



***United Nations
Development Assistance Framework
for
Afghanistan
2015 -2019***

Logo of Government of Islamic Republic of Afghanistan and Logos of participating UN agencies

ACRONYMS

AGO	Attorney General’s Office
AHS	Afghanistan Health Survey
AICSC	Afghanistan Independent Civil Crevice commission
AIHRC	Afghanistan Independent Human Rights Commission
AMS	Afghanistan Mortality Survey
BPHS	Basic Package of Health Services
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CSO	Civil Society Organization/Central Statistics Office
CSW	Commission on the Status of Women
DRR	Disaster Risk Reduction
EPHS	Essential Package of Hospital Services
ESIR	
EVAW Law	Elimination of Violence against Women Law
GBV	Gender Based Violence
HMIS	Health Management Information System
HOO	High Office of Oversight and Anti-Corruption
HRH	Human Resource for Health
IDLG	Independent Directorate for Local Governance
IEC	Independent Election Commission
IED	Improvised Explosive Device
JRoL	Justice and Rule of Law
MAIL	Ministry of Agriculture, Irrigation and Livelihood
MCN	Ministry of Counter Narcotics
MoC&IT	Ministry of Communication and Information Technology
MoEco	Ministry of Economy
MOF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoHE	Ministry of Higher Education
MoI	Ministry of Interior
MoIC	Ministry of Information and Culture
MoJ	Ministry of Justice
MoLSAMD	Ministry of Labour, Social Affairs, Martyred and Disabled
MoPH	Ministry of Public Health
MoPW	Ministry of Public Works
MoRR	Ministry of Refugees and Returnees

MoT&CA	Ministry of Transport and Civil Aviation
MoUD	Ministry of Urban Development
MoWA	Ministry of Women Affairs
MRRD	Ministry of Rural Rehabilitation and Development
NAPWA	National Action Plan for Women in Afghanistan
NEPA	National Environment Program for Afghanistan
NNS	National Nutrition Survey
NPP	National Priority Program
NRM	Natural Resource Management
NRVA	National Risk and Vulnerability Assessment
PRT	Provincial Reconstruction Team
SC	Supreme Court
TTC	Teacher Training Centre
UNDAF OSG	United Nations Development Assistance Framework Outcome Steering Group
UNDAF PAWG	United Nations Development Assistance Framework Priority Area Working Group
UNDAF SC	United Nations Development Assistance Framework Steering Committee
UPR	Universal Periodic Review
WASH	Water, Sanitation and Hygiene

CONTENTS

A. Introduction

- A.1. *Situation Analysis: Overall Development Context for Afghanistan*
- A.2. *The UNDAF Development Process*.....
- A.3. *Programming Principles*
- A.4. *UNDAF Structure*
- A.5. *UNDAF Results*
- A.6. *Coordination and implementation mechanisms*
- A.7. *Monitoring and evaluation*

B. UNDAF OUTCOMES

- B.1. *Priority Area 1: Equitable Economic Development*
- Outcome 1*
- B.2. *Priority Area 2: Basic Social Services*.....
- Outcome 2*
- B.3. *Priority Area 3: Social Equity and Investment in Human Capital*
- Outcome 3*
- B.4. *Priority Area 4: Justice and Rule of Law*
- Outcome 4*
- B.5. *Priority Area 5: Accountable Governance*
- Outcome 5*

Annex I: UNDAF 2015-2019 Results Matrix

Annex II: UNDAF 2015-2019 M&E Matrix.....

Annex III: UN Code of Conduct.....

Annex IV: UN Capacity Development Principles.....

A. INTRODUCTION

The United Nations Development Assistance Framework (UNDAF) forms the overall vision of the United Nations Country Team's (UNCT) work between 2015 and 2019. This document comprises three main parts.

The first part describes the key development challenges facing Afghanistan, taking particular account of its conflict-affected, transitional context. This also describes the UNDAF development process, its framing principles and core strategies, an overview of results-based management (RBM) and monitoring and evaluation (M&E), and coordination and implementation mechanisms.

The second part describes the UNDAF's Priority Areas and Outcomes which address fundamental challenges facing Afghanistan, and which the UN can help to address. These are i) equitable economic development ii) basic social services, iii) social equity and investment in human capital, iv) justice and rule of law and v) accountable governance.

The third and final part consists of the Results Matrix and M&E framework.

A.1. Situation Analysis: Development Context for Afghanistan

Afghanistan has an estimated total population of 27 million, a population growth rate of 2.2%, with more than 72% living in rural areas. Average household size in Afghanistan ranges between 7.3 to 7.5 people and about 46% of the population are below 15 years of age, presenting a huge youthful population with potential demographic dividend.

The last decade has seen Afghanistan make substantial progress in several human development dimensions. The maternal mortality rate has dropped significantly from 1,600 maternal deaths per 100,000 live births in 2000 to 327 maternal deaths per 100,000 live births by 2010¹. Life expectancy has improved from 45 years in 2000 to 48.7 years in 2011. The percentage of the population with access to improved water sources has risen from 22% in 2000 to 50% in 2011, and the gross primary enrolment ratio has soared from 19% to 97% in this time - as of November 2011, 7.8 million children were in school, over a third of whom

are girls. Primary health care coverage expanded to 68 percent in 2008, whereas in 2002 only 9% of the population was covered by any form of basic health care. Skilled birth attendance is at 39% and Contraceptive Prevalence Rate for modern methods is 22%².

The economy has grown by an average of 9% over the past decade, and tax revenue has risen from \$250m in 2004/05 to more than \$2bn in 2011/12. Progress is being made on strengthening public financial management, and local government.

Despite this progress, Afghanistan is faced with severe challenges. Over thirty five years of conflict have left Afghanistan one of the poorest countries in the world, and poverty remains high. 36% of the population lived in poverty in 2008, and this rate seems to have remained unchanged over the last 6 years. Despite the gains in maternal mortality and life expectancy, one woman dies every two hours from a pregnancy related cause and one in ten children die before their fifth birthday; 59% of under five year olds in Afghanistan are stunted. There is on average just one qualified medical personnel (doctor, nurse or midwife) per 10,000 people in Afghanistan, while the WHO standard is for 23 per 10,000. Literacy rates still remain very low at 26%. It is estimated that nearly 3.5 million of school-age children are out of school, and drop out rates may be as high as 15%.

