increasing disparities between and within communities. If services are not equitably provided, there is a risk that some groups conclude that delivery is politicised, undermining trust.
- The use of schools and health centres for political purposes such as polling and voting, risks disrupting services through violence and unrest and could further politicise perceptions of social services.
- The existing partnership to expand women's literacy offers a chance to increase the number of women who can be trained to provide basic services in under-served areas.
- If youth can access the appropriate opportunities and education, they can become a source of dynamism, growth

and social progress.

Cross-Cutting Issues

- **Gender:** Gender disparities seriously impede access to basic social services in Afghanistan. Insecurity exacerbates disparities by discouraging women from working in insecure areas. Obstacles to female schooling prevent women and girls from realising their right to education and other rights. Illiteracy among women impacts health, children's education and overall economic development. Women—especially illiterate women—are excluded from decision-making on service delivery.
- **Human Rights:** Access to quality basic social services is a human right which can critically impact poverty reduction and socio-economic development. The education system can be central for promoting human rights, among students, teachers and parents, as well as communities as a whole.
- **Environment:** Environmental conditions in Afghanistan account for a significant portion of health risks to the poor, especially children. Good health conditions, on the other hand, especially with regard to water and sanitation, are beneficial in terms of resilience, livelihoods, productivity and economic development.
- **Mine Action:** Demining is essential for enabling access to basic social services. The UN and its partners prioritise areas where the provision of basic social services could be improved by the clearance of mines.

3. UN Support to ANDS Priorities 2010 – 2013 – Matrix

Where ever possible indicators are to be disaggregated by gender.

Priority Area	Outcomes	Outputs	Outcome indicators
Good Governance, Peace & Stability	1. Stabilisation process is strengthened through effective integrated UN support to the Government and communities	1.1. Integrated reconstruction and improved local governance and rule of law increase confidence in the Government in targeted districts.	<ul style="list-style-type: none"> ▪ Increased % of people having a favourable opinion of their government where provincial packages are implemented (Baseline: will be defined by a first public opinion surveys)
		1.2. Institutions have strengthened capacities for the implementation of national plans for disarmament, de-mining and border management .	
		1.3. Justice mechanisms are more effective and more widely used.	
		1.4. Security sector reform is consolidated through integrated efforts to strengthen policing .	
		1.5. Participation in the drug economy is reduced through better coordination between institutions and law enforcement entities.	
		1.6. Culture of human rights and peace is strengthened at all levels of Government and society.	
	2. Government capacity to deliver services to the poor and vulnerable is enhanced	2.1 Institutions have strengthened capacity to develop and implement quality pro-poor service delivery and employment policies .	<ul style="list-style-type: none"> ▪ Increased spent budget for programmes in key ministries and increased number of provinces targeted by main national programmes (Baseline: will be defined by most recent Ministry of Finance figures)
		2.2. Service delivery coordination is improved under the leadership of Governors and Provincial Development Committees .	
		2.3. Quality disaggregated information is available at all levels for better decision-making.	
	3. The institutions of democratic governance are integrated components of the nation-state	3.1. National Assembly, elected councils and the Independent Elections Commission have better capacities to fulfil their mandates.	<ul style="list-style-type: none"> ▪ % of districts and villages with elected District and Village Councils. ▪ Perception of corruption decreases among population (Baseline: 0%, Transparency International CPI score 2008: 1.5)
		3.2. Government institutions responsible for ensuring transparency and accountability have better capacity.	
		3.3. Civil society and media have increased capacities to raise Government accountability.	
3.4 Communities , in particular women and youth , are empowered to participate in public life.			

Sustainable Livelihoods: Agriculture, Food Security & Income Opportunities	4. Agricultural output and access to diversified food at the household level are increased.	4.1. Farming community has improved access to necessary technology, inputs and infrastructure for agriculture and livestock production .	<ul style="list-style-type: none"> ▪ % of households involved in licit agriculture that are food secure (covers basic energy requirement and adequate dietary diversity) (Baseline: 30% in 2005, 45%, ANDS, NRVA results by province)	
		4.2. Households, especially among the poor and vulnerable, have better access to safe and nutritious food year-round.		
	5. Improved capacity to manage natural resources to support poverty reduction and dispute resolution, and to reduce vulnerability to natural disasters .	5.1. Community-based natural resource management systems are effectively implemented.		<ul style="list-style-type: none"> ▪ Number of community-based structures established and involved in managing natural resources and in resolving related disputes ▪ Reduced average number of deaths/casualties/homes destroyed per province and per natural disaster (Baseline: to be established)
		5.2. Government and communities are better able to solve land and natural resource management disputes .		
		5.3. National and local institutions have enhanced capacities to manage disaster risks .		
	6. Opportunities for decent work and income are improved and diversified, especially for vulnerable groups.	6.1. Skills development and education are better linked to access of vulnerable groups to income opportunities .		<ul style="list-style-type: none"> ▪ % of households living below the poverty line (Baseline: 42% in 2007, ANDS)
6.2. Enterprises and private sector networks strengthened to facilitate access to inputs and markets, and to revitalise local economies .				
Basic Social Services: Education, Health, Water and Sanitation	7. Afghans, particularly those who are under-served, have greater and more equitable access to quality basic services	7.1. All members of society, particularly the most vulnerable, have better access to basic services .	<ul style="list-style-type: none"> ▪ % of increase in the number of adequately trained health workers and teachers (including literacy facilitators) ▪ % of household having basic health services delivery point within two hours travel time (Baseline: 54,093 male and 20,508 female teachers in 2002, 66% of population with nearby access to health facility)	
		7.2. Educators and health workers, especially women, are better trained and more widely deployed .		
	8. More Afghans pursue education opportunities and healthy lifestyles	8.1. Individuals and families are better able to make informed decisions regarding their own education, health and well-being .	<ul style="list-style-type: none"> ▪ Net enrolment ratio in primary/secondary/higher education institutions and monthly use of health facilities (Baseline: 5.9 million enrolled at school (2007))	
		8.2. Communities are engaged in design, implementation and monitoring of learning opportunities and basic social services .		

4. Cross-cutting Issues

The UNDAF focuses on two main issues that are mainstreamed in all UN programmes: gender equality and human rights. These constitute the two issues that were identified as most strongly linked to the root causes of poverty and conflict. In addition, the UN Country Team aims at mainstreaming environment, counter-narcotics, anti-corruption, HIV/AIDS and mine action in most UN interventions. Details on specific strategies on cross-cutting issues are presented in annexes 4 to 10.

The UN supports all ANDS cross-cutting issues, including regional cooperation and capacity building. UNAMA participates in most of the regional forums that concern Afghanistan and, through its offices in Islamabad and Teheran, monitors regional developments. UNODC, UNHCR and WHO are involved in triangular initiatives or regional cooperation on their specific areas of expertise. As reflected throughout the UNDAF, capacity building in ministries, for civil servants, youth, or community volunteers for literacy or health is part of the UN's core mandate.

The UNCT has enhanced its accountability on cross-cutting issues through the development of indicators to measure progress made in these sectors. The UNCT Gender Working Group, the Joint UN Team on HIV/AIDS, Human Rights advocacy and training, and other mechanisms help UN agencies integrate such critical issues into their programming. Boxes in each priority areas section highlight how the UN Country Team intends to promote cross-cutting themes in their work. Agencies with recognised technical expertise (UNIFEM for gender equality, OHCHR for Human Rights, UNEP for environment, UNODC for counter-narcotics, MACCA for mine action) advise other UNCT members on the best ways to mainstream these issues, particularly through the three UNDAF Working Groups.

5. Resource Mobilisation

The UN channels around USD 1 billion a year to Afghanistan for development projects. The UN adheres to the Paris Declaration principles and commits to make significant progress on aid effectiveness by 2013. UN agencies are putting in place the Harmonised Approach to Cash Transfers (HACT). This approach aims at facilitating cash transfers to counterpart ministries by harmonising reporting requirements.

The UN Common Fund supports joint programmes as well as the delivery of the Comprehensive Provincial Packages and thus boosts incentives for UN agencies to plan, implement and monitor jointly. Following the “One UN” model, it is expected that this significantly increases projects’ impact. The Common Fund is also to allow more flexibility for selecting areas of intervention. The Steering Committee which allocates budgets from the UN Common Fund aim to counter imbalances and ensure that the UN targets vulnerable populations in places that have received less attention.

The matrix below presents the resource mobilisation target for each output.