The humanitarian situation in Afghanistan remains dire, and exposes Afghanistan's development prospects to further risks. Multiple, predictable and recurrent natural hazards are exacerbated by ongoing climate change. Widespread natural disasters occur every year, affecting on average a quarter of a million people, most commonly floods, drought, earthquakes, extreme winter conditions and avalanches. A major drought can have large impacts on livelihoods and food supplies for millions of people: 31% of the population is chronically food insecure - 8.5 million people, and a further 37% are borderline food insecure. Boom and bust cycles characterise food security. In 2011, nearly 3 million people were affected when rain-fed wheat crops failed, followed by a bumper crop in 2012.

Protracted conflicts since 1979 have resulted in significant landmine/ERW contamination. Despite the considerable progress, Afghanistan is still one of the most heavily

¹ GoIRA. Afghanistan Mortality Survey 2010.

² NRVA, 2007/08

mine/ERW impacted countries in the world. ERW contamination caused by the current conflict is further exacerbating this problem. In addition, years of conflict have caused large population movements, and civilians caught up in the conflict have often needed to abandon their homes and livelihoods. The conflict has led to 600,000 people being internally displaced, extremely vulnerable, and often unable to return to their places of origin. Civilian deaths and injuries caused by conflict were up by 23% in the first half of 2013 compared to 2012.

The Government of Islamic Republic of Afghanistan is increasingly taking the lead in working for better security, governance and social and economic opportunities for its people. However, progress has been slow and public trust in the Government is undermined by that, and perceptions of corruption.

Women and girls still face enormous challenges in the areas of political participation and decision-making.

Achievement of the Millennium Development Goals remains a significant challenge, even though Afghanistan has an additional grace period until 2020 (due to its delayed commitment to the MDGs).

The Government, with support from international partners, has already made substantial progress towards achieving its MDGs, including in the sectors of education and health. Further progress depends on stability, strong regional cooperation and sound domestic policies. Currently, the Government is implementing its development strategy through National Priority Programs (NPPs), into which the MDGs have been integrated, but which require adequate domestic and external financing. The NPPs focus on sustainable economic growth, job creation, and revenue generation. Analysis of the 1392 budget shows that 95 per cent of the health sector budget was allocated to the relevant health MDG goals, 6 per cent of the total national budget to gender empowerment and gender mainstreaming, 93 per cent of the education budget to the education MDGs, 0.06 per cent of the total national budget to the environment sector, and 54 per cent of the agriculture sector budget to food security.

Political uncertainty and insecurity could further undermine Afghanistan's transition and development prospects, not only threatening future development prospects, but also the hard wrought development gains of the last decade.

The development context for Afghanistan during this UNDAF period is marked by multiple transitions:- security, political

and socio-economic. These will be complex, with development implications that go beyond the drawdown of the international military forces. Keeping a broader and longer-term perspective on transition is essential to understanding the development context of Afghanistan.

The Common Country Assessment has analyzed the key dimensions of the transition that will be important determinants of its success, and the development challenges that will need to be addressed from a medium- to longer-term perspective. These relate to equitable economic development with reduced dependence on the illicit economy; provision of quality and sustainable basic social services on an equitable basis; securing social equity and investing in human capital especially for women, youth and vulnerable minorities; just and accessible rule of law for all; and inclusive and accountable governance.

1. Equitable economic development

Economic growth For Afghanistan's potential economic growth to be realised, a number of factors that threaten future stability and progress will have to be addressed. The structure of the domestic economy is driven by three major factors: foreign military and development aid, licit agricultural production, and illicit activities such as narcotics trafficking. A significant reduction in foreign development and military aid is expected with the withdrawal of international forces by the end of 2014; agricultural performance has been highly volatile; and opium cultivation continues, reaching its highest ever level in 2013 representing a major drag on overall growth and equitable prosperity.

Furthermore, the size of the economically active population is growing by nearly 400,000 each year due to the demographic transition driven by the world's second largest 'youth bulge'. Nearly 200,000 rural inhabitants are also moving to the cities each year, creating one of the highest urbanization rates in Asia. The primary driver of Afghanistan's future prosperity and sustainability must be its internal economy, but there will be a significant lag before it will generate the needed revenue and jobs. The effects of this stressful interim period will be felt most by the already marginalized segments of society including women, youth and children.

Whilst Afghanistan's major strength over the past eleven years has been its high economic growth and control of inflation³, according to the World Bank⁴, total foreign assistance is now nearly equal to total GDP and civilian aid,

³ USIP 2013 Byrd New Approach

⁴ World Bank Looking Beyond 2014

estimated at more than USD 6 billion in 2010/11, is nearly 40 % of GDP, far larger than most other post-conflict countries. The country can only cover less than 30% of non-security public expenditure through its revenue generation. This gap, expected to grow after the redeployment of NATO forces, presents a clear signal that the future growth will not be as robust, and that slower growth may exacerbate grievances among the population and provide impetus to future conflict.

Economic growth and fiscal performance in the country is fuelled by consumption and driven by agriculture and sectors associated external aid namely transportation, construction, security, and support services⁵. UNDP Afghanistan estimates that between 80 to 90% of the economic activity in Afghanistan is derived from the informal economy although severe data limitations preclude accurate insight. Agricultural production has been highly volatile since 2002 with only five of those years showing a net increase. In contrast, foreign aid, as a percentage of GDP, has grown steadily from a low of 20% in 2002 to nearly 100% in 2011. Private consumption has contributed to the growth of aggregated demand since 2005/06, but private investment plays an insignificant role in economic growth⁶ outside the urban construction sector. The World Bank reported in 2010 that imported goods and services made up 63% of GDP with exports only amounting to 8%. The extractive sector, including mining, has the potential to generate substantial economic returns, and (could eventually contribute 2–2.5 percent of GDP to domestic revenue) and add 2–3 percentage points to annual GDP), but there are many uncertainties associated with that. In addition the extractive sector can have serious environmental and social impacts that need to be monitored and managed.