Priority Area	Outcome	Output	Agency	Resource Mobilization Targets (\$ millions, 2010-2013)		
				Committed	To Mobilize	Total
Good Governance, Peace and Stability	1. Stabilisation process is strengthened through effective integrated UN support to the Government and communities.	1.1. Integrated reconstruction and improved local governance and rule of law increase confidence in the Government in targeted districts.	UNAMA, IOM, UN-Habitat, UNIDO, UNOPS	\$64.1	\$260.7	\$324.8
		1.2. Institutions have strengthened capacities for the implementation of national plans for disarmament, de-mining and border management.	MACCA, IOM, UNAMA, UNCTAD, UNDP, UNIDO, UNODC, UNOPS	\$111.9	\$441.3	\$553.2
		1.3. Justice mechanisms are more effective and more widely used.	UNODC, IOM, UNAMA, UNDP, UNFPA, UNIFEM	\$16.8	\$33.1	\$49.9
		1.4. Security sector reform is consolidated through integrated efforts to strengthen policing.	UNAMA, UNDP	\$7.0	\$246.0	\$253.0
		1.5. Participation in the drug economy is reduced through better coordination between institutions and law enforcement entities.	UNODC, UNAMA, UNDP	\$4.8	\$7.7	\$12.5
		1.6. Culture of human rights and peace is strengthened at all levels of Government and society.	UNESCO, UNAMA, UNDP	\$2.6	\$8.3	\$10.9
	2. Government capacity to deliver services to the poor and vulnerable is enhanced.	2.1. Institutions have strengthened capacity to develop and implement quality pro-poor service delivery and employment policies.	UNDP, UNAMA, UNEP, UNICEF, UNIDO, UNESCO, WHO, FAO	\$14.2	\$55.8	\$70.0
		2.2. Service delivery coordination is improved under the leadership of Governors and Provincial Development Committees.	UNDP, UNAMA, UN-Habitat, IOM, WHO, FAO	\$38.0	\$225.7	\$263.7
		2.3. Quality disaggregated information is available at all levels for better decision-making.	UNICEF, ILO, UNESCO, UNFPA, UNIDO, WHO, FAO	\$5.9	\$12.6	\$18.5
	3. The institutions of democratic governance	3.1. National Assembly, elected councils and the Independent Elections Commission have better capacities to fulfill their mandates.	UNDP, UNAMA, UNIFEM	\$12.6	\$279.2	\$291.8

	are integrated components of the nation-state.	3.2. Government institutions responsible for ensuring transparency and accountability have better capacity.	UNDP, UNIFEM, UNOPS	\$8.1	\$58.2	\$66.3
		3.3. Civil society and media have increased capacities to raise Government accountability.	UNDP, UNIFEM	\$2.7	\$18.2	\$20.9
		3.4. Communities, in particular women and youth, are empowered to participate in public life.	UNDP, UNICEF, UNFPA	\$11.0	\$17.0	\$28.0
Sustainable Livelihoods: Agriculture, Food Security and Income Opportunities	4. Agricultural output and access to diversified food at the household level are increased.	4.1. Farming community has increased access to necessary technology, inputs and infrastructure for agriculture and livestock production.	FAO, IFAD, UNDP, UNIDO	\$61.7	\$86.0	\$147.7
		4.2. Households, especially among the poor and vulnerable, have better access to safe and nutritious food year-round.	FAO, UNICEF, UNIDO, WFP, WHO	\$2.5	\$87.9	\$90.4
	5. Improved capacity to manage natural resources to support poverty reduction and dispute resolution, and to reduce vulnerability to natural disasters .	5.1. Community-based natural resource management systems are effectively implemented.	FAO, UNAMA, UNDP, UNEP, UNIDO, WFP	\$6.5	\$177.1	\$183.6
		5.2. Government and communities are better able to solve land and natural resource management disputes.	FAO, UNAMA, UNDP, UNEP, UNHCR	\$8.8	\$15.5	\$24.3
		5.3. National and local institutions have enhanced capacities to manage disaster risks.	UNDP, FAO	\$7.2	\$47.0	\$54.2
	6. Opportunities for decent work and income are improved and diversified, especially for vulnerable groups.	6.1. Skills development and education are better linked to access of vulnerable groups to income opportunities.	FAO, ILO, UNDP, WFP, UNIDO, UNFPA, UN-Habitat, UNESCO	\$45.4	\$75.0	\$120.4
		6.2. Enterprises and private sector networks strengthened to facilitate access to inputs and markets, and to revitalise local economies.	UNIDO, ILO, FAO, UNDP, UNIFEM	\$23.0	\$50.3	\$73.3
	Basic Social Services: Education, Health, Water and Sanitation	7. Afghans, particularly those who are under-served , have greater and more equitable access to quality basic services .	7.1. All members of society, particularly the most vulnerable, have better access to basic services.	UNICEF, IOM, UNESCO, UNFPA, UNIDO, WHO, WFP	\$197.8	\$322.3
7.2. Educators and health workers, especially women, are better trained and more widely deployed.			UNFPA, UNESCO, UNIFEM, UNICEF, WHO	\$25.5	\$44.1	\$69.6
8. More Afghans pursue education opportunities and healthy lifestyles .		8.1. Individuals and families are better able to make informed decisions regarding their own education, health and well-being.	UNICEF, UNESCO, UNFPA, WHO, WFP	\$13.9	\$381.0	\$394.9
		8.2. Communities are engaged in design, implementation and monitoring of learning opportunities and basic social services.	UNFPA, UNESCO, UNICEF, WHO, WFP	\$8.6	\$96.2	\$104.8
Total Resources for Good Governance, Peace and Stability				\$299.7	\$1,663.8	\$1,963.5
Total Resources for Sustainable Livelihoods: Agriculture, Food Security and Income Opportunities				\$155.1	\$538.8	\$693.9
Total Resources for Basic Social Services: Education, Health, Water and Sanitation				\$245.8	\$843.6	\$1,089.4
Total Resources for all Areas				\$700.6	\$3,046.2	\$3,746.8

6. Monitoring, Review and Evaluation

The UN Country Team establishes continuous monitoring, regular reviews and evaluations that rely on a Results-Based Management approach. A set of indicators has been formulated for each Outcome and Output under each of the three priority areas for UN action. The UNDAF may have to be adapted during its lifespan to respond to changes in Afghanistan's economic, political or social situation. For this purpose a set of monitoring, review and evaluation systems is being put in place.

6.1 Monitoring

As part of the overall monitoring and evaluation framework, a key function of the three priority area Working Groups is to monitor the implementation of the UNDAF. A central Monitoring and Evaluation Steering Committee is also established for the three priority areas. At a minimum, the Steering Committee is expected to include government representatives and a representative from each of the lead agencies contributing to the UNDAF outcomes supporting that priority. Donors, representatives of programme beneficiaries and external experts can also be included in the Steering Committee as appropriate.

The Steering Committee is responsible for monitoring progress toward the expected outcomes under its UNDAF priority and all other strategic monitoring. It is to help the UNCT strengthen coordination and manage the interdependent development interventions that contribute to achieving the outcomes, particularly the comprehensive support packages planned for selected provinces.

The Steering Committee is expected to meet at least half-yearly to perform the following:

- provide overall leadership and direction for successful outputs and their contribution to the outcomes under each priority area;
- to harmonise performance indicators, facilitate information gathering, coordinate information surveys and compile information on progress toward outcome achievements;
- review advocacy strategies of UN agencies to ensure alignment with the three priority areas;
- report to the three priority area Working Groups and the UNCT on the progress towards the expected results and propose revisions to the outcomes and their related targets as necessary; and
- contribute to the preparation of the UNDAF Annual Review by preparing an Annual Monitoring Report for the annual review meeting.

The UN agencies provide the Steering Committee with their progress reports, reviews, advocacy plans or evaluations conducted in the priority areas. ANDS reports, Millennium Development Goals Reports for Afghanistan, National Human Development Reports and other partners' reports or surveys also serve as important means for measuring progress and adjusting UNDAF interventions.

6.2 Annual Reviews

The UNCT conducts joint annual reviews of the UNDAF to assess progress in putting the framework into action and take stock of opportunities and constraints. These annual reviews also allow for adjustments to the UNDAF outcomes and outputs as needed. The reviews involve the Government, UN agencies, donors and other partner agencies, as well as NGOs and civil society where appropriate.

The annual review is expected to take place in early April. This date, corresponds to the ANDS annual review timeline and Afghan fiscal year end, permitting the Steering Committee to review the UN agencies' Annual Progress Reports, which are usually available in February, and to prepare a consolidated report for each UNDAF priority and its related outcomes. The timing allows the Government to prepare its own contribution based on the reports of relevant ministries, with both UN and Government contributions serving as a basis for assessment and eventual adjustments.

Participation in each review is agenda-based, defined according to specific outcome indicators. Comprehensive packages are evaluated against key MDG indicators, reviewed annually to determine progress and assess fundraising through the Common Fund.

6.3 Evaluation

The UNCT will commission external evaluations of its work in each of the three UNDAF priorities. They will evaluate the impact of the activities and the results achieved and likely to be achieved for each outcome

by the end of 2013. They will also provide information, recommendations and lessons learned for the next UNDAF. Conducted by independent teams of national and international experts, the evaluations will focus on UN agencies' contributions toward achieving the UNDAF outcomes and the response of the Government and population response to UN agency development activities.

The evaluations will look specifically at how putting an increased emphasis on building sub-national capacity, providing comprehensive packages of support and improving coordination enhance the effectiveness of UN development assistance in Afghanistan. They will also assess the degree to which the combined UNDAF outcomes have successfully contributed to achieving desired development impacts in light of the ANDS benchmarks and the MDGs.

The evaluations will take place in the last quarter of 2011 (the penultimate year of the UNDAF cycle) so that the reports are available before the UNCT begins preparing its next UNDAF for Afghanistan in early 2012.