Illicit Economy Afghanistan's macro economy is significantly shaped by the opium-driven illicit economy. In 2012, the total farm-gate value of the opium produced from poppy cultivation was USD 717 million, about 4% of the country's GDP. The gross export value of opium and heroin/morphine in 2012 was USD 2 billion while the estimated worth of opiates consumed in Afghanistan was USD 0.16 billion. Given that the overall economy has continued to grow the percentage of the GDP that is attributable to drugs has declined but the illicit economy remains substantial. Opium production has become pervasive in the agricultural economy, becoming integral for farmers whose incomes would otherwise be marginal, and providing both incentive and funds for irrigation. Smuggled timber, gemstones and minerals also constitute elements of this

⁵ The World Bank, 2011, Issues and Challenges for Transition and Sustainable Growth in Afghanistan, presentation, Kabul, 2 May

⁶ World Bank: Afghanistan in Transition, Looking beyond 2014, p. 4

economy. Yet, official national economic data are unable to explicitly reflect the role of the illicit economy. The Ministry of Finance, in its Memorandum submitted to the IMF Governing Board in 2012 recognized 'the extreme threats and vulnerabilities which threaten economic stability, including an overwhelmingly large illicit narcotics and smuggling sector, a large cash based economy, a large amount of unregulated financial activity taking place outside the formal regulated sector, high levels of corruption, powerful vested interests, porous borders which impede revenue collection, and vast areas of the country that cannot fall under financial supervision due to insecurity.' Furthermore, land grabbing occurs with little recourse for those losing their land (as detailed on p.16 below). This underlines the need for the illicit economy issue to be addressed in its multiple dimensions, through an integrated, comprehensive response embedded in a long-term security, development and institution-building agenda, promoting inclusive economic growth and sustainable job creation.

Employment The overall unemployment rate was estimated by NRVA 2007/2008 at 7%. Overall, the unemployment rate has significantly decreased from 32% in 2003.⁷ Underemployment is high, estimated by the World Bank to be 56% of the labour force, which is growing by 5% p.a.. Young Afghans face greater difficulties entering the labour market - unemployment amongst 15-24 year olds is 47%.⁸ Afghanistan also has one of the highest child-dependency ratios, exacerbated by less women working, and receiving only 40-50% of men's wages for comparable work.⁹

Poverty Poverty remains endemic, unchanged at 36% over the past 4 years, with considerable regional variations, ranging from 9 % in Helmand province to 76 % in Paktika. ¹⁰ Sustainable management of natural resources is one of the key elements for equitable and inclusive development as more than 80% of Afghanistan's population directly depends on natural resources for their livelihoods. Development plans have not taken account of the dominant role of basic resources – access to land and water; in turn, competition over these has become a driver of conflict both between and amongst communities.

Agriculture Agriculture is a key productive sector and a main driver of the economy. About 78% of the active

⁷ IRC

⁸ Millennium Development Goals report 2010

⁹ NRVA, 2003

¹⁰ AusAID, WB, Provincial Briefs, June 2011.

population (2009 estimate) is employed in agriculture. According to NRVA 2007/8, 55% households are engaged in agriculture farming, and 68% households have livestock. Wheat is the main staple food produced. However, agricultural production services including veterinary information are used by limited number of population. Agricultural products represent about 80% of total licit exports. In spite of sustained growth in agriculture and livestock, the sector still needs to make up for the losses suffered during the long period of conflict. Overall performance of the sector depends on cereal annual crop production, which accounts for over 80 percent of agricultural economy, but production is volatile, depending on weather fluctuations and security conditions. Major constraints are i) the limited availability of arable land, ii) the limited access to water, iii) the low productivity of crops and livestock and iv) inadequate post-harvest operations, infrastructure, quality of production and food safety and marketing.

Food insecurity Afghanistan is food insecure, following the prevailing conditions of poverty, lack of economic opportunities, inadequate support to communities and insufficient “safety nets”. Uneven distribution of cereal consumption and conditions of poverty are widespread: the richest 20% of the population enjoys 39% of total consumption, whereas the poorest 20% shares only 9% of the total consumption. Food insecurity is associated with all symptoms of poverty. Malnutrition is extremely high, with 54% chronic malnutrition, in particular among women and children, above the WHO threshold classifying prevalence rates of more than 40% chronic malnutrition as very high. Food insecurity is found in urban areas as well as among small-scale subsistence farming households, landless farmers and labourers. Women in particular are found to have a disproportionately low access to adequate food, even in households that are not considered vulnerable. As food security and nutrition are closely linked, therefore, there is a requirement to address the causal factors of hunger and malnutrition in a coordinated manner with a national coordination structure to overcome the interrelated challenges of food and nutrition insecurity (AFSANA 2013).

Environmental degradation is a key factor in sustaining poverty. The environment and poverty are directly linked here due to high dependence – 80% of the population rely on natural resources. In this context, any environmental degradation deepens Afghan’s poverty and likewise poverty is pivotal in further deteriorating the environment. For example, without electricity 85 percent of rural households rely on kerosene oil, fuel wood and animal dung to fulfill their domestic energy needs. This has led to over utilization of forests, rangeland resources and reduces agriculture

productivity¹¹. In addition, irrigated agriculture, live-stock herders and dry land farmers are considered most susceptible to climate change impacts, weather hazards and changes in ecosystem services. Urgent climate change adaptation priorities are improved water management and efficiency of use, land and water management at watershed level, agro-meteorological observations, and adaptive rangeland management¹².

Since 2001 Afghanistan has been facing recurrent natural disasters, particularly drought, flood, landslide, in addition to ongoing protracted conflict, which have combined to increase vulnerability. Agencies in both the Government and humanitarian community that operate emergency responses to support the affected populations need to consider long term programmatic approaches focussing on disaster risk reduction (DRR) at policy, programme and operational levels.

2. Equitable Social Service Delivery

Health Despite significant improvements in some health indicators over the last decade, the Afghanistan health system still faces major challenges, many indicators having been stagnant for the past 5 years or more. Women receive the least benefit from the primary healthcare system. Despite the dramatic decline in maternal mortality, pregnancy-related deaths remain a leading cause of death (41%) for women in their childbearing years¹³; with a woman having a 1-in-32 chance of dying from pregnancy-related causes during her lifetime.¹⁴ Interventions that could improve maternal health remain limited in coverage: skilled birth attendance is only 46% and Contraceptive Prevalence Rate is just 20%. Despite significant achievements in child mortality and infant mortality - the under-five mortality rate having fallen by 47% - programmes to improve neonatal and child health and nutrition need to be accelerated if national commitments to reach an under-five mortality rate of 20 and a neonatal mortality rate of 10 by 2035¹⁵. There is high incidence of communicable diseases and an escalating burden of non-communicable diseases which contribute to 35% of all deaths, according to AMS 2010. While the reported cases of wild polio virus cases in the country have declined from 80 in 2011, to 35 in 2012 and 14 in 2013, Afghanistan remains one of the only 3 polio-endemic countries in the world. At present, the capacity

¹¹ Afghanistan Country Position Paper for Rio +20

¹² UNEP, NAPA, Afghanistan’s Environment 2008 report,

¹³ Afghanistan Mortality Survey, 2010

¹⁴ WHO, UNICEF, UNFPA and World Bank. Trends in Maternal Mortality 1990-2010. 2012.

¹⁵ UNICEF. A Promise Renewed: A Progress Report, 2013

of national health system is not sufficient to meet these challenges. Nonetheless, health coverage has improved, despite costs limiting the access to health services by the population at large. From 2002 to 2007, the number of functioning primary health care facilities increased from 496 to 1,169, and the proportion of facilities with female staff rose from 39% in 2004 to 76% in 2006¹⁶, and DPT3/Penta 3 immunization coverage rate climbed from 63 percent of children under one year old in 2009 to 71 percent in 2012.¹⁷

Data on HIV prevalence is scarce, with HIV and other STI surveillance limited. Available data shows Afghanistan to have low HIV prevalence; however there is evidence of increased and expanding infection and risks particularly among injecting drug-users, sex-workers, MSM and prison inmates, drug users recording the highest prevalence levels. Herat reports the highest HIV-prevalence levels amongst drug users, whilst Kabul, Mazar-i- Sharif, Jalalabad and Charikar have notable HIV prevalence in this population [IBBS 2012].

The Basic Package of Health Services (BPHS) is the foundation of the Afghan public health system, established by the Ministry of Public Health (MoPH) in 2003 to deliver primary health interventions. The BPHS now covers all rural districts. Coverage remains patchy, however, as only 31% of the population has access to the BPHS (AHS 2012) as facilities are often far from remote communities. The BPHS is almost completely financed by three donors - USAID, the EU and the World Bank, and service delivery is largely through contracted NGOs. Most delivery capacity remains outside the Government, and as many health facilities are run by NGOs, they are more susceptible to fluctuations in funding and staffing which impacts long term sustainability. The private sector is the largest provider of health services (43%), especially in rural areas. Quality of care in the public and private sector remains poor, and regulation by the MoPH is an important challenge. The Essential Package of Hospital Services (EPHS) is a complement to the BPHS which standardizes hospital services as a basis for a referral system that integrates BPHS facilities with the hospital network. Since being established in 2005, little attention has been paid to upgrading the quality of provincial hospital services due to operational and maintenance costs of the donor-built hospitals are estimated at USD 2 billion over the coming decade - approximately double the current total annual health expenditure.

Even with the progress made in the past few years, health service coverage remains thin and unequally spread.

Nutrition The last National Nutrition Survey in Afghanistan (NNS, 2004) indicated the highest prevalence of stunted growth (60.5%) globally and very high levels of micronutrient deficiencies among the children under-five. A review of small scale surveys conducted between 2009-2012 revealed high levels of stunting ranging from 38 to 51.8%. Poor infant feeding practices in Afghanistan are not only affected by poverty, but also by levels of awareness and social norms which influence a mother's behaviour and decision making towards proper feeding. The full burden that malnutrition places on Afghanistan's overall human and economic development is yet to be measured, but its impact is pernicious and inter-generational. At an early age it leads to reduced physical and cognitive development, and damage caused by malnutrition in the first thousand days of life is largely irreversible.

A multi-sectoral response, involving education, food, agriculture, water and sanitation, is necessary to address the multiple causal factors. This is set out in the Afghanistan Nutrition Action Framework (NAF, 2012 and Afghanistan Food and Nutrition Security Agenda; AFSANA 2013). As the main initiatives on nutrition at country level are mostly emergency driven and also short term in nature a prevention and development-oriented nutrition response is necessary. Appropriate targeting in nutrition programming should address the of the most vulnerable groups.

Education Significant progress has been achieved in education in the last decade. Primary and secondary enrolment has climbed from less than one million in 2001 to over 8.6 million¹⁸. The vast majority (84% according to MICS 2010) of those children who do enrol in school reach grade 5 and the transition rate to secondary school is 93% (MICS 2010). In addition, 3.5 children of school age are still out of school and approximately 1 million of those children registered are actually out of school as "permanent absentees". The MoE estimates that taking this group into account, the actual enrolment falls from 8.6 million to 7.6 million in 2012. The GER for primary was at 90% (102% boys and 77% girls).