Acronyms and Abbreviations

ADB	Asian Development Bank	NRVA	National Rural Vulnerability Assessment
AIHRC	Afghan Independent Human Rights Commission	NSP	National Solidarity Programme
ANA	Afghan National Army	OCHA	Office for the Coordination of Humanitarian Affairs
ANDMA	Afghan National Disaster Management Authority	OHCHR	Office of the High Commissioner for Human Rights
ANDS	Afghan National Development Strategy	PDC	Provincial Development Council
CDC	Community Development Council	PDP	Provincial Development Plan
CSO	Central Statistics Office	PMUNA	Provincial Mapping of United Nations Activities
CSO	Civil Society Organisation	PRSP	Poverty Reduction Strategy Paper
DDA	District Development Assembly	PRT	Provincial Reconstruction Team
DSRSG	Deputy Special Representative of the Secretary-General	UNRC	United Nations Resident Coordinator
FAO	Food and Agriculture Organization	RBM	Results-Based Management
HACT	Harmonised Approach to Cash Transfer	SRSG	Special Representative of the Secretary-General
HC	Humanitarian Coordinator	UNAIDS	Joint United Nations Programme on HIV/AIDS
HCT	Humanitarian Country Team	UNAMA	United Nations Assistance Mission in Afghanistan
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome	UNCT	United Nations Country Team
HRBA	Human Rights-Based Approach	UNCTAD	United Nations Conference on Trade and Development
IARCSC	Independent Administrative Reform and Civil Service Commission	UNDAF	United Nations Development Assistance Framework
ICAO	International Civil Aviation Organization	UNDG	United Nations Development Group
IDLG	Independent Directorate for Local Governance	UNDP	United Nations Development Programme
IEC	Independent Election Commission	UNDSS	United Nations Department of Safety and Security
IFAD	International Fund for Agricultural Development	UNEP	United Nations Environment Programme
ILO	International Labour Organisation	UNESCO	United Nations Educational, Scientific and Cultural Organisation
IMF	International Monetary Fund	UNFPA	United Nations Population Fund
IOM	International Organisation for Migration	UN-Habitat	United Nations Human Settlements Programme
IRIN	Integrated Regional Information Networks	UNHCR	United Nations High Commissioner for Refugees
ISAF	International Security Assistance Force	UNICEF	United Nations Children's Fund
JCMB	Joint Coordination and Monitoring Board	UNIDO	United Nations Industrial Development Organisation
M&E	Monitoring and Evaluation	UNIFEM	United Nations Development Fund for Women
MACCA	Mine Action Coordination Centre of Afghanistan	UNODC	United Nations Office for Drugs and Crime
MAIL	Ministry of Agriculture, Irrigation and Livestock	UNOPS	United Nations Office for Project Services
MDG	Millennium Development Goal	UNRT	United Nations Regional Team
MEW	Ministry of Energy and Water	UNV	United Nations Volunteers
MISFA	Micro-Finance Support Facility of Afghanistan	WB	World Bank
MJ	Meshrano Jirga	WFP	World Food Programme
MOCI	Ministry of Commerce and Industry	WHO	World Health Organisation
MOCN	Ministry of Counter Narcotics	WJ	Wolesi Jirga
MOE	Ministry of Education		
MOEc	Ministry of Economy		
MOF	Ministry of Finance		
MOHE	Ministry of Higher Education		
MOI	Ministry of Interior		
MOIC	Ministry of Information and Culture		
MOJ	Ministry of Justice		
MOLSA	Ministry of Labour and Social Affairs		
MOPH	Ministry of Public Health		
MOPW	Ministry of Public Works		
MOT	Ministry of Transport		
MOWA	Ministry of Women's Affairs		
MRRD	Ministry of Rehabilitation and Rural Development		
NABDP	National Area Based Development Programme		
NAPWA	National Action Plan for the Women of Afghanistan		
NEPA	National Environment Protection Agency		
NGO	Non-Governmental Organisation		

UN System Web Sites for Afghanistan

ADB	www.adb.org/Afghanistan
FAO	www.fao.org/world/afghanistan
IMF	www.imf.org/external/country/afg/
IRIN	www.irinnews.org/Asia-Country.aspx?Country=AFG
MACCA	www.mineaction.org/org.asp?o=17
OCHA	www.ochaonline.un.org/afghanistan
UNAMA	http://unama.unmissions.org
UNDP	www.undp.org.af/
UNDSS	https://dss.un.org/dssweb/
UNEP	www.unep.org
UNESCO	www.unesco.org/afghanistan
UNFPA	https://afghanistan.unfpa.org/
UN-Habitat	www.unhabitat.org/categories.asp?catid=245
UNHCR	www.unhcr.org/country/afg.html
UNICEF	www.unicef.org/infobycountry/afghanistan_latest.html
UNIFEM	http://afghanistan.unifem.org/
UNODC	www.odccp.org/afg/index.html
UNOPS	www.unops.org
UNV	www.unv.org/what-we-do/countries/afghanistan.html
WFP	www.wfp.org/country_brief/indexcountry.asp?country=004
WHO	http://www.emro.who.int/afghanistan/
World Bank	www.worldbank.org/af

Glossary

Accountability - Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. In human rights terms, *duty-bearers* must be accountable to *rights-holders*. Accountability cannot be enforced without transparency and the rule of law.