Tertiary enrolment has increased 41% from 2008 to 2011 (ESIR 2012). More girls are enrolling at all levels of education, yet they are still in the minority. The massive increase in enrolment has been made possible by the establishing of

¹⁶ UNICEF(2008), *Afghanistan's community midwives. Context and challenge: Insufficient resources, poor maternal health outcomes, political instability.*

¹⁷ WHO and UNICEF estimates of immunization coverage: 2012 revision

¹⁸ NESP-III Draft July 2013

formal schools and community based schools throughout the country – the number of schools rose from 6,039 in 2002 to 14,180¹⁹ in 2012. Community based classes which number nearly 6,000 and around 1,200 Accelerated Learning Centers have been essential for getting girls and out of school children into education. The expansion of Teacher Training Centres (TTC) to every province (42 TTCs up from 4 in 2002 serving 65,000 pre- and in-service student teachers), has helped increase the number of general education teachers to 185,000 of whom 31% are female²⁰. Revisions to the curriculum and distribution of millions of text books and other learning materials and literacy programmes have greatly facilitated the expansion of education.

Despite rapid gains in student numbers, access to education remains low in rural areas, particularly for girls whose education are further affected by high school drop-out rate due to a number of reasons, including early marriage. Provincial variations in education are wide, with primary net enrollment rates ranging from 30 percent in some areas to almost 100 percent in others. The national net enrolment ratio in 2012 was at 61.2% for girls and 81.5% for boys. Access for girls and women however remains unequal particularly in secondary and tertiary levels (enrolment is less than half of males in secondary and a third in tertiary). The Gender Parity Index at national level for all levels was 0.65 underlining the disparity in enrolment. This disparity also varies greatly amongst provinces, GPI as low as 0.15 in Uruzgan to 0.9 in Herat and Badakhshan. Youth and adult literacy rates in Afghanistan are among the lowest in the world at 26.2% (12.5% female and 39.3% male), again with provincial and rural-urban variations. Although there are about 200,000 high school graduates every year who do not go to on to universities or private colleges, only about 5 % of this number attend a formal vocational training program.

Meanwhile, success in access is creating other challenges: 29% more enrolled since 2007 places a “huge stress”²¹ on classroom space and qualified teachers²². There are currently 180,821 (31.7 % female) teachers of which only 24% are qualified under Afghan law - completing a two-year post-secondary course. Insufficient numbers of female teachers is a persistent problem, particularly in the rural areas and yet, a major determining factor for girls’ remaining in school. Further, according to the NESP-III around half of the “14,180 schools (49%) do not have usable buildings”.²³ Other

challenges affecting the education system include: socio-cultural practices and beliefs that undermine girls’ education, general insecurity in many parts of the country, long walking distance to schools, shortage of schools especially for girls (only 16% of schools are girls’ schools), and inadequate facilities in schools such as toilets, drinking water, boundary walls and school desks. About 70% of school buildings lack boundary walls, 30% of schools lack safe drinking water and 60% of the schools lack sanitation facilities – all these factors are major determining factors for girls’ enrolment and retention. These challenges are exacerbated by the low government funding to the sector.

Water, Sanitation and Hygiene (WASH) There has been significant progress in access to improved water supply since 1990, Afghanistan reaching its Millennium Development Goal (MDG) target for 2015 by 2011, both in both rural and urban contexts.²⁴ Despite the progress against this MDG, 39% of the total population needs access to improved water supply, and there are large variations between regions and provinces. Progress has also been made in the access and use of improved sanitation in the last decade, particularly in urban areas, but at a much slower rate than the access to water supply. While 78% of schools reports having teachers provide hygiene education only 40% of schools have sanitary toilets²⁵.

Government resources for school WASH are extremely limited and the programme is fully donor-funded. Water quality and drinking water safety planning²⁶ are overlooked elements of drinking water supply.²⁷ Efforts have been made to establishing national water quality standards and work has started to build capacities of national and sub-national laboratories of the MoPH and the MRRD for surveillance and monitoring. Efforts to improve WASH policies include the establishment of a sector-wide approach, drafting guidelines for rural WASH, strengthening sector coordination and the creation of a sector-wide Management Information System to harmonize data collection on WASH indicators.

Protective Social Services for Children and Families

²⁴ Based on the 1990 baseline.

²⁵ Manzoor, Asim “Final Analysis Report on WASH Data in Schools in Afghanistan” Organizational Development Consultants and UNICEF. 2011.

²⁶ A water safety plan is a plan to ensure the safety of drinking water through the use of a comprehensive risk assessment and risk management approach that encompasses all steps in water supply from catchment to consumer

²⁷ Saboor, Abdus. *Assignment Report, Water Quality, 01 Jun 2012 - 30 April 2013*, WASH Section, UNICEF Afghanistan Country Office

¹⁹ Ibid

²⁰ Ibid

²¹ HRDB. “Primary and Secondary Sub-sector Report” of the Education Joint Sector Review. 1391/2012:5

²² SCA. “Strategic Plan 2014 – 2017: Context Analysis, Education”. 2013 : 7

²³ NESP-III Draft. July 2013

Afghanistan does not have a comprehensive protective social services system to support and protect vulnerable children and families. As positive family coping mechanisms have been eroded by poverty, war, and displacement, children who are put at risk are in need of systematic protection. The implementation of the Government's child protection objective frameworks has been slow because of capacity deficits, lack of political will and insufficient resources. Public child protection services are heavily concentrated in urban areas and not necessarily reaching out to the most vulnerable and needy children. The limited numbers of community based interventions are more focussed on issues targeting specific vulnerable groups of children, mostly run by non-government organisations. One of the key tenets of the National Strategy for Children at Risk is the development of staff trained as child protection social workers; however social work is not yet fully 'professionalized' in Afghanistan. There are no standardized tools, quality benchmarks for service delivery, or established minimum standards of care. Ineffective social work fails to protect children from existing threats and inappropriate social work interventions exacerbate child rights violations.

3. Social equity and investment in human capital

Women's Rights While the quality of life for many Afghan women has undergone extraordinary transformations in the last decade, ensuring women's rights remain a most critical development challenge for Afghanistan. Almost 3 million girls in Afghanistan now attend primary and secondary education and women constitute 28% of Members of the National Parliament, yet women remain the most marginalized segment of the Afghan population. As a consequence of varied interpretation of formal law, religious sanctions and customary rules, Afghanistan represents one of the most extreme cases of gender inequality in the world, and ranks 147 out of 148 countries on the 2012 Gender Inequality Index.