Basic social services – A category of public services that includes population services (with special emphasis on reproductive health and family planning services), primary health care, nutrition, education, literacy and vocational training, safe drinking water, sanitation and shelter. In addition to services, the term encompasses related public goods and facilities.

Capacity development - Capacity is defined as the ability of people, organizations and society as a whole to manage their affairs successfully. Capacity development is understood as the process whereby people, organizations and society unleash, strengthen, create, adapt and maintain capacity over time.

Democratic governance – (See also Governance) Democratic governance is characterized by citizen participation in the determination of government itself and in the broader decision-making processes by which communities are governed; and by a rights ‘platform’ that supports and protects the role of individuals and minorities in the governance process. It is inclusive and tolerant with respect to all members of society. Democratic governance is central to the achievement of the ANDS, as it provides the ‘enabling environment’ for the realization of the Millennium Development Goals and, in particular, the elimination of poverty.

Effectiveness and efficiency - Processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Empowerment – To empower is to give people the capacity, capability and access needed to be at the centre of decision-making processes that affect their own lives, improve their own communities and influence their own destinies.

Environmental Sustainability - In adopting the sustainable development policy in 1992, Member States agreed that development consists of three main pillars (economic, social and environmental) and gains in one of them should not come at the expense of the other two. The concept has a unique inter-generational imperative: that development should meet the needs of the current generation without compromising the ability of future generations to meet their needs.

Equality - For substantive equality (that is, equality of results and not simply formal equality) to be realized, all forms of discrimination must be eliminated. This may require special measures to be adopted to ensure that equality in law and in fact is realized for individuals belonging to vulnerable groups.

Equity and Inclusiveness - A society’s wellbeing depends on ensuring that all its members feel that they have a stake in the society and do not feel excluded from the mainstream of society. This requires that all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well-being.

Food security – Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.

Gender equality - Achieving gender equality and eliminating all forms of gender-based discrimination are at the heart of a human rights-based approach. In achieving gender equality, gender mainstreaming is one of the key strategies of UN-supported analysis and strategic planning.

Good governance – (See also Governance) Good governance accomplishes governance in a manner essentially free of abuse and corruption, and with due regard for the rule of law. Good governance has eight major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Governance - The process of decision-making and the process by which decisions are implemented (or not implemented). In this way, public institutions conduct public affairs, manage public resources and guarantee the realization of human rights. Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions political parties, the military etc. At the national level, in addition to the above actors, media, lobbyists, donors, multi-national corporations, etc. may play a role in decision-making or in influencing the decision-making process.

Human Rights-based Approach (HRBA) - Human rights carry normative value as a set of universally agreed values, standards and principles. Every UN member state has undertaken international legal obligations for human rights. All UNCTs must use a human rights based approach to support country analysis, advocate for priorities in the national development framework and prepare a UNDAF that demonstrates a strategic use of UN resources and expertise. This approach brings better and more sustainable outcomes by analyzing and addressing inequalities, discriminatory practices and unjust power relations which are often at the heart of development problems. It puts the international human rights entitlements and claims of the people and the corresponding obligations of the State in the centre of the national development debate and it clarifies the purpose of capacity development.

Integrated Approach – The Integrated Approach in Afghanistan focuses primarily on stabilization and includes the Government of Afghanistan, UNAMA and ISAF as primary actors. Because of the different realities on the ground, a range of approaches is required to address the situation in different parts of the country under an integrated approach. Implementing the approach requires the development of common concepts and principles, carrying out a joint conflict analysis and joint planning at the national, provincial and district levels. The aim is to bring the international community under Afghan leadership and to harness synergies between the various programmes, such as Focused District Development, the Afghanistan Social Outreach Programme, justice sector initiatives and other national programmes in line with the particular priorities of a given district or province in order to bring about stability and development.

Literacy – Literacy is the ability to use language to read, write, listen and speak at a level that lets one understand and communicates ideas so as to take part in society. It can include the ability to identify, understand, interpret, create, communicate,

compute and use printed and written materials associated with varying contexts. Literacy involves a continuum of learning to enable an individual to achieve his or her goals, to develop his or her knowledge and potential, and to participate fully in the wider society. Poverty is highly correlated with literacy skills.