Afghan women remain unequal to their male counterparts in all sectors of life. Women and children are often the most vulnerable to the effects of conflict and poverty and regularly face gender-based violence. Despite women's constitutionally guaranteed rights, social, cultural and religious practices continue to limit women's rights and quality of life, including the right to life, property, justice, protection and political and economic participation.

While Afghanistan signed the Convention for the Eliminations of all forms of Discrimination Against Women (CEDAW) without any reservation, institutional legal constraints continue to restrict women's economic participation. There has been a regression of women's rights, through existing

laws, such as Company Law and Corporate Governance, Contract Law and Enforcement, Property Law, Secured Transactions Law, Bankruptcy, Competition Law and Policy, International Trade Law, as well as the revision of positive laws such as the EAW Law and the Electoral Law, in which rights granted were withdrawn. Moreover, high illiteracy levels among adult women, limited work experience or marketable skills, mobility constraints, lack of capital, credit and business acumen remain obstacles to women's full and equitable participation in the economy. Women are further circumscribed by their reproductive and caring roles in terms of time available, especially given the high reproductive rates and limited access to health and care facilities. The NRVA 2007-2008 report estimated the share of women in wage employment in the non-agricultural sector at 8%, and at 11% in the NRVA report 2011-2012 – only a marginal improvement. Women have limited access to land with less than 2% holding any form of ownership papers and many losing what they may legally claim due to family and community decisions that ignore their rights to inheritance, despite equal protection under the Constitution.

Gender based violence (GBV) poses a major risk to the health rights of girls and young women, and also includes sexual violence against boys. Girls in early and forced marriages are particularly vulnerable to physical, mental and sexual violence. Studies on domestic violence in Afghanistan found that one in three girls in early or forced marriages was a victim of sexual violence and 62.5 % experienced physical violence. According to the Third Violence Against Women primary database compiled by MoWA, 2320 individual reports of violence against women were recorded in 2010 and 2011 from 33 provinces Kabul had the highest number of reported cases (449) out of the 2320, followed by Faryab Province with 191 and Nangarhar with 153. High levels of reporting is attributed to the presence of MoWA and DoWA, availability of services for female victims of violence, capacity building activities for national justice sector actors, awareness building and outreach regarding EAW Law, and the centralized presence of supporting International agencies and national organization. However, this number is considered to be much less than the real number of incidences, and the lack of a single comprehensive system for collecting data and tracking cases has been identified as a significant challenge, both by the GoIRA and development actors (international and national).

In spite of their role in agriculture, Afghan women are at a disadvantage due to conflict coupled with prevailing gender norms and practices (women in these sectors are unpaid or underpaid) with limited access to key agricultural services such as extension and financial services. Another factor

impeding the efficiency, time, and incomes of women's production is limited access to technology and marketing services, which limit the benefits through value-added products. A well-defined strategy in provisioning agricultural credit and extension services to women, as well as the development and implementation of a national action plan for women in agriculture, could contribute to reduce the gender gaps in agriculture services.

Overall, the implementation of Afghanistan's existing international and national commitments would address these gaps, and there are numerous action plans and other frameworks to that end. However, more needs to be done to ensure the Government institutions utilize gender-responsive planning, budgeting and management tools in order to ensure that the needs of women and girls are met appropriately and at the same level of investment as for men and boys.

Youth Youth²⁸ comprise more than 50% of the population of Afghanistan. This 'youth bulge' presents significant challenges for the economy, social stability and service delivery over the next decade. Health, education, employment skills development and jobs for its youth will be a critical factor in Afghanistan's ability to achieve equitable development. Afghanistan's economy is faced with the challenge of absorbing the annual 400,000 new labour market entrants (ILO, 2012), particularly in cities where the majority of high-school graduates seek work opportunities commensurate with their level of education, along with rural migrants seeking work in the cities. The meaningful involvement of youth also needs to be addressed.

The year 2012 saw approximately 190,000 students graduating from grade 12, though a shortage of places in higher education means that of the nearly 200,000 who graduated from high school, only 40,778 students were admitted. Estimates by the MoE predict the number of high school graduates will rapidly increase over the next decade and will reach 511,000 in 2020. For adolescent girls, early child bearing carries significant risks – the youngest first time mothers bear the highest risks of maternal mortality and morbidity. The AMS 2010 revealed that nearly 1/3 of all deaths of girls aged 15-19 years were pregnancy related. In Afghanistan, 14 percent of adolescent girls and youth (ages 15-19) surveyed had already had children.²⁹

Afghanistan has ratified International Convention on Elimination of all forms of Racial Discrimination and the Convention on the Rights of the People with Disabilities.

Challenges remain to address needs of the minorities. One of the minority communities which suffered the most from the past years of conflict and natural calamities is the nomadic population of Kuchis, estimated to number 3 million (Central Statistical organization). While more than 30% of the Afghan population (nine million people) live in absolute poverty and five million "non-poor" live on 2,100 Afghanis (US\$43) a month, the majority of Kuchis (over 54%) live in absolute poverty, according to a 2008 National Risk and Vulnerability Assessment (NRVA). Many of the displaced populations living in urban areas such as Kabul belong to this community, with lack of access to education and health services. Although there is an Independent Directorate for Kuchis in place, there is still a long way to go before their basic needs are met.

The Government is keen to revive implementation of Afghanistan National Disability Action Plan 2008-11, although progress has been limited. Some efforts are being made to focus on access of children with disabilities to education by developing an Inclusive Education Policy, but it requires considerable resource and financial support to be realized on ground.

A range of factors shape vulnerability. These include natural disasters, food price rises and prolonged conflict. The vulnerable populations are categorized by: i) the population potentially requiring food assistance, ii) limited means of income and employment iii) labour constrained households (no person in the family to work), iv) conflict induced IDPs, v) people likely to be affected by seasonal events (harsh winter and seasonal floods etc), regardless of age and gender.