Malnutrition - Malnutrition is a general term for a medical condition caused by an improper or inadequate diet. Hunger and malnutrition are the single gravest threats to the world's public health and malnutrition is by far the biggest contributor to child mortality, present in half of all cases. People are malnourished if their diet does not provide adequate calories and protein for growth and maintenance or they are unable to fully utilize the food they eat due to illness (undernutrition).

Participation - Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand. The right to participation is enshrined in the international human rights framework. Individuals, groups and communities have the right to be involved in decision-making, planning and implementation processes affecting their rights and are entitled to information that enables the decision-making process to be meaningful.

Pro-poor – Includes policies that are good for the poor, lead to significant reductions in poverty, directly target poor people, allow poor people to be directly involved in the policy process, or that are aimed at reducing poverty. Pro-poor economic growth is growth that improves the incomes and welfare of poor people. Pro-poor impact can be absolute if the poor benefit from overall growth in the economy, or relative if the poor benefit specifically or proportionally from targeted efforts or distributional effects.

Poverty – The UN Committee on Economic, Social and Cultural Rights defines poverty as the lack of basic capabilities to live in dignity and a human condition characterised by sustained or chronic deprivation of the resources, capabilities, choices, security and power necessary for the enjoyment of an adequate standard of living and other civil, cultural, economic, political and social rights. Poverty in society can be absolute or relative and includes the denial of human rights.

Responsiveness - Institutions and processes try to serve all stakeholders within a reasonable timeframe.

Results-based Management (RBM) - Results-based management is a strategic management approach. The UNCT uses it with partners to plan, cost, implement, monitor and measure the changes from cooperation, rather than just the inputs provided or activities conducted. Using RBM, the UN in Afghanistan ensures that its cash, supply and technical assistance contribute to a logical chain of results that increase in complexity and ambition as one rises up the chain: outputs, outcomes and impacts which are related to Afghanistan's national priorities as expressed in the ANDS. RBM depends on critical assumptions about the programme environment and risk assessments. It requires clearly defined accountabilities and indicators for results.

Rule of law - A state of order in which events conform to the law. It includes the principle that no one is above the law and the principle that governmental authority is legitimately exercised only in accordance with written, publicly disclosed laws adopted and enforced in accordance with established procedural steps that are referred to as due process. Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

Security sector - All those institutions, groups, organization and individuals -- both State and non-State -- that have a stake in security and justice provision, including law enforcement institutions, such as police and armed forces; security management and oversight bodies, such as parliament and the executive, as well as civil society actors, such as the media and non-governmental organizations; justice institutions; and non-statutory security forces. Security sector reform is a process of assessment, review and implementation, as well as monitoring and evaluation, led by national authorities, with the goal of strengthening the effective and accountable security of the State and its people, underpinned by respect for human rights and the rule of law.

Social exclusion – Social exclusion means being unable to access the things in life that most of society takes for granted. It involves the lack or denial of access to and participation in the institutions of civil society such as the legal and political system, and the basic levels of education, health, decent work, assets, land, or opportunities necessary to make access to those institutions a reality. Social exclusion can include the lack or denial of resources, rights, goods and services, and the inability to participate in the normal relationships and activities available to the majority of people in a society, whether in economic, social, cultural or political arenas. It affects both the quality of life of individuals and the equity and cohesion of society as a whole. Social exclusion is often connected to a person's social class, educational status, relationships in childhood and living standards and how these might affect access to various opportunities. It also applies to some degree to people with a disability, to minority men and women of all ethnicities, to older persons and to youth.

Sustainable livelihoods - A livelihood comprises people, their capabilities and their means of living, including food, income and assets. Tangible assets are resources and stores, and intangible assets are claims and access. A livelihood is environmentally sustainable when it maintains or enhances the local and global assets in which livelihoods depend and has net beneficial effects on other livelihoods. A livelihood is socially sustainable when it can cope with and recover from stress and shocks and can provide for future generations.