Female headed households in Afghanistan are particularly vulnerable for several reasons: their higher poverty, higher dependency ratio, lower income, higher landlessness, and greater vulnerability to exploitation. Some attribute this phenomenon to recent increases in poverty and the years of conflict that have undermined social networks and traditional mechanisms of mutual social support.

Children are inherently vulnerable to violence, exploitation and abuse due to their age and capacity to differentiate right from wrong. Their vulnerability is directly related to the risks or shocks which they are exposed to. Some of the risks which are evident in Afghanistan include poverty, negative social norms, disability, armed conflict, drug abuse, HIV/AIDS and harmful traditional practices. The Government is developing a comprehensive Child Act.

²⁸ Persons between the ages 15 and 24, according to UN General Assembly Resolutions A/RES/50/81 in 1995, A/RES/56/117 in 2001, and A/RES/62/126 in 2008.

²⁹ MICS 2010/11

4. Just and Accessible Rule of Law

Afghanistan's rule of law sector faces acute challenges resulting from the dismantling of the justice system during the 30 year civil war. Significant efforts have been made by the Government, international donor community and the UN to re-create formal rule of law institutions across the country. Most rule of law funding supported the MoI and Afghan National Police, including 86% of the MoI budget. Police salaries are met by external assistance as well as all essential equipment and material needed to sustain and keep the police in the field. In addition, courthouses have been re-built, judges have been trained, and material support has been provided to law faculties at universities around the country with the hope of educating a new generation of Afghan lawyers. Prosecutors have been trained and joint police-prosecutor work has been initiated. Additional prisons and detention centres have been built or refurbished. The JRoL institutions have been supported in the development of strategic plans, and international donors continue capacity building efforts to assist national authorities with development of the Civil Service and justice personnel systems. However, while institutions have been established and personnel trained, actual delivery of just and accessible rule of law remains weak.

The GIRoA and the international community re-affirmed their commitment to Rule of Law development in Afghanistan in the the 2012 Tokyo Mutual Accountability Framework, the 2012 Chicago Declaration, the National Priority Plans related to justice, human rights and women's rights, and the Ministry of Interior's strategies and plans. In addition, in 2012 the Government endorsed the New Deal Peace and State Building Goals that identify "justice" and "security" as two out of the five most pressing peace and state building priorities. With upcoming elections and transition on-going, it is difficult to assess how the new operating environment for rule of law will develop but it is expected that the Afghan rule of law sector will continue to face three major challenges in the near future:

Firstly, Afghanistan still faces severe external threats, widespread insurgency, and terrorism which continue to shape the rule of law sector. These threats have resulted in stability being seen primarily as an issue of national security, with resources and political attention for rule of law lagging behind. The security challenges have also required the Afghan National Police (ANP) to adopt a predominantly paramilitary posture, focusing on security operations rather than traditional law enforcement activities. The notion that

criminal justice and public safety delivery are also core functions of the police – and a core element of counter-insurgency - entered the discussions in 2009 with the introduction of the concept of 'civilian policing'. In addition, the 2013-2018 National Priority Plan on Justice recognizes the police as part of the justice system. Nevertheless, to date the police is still primarily linked with the army as part of the Afghan National Security Forces (ANSF). The remaining threats will continue to shape the rule of law sector; large parts of the country will remain unsafe for justice personnel and a significant proportion of the ANP will still need to retain its paramilitary posture.

Secondly, stability and rule of law development will be affected by the potential shock that rule of law institutions will have to withstand due to the expected decrease in international aid. Rule of Law support in Afghanistan has been characterized by capacity replacement, with limited focus on national ownership and sustainable capacity development to maintain operations in the most effective and cost-efficient way. ANP personnel strength and operational requirements are unsustainable without high levels of donor support. Furthermore, funding disparities between different rule of law institutions have contributed to unsustainable imbalances in the sector. Prisons are overcrowded with a threefold increase in detainees since 2007, while the justice system has remained relatively underfunded. With aid decreasing it is imperative to shift to sustainable approaches.

Thirdly, stability is increasingly threatened by internal conflicts combined with the frustration that the Government has not delivered justice and safety to the Afghan population³⁰ despite large sums of financial support, underlined by the fact that while 12% of the population suffered from militant/insurgent actions, injustices caused by regular civil, criminal and administrative law issues are much higher: 41% suffered from land disputes (93% of all disputes in the traditional dispute resolution systems are about water and land), 21% from physical attacks, 20% from theft and burglary, 18% from family problems and 12% from racketeering/extortion³¹. Trust in the ability of the rule of law institutions to address these issues is low mainly due to four inter-related causes:

- **Integrity, transparency, accountability**

A survey conducted by UNODC and High Office of Oversight in 2012 found that 73 per cent of Afghans consider the court

30 Research and Evaluation Unit, Thirty Years of Conflict: Drivers of anti-Government mobilization in Afghanistan 1978-2011, January 2012, p. 60; Human Rights Research and Advocacy Council, Fight Poverty to End Insecurity: Afghan Perspectives on Insecurity, 2009;

31 Afghanistan in 2013, A survey of the Afghan People, The Asia Foundation.

system to be the most corrupt state institution³², while prosecutors, judges, and police are seen as accepting the most bribes³³. The survey also noted systemic problems related to integrity, a perceived lack of judicial independence, partisan interests, patronage systems, and unfair selection and appointment of judges and other rule of law personnel. Integrity of the rule of law institutions is also challenged by evidence of mistreatment and disrespect towards female rule of law personnel.

- **Accessibility, fairness, effectiveness of the Government services**

For many Afghans, the formal justice and rule of law institutions are inaccessible – either too distant or too expensive³⁴. Cultural and institutional constraints make it difficult for women to access the formal JRoL institutions, exacerbated by the limited number of women in all rule of law institutions. Cases are generally not resolved in a timely manner, and are often perceived as unfairly decided and dependent upon the gender or social status of the parties³⁵. There is a disconnect between the traditional dispute resolution mechanisms (TDRs) and formal institutions, which contributes to the lack of trust in the formal institutions as TDRs are generally considered more accessible and effective.