Transparency – Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

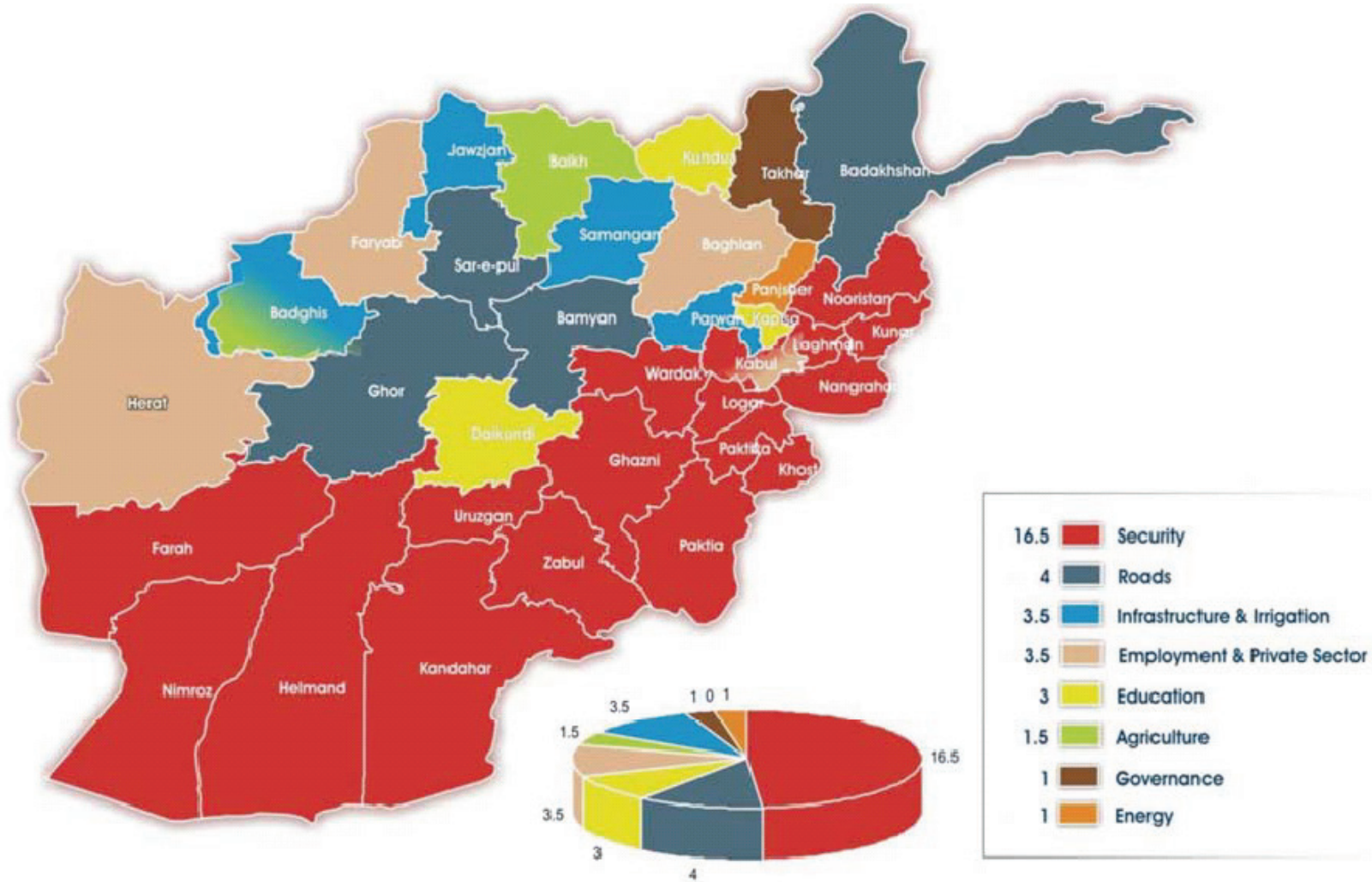
Vulnerability - The predisposition of a society or household to suffer damage or loss when exposed to natural, sociological or technological hazards and an inability to cope with resulting damage. Vulnerability can also be understood as the degree of a household or community's susceptibility to a hazard and their resilience to cope. From a human rights perspective, vulnerability is the condition of lacking empowerment or powerlessness. In Afghanistan vulnerability is affected by, for example, access to health facilities, asset depletion, carrying capacity of agricultural land, drought, food security, nutrition and social status.

Annex A: ANDS structure

Afghanistan National Development Strategy (ANDS) Structure

SECURITY	GOVERNANCE	SOCIAL AND ECONOMIC DEVELOPMENT					
Pillar 1	Pillar 2	Pillar 3	Pillar 4	Pillar 5	Pillar 6	Pillar 7	Pillar 8
1 - Security	2 - Good Governance	3 - Infrastructure & Natural Resources	4 - Education & Culture	5 - Health & Nutrition	6 - Agriculture & Rural Development	7 - Social Protection	8 - Economic Governance & Private Sector Development
Sectors							
Security	Justice	Energy	Education	Health and Nutrition	Agriculture and Rural Development	Social Protection	Private Sector Development and Trade
	Governance, Public Administrative Reform & Human Rights	Transportation	Culture, Media and Youth			Refugees, Returnees and Internal Displaced Persons	
	Religious Affairs	Water Resource Management					
		Information and Communications Technology					
		Urban Development					
		Mining					
Cross-Cutting Issues							
Capacity Building							
Gender Equity							
Counter Narcotics							
Regional Cooperation							
Anti-Corruption							
Environment							

Annex B: ANDS sub-national consultations, top priorities of provinces, priority ranking



Annex C: UN accessibility map