- **Rights protection and urban and rural safety for vulnerable groups**

The justice system's ability to protect rights of the population, in particular the most vulnerable, is also weak. Whilst 80% of Afghans prefer TDRs, they are not generally seen as responsive to human rights issues, particularly those involving women, youth, and disadvantaged groups. Prisons are overcrowded³⁶, with an alarming increase in the number of children in Juvenile Rehabilitation Centres, which has more than doubled from 455 in 2008 to 1,118 in 2013. Many of these children could have been diverted to an alternative to detention³⁷. Land and property disputes are a major source of conflict in Afghanistan, owing to the absence of a comprehensive system of property rights protection, in particular for the large number of internally displaced persons.

³² UNODC, Corruption in Afghanistan: Recent patterns and integrity challenges in the public sector, 2013.

³³ UNODC, Corruption in Afghanistan: Bribery as reported by the victims, 2010, p. 25.

³⁴ National Priority Plan 5, component 3.

³⁵ National Priority Plan 5, component 2.

³⁶ National Priority Plan 5, component 2.

³⁷ TDH, Assessment on Implementing alternative to detention, 'community sanctions', for children in Afghanistan, 2013

- **Institutional and legal frameworks**

A unified vision and effort of putting Afghans in the lead of rebuilding their state remains the missing link in stabilization efforts over the past decade. In critical policy areas and institutional development, Afghanistan has relied on external support to provide the body of legislation, which often complicates rather than simplifies enforcement because the laws are not effectively tailored to Afghanistan's economy, culture, jurisprudence, or governmental structures³⁸. Because of the international influence, strong politicisation, and limited participatory processes, the JRoL institutions and the policies they produce are not seen as legitimate in the eyes of the population or even the Government institutions themselves.

5. Inclusive and Accountable Governance

Afghanistan's reconstruction and development started in 2002 after almost three decades of war and destruction. Significant achievements over the past decade have laid the foundations for establishing democracy and effective governance; for capacity and institution building; for reviving the economy; and improving the quality of lives of the Afghan people. Challenges, however, remain. With support from the international community Afghanistan needs to continue to make progress on issues such as public administration, sustainable economic growth, the protection of human rights, in particular those of women and children, and building a functional democracy based on credible and inclusive elections.

Afghanistan has come a long way since 2002 in terms of the development and consolidation of governance values, institutions, policies and laws. Progress is seen of a growing governance system through the conduct of two Presidential and Parliamentary elections, the development and growth of the national public institutions, the improved management of public finances; Many important laws have been revised and drafted for fighting corruption— such as the Anti-Corruption Law, the Major Crimes Law, the Criminal Procedures Code, the Penal Code and the Audit Law. These have been accompanied by the establishment of the High Office of Oversight and Anti-Corruption (HOO) and the joint Monitoring and Evaluation Committee (MEC) over recent years to further and support an improved legislative environment. Civil society is also

³⁸ NPP 5, component 1.

increasingly providing valuable contributions to the Government's anti-corruption efforts. Foundations are being laid for effective state building and there is country compact, a one vision one plan approach to national programmes and a robust aid architecture and aid management policy.

At the Tokyo Conference in July 2012 Afghanistan presented a roadmap to move towards achieving economic self-reliance by 2024.¹ The international community committed over US\$ 16 billion through 2015 in support of this roadmap. The international community's ability to sustain support to Afghanistan depends upon the Afghan Government delivering on its commitments as described in the Tokyo Framework. This requires a paradigm shift in the nature of partnership between the Afghan Government and the international community from that of recipient and donors to owner and partners. In the spirit of Busan and the Paris Declaration, much has been achieved in the field of policy formulation and coordination in Afghanistan. Under the framework of the Afghan National Development Strategy (ANDS, 2008-2013) the Government with the support of the international community, developed twenty-two underlying National Priority Programmes (NPPs)

Despite these achievements and efforts, Afghanistan faces many challenges going forward to ensure that the progress it has made is truly transformative and that improvements can be felt from the top to bottom of its society.

Elections and Human Rights The Government has made progress in establishing a strong Independent Election Commission with election legislation, an operational plan in place, and the Chairman of the IEC being appointed, and faces the challenge of credibly conducting the presidential and parliamentary elections in 2014 and 2015 respectively.

The Afghan Government confirmed its resolve, as expressed at Bonn, that the future of its political system will continue to reflect its pluralistic society and remain firmly founded in the Afghan Constitution. The Afghan people will continue to build a stable, democratic society, based on the rule of law, effective and independent judiciary and good governance, including progress in the fight against corruption. The Government affirmed that the human rights and fundamental freedoms of its citizens, in particular the equality of men and women, are guaranteed under the Constitution and Afghanistan's international human rights obligations, and also committed to conducting free, fair, transparent, and inclusive elections in 2014 and 2015, in which all the people of Afghanistan participate freely without internal or external interference. Yet much needs to be done.

Human rights and civic responsibilities are fundamental to the functioning of responsive governing institutions and societies. They are also cornerstones for establishing sustainable peace and development. Violent extremism, under-development including low literacy levels and limited capacities across the public sector continue to undermine efforts to guarantee the basic freedoms of the Afghan people.

Afghanistan now has a constitution, based on which a President has been elected for two terms, Parliament has been elected for two terms, Provincial Councils are functional, a judicial system has been established, and a vast array of laws have been passed, including those protecting the rights of women and girls. Further, while the ability of the Government to deliver services remains extremely low and marred by corruption, in some areas it is indeed better than it was in 2001. Thus there is some evidence of progress in the last eleven years, but it has been uneven and slow and has not been sustained. While institutions have been created, and have expanded, the purposes for which the institutions were established have not been achieved, and they have not succeeded in the effectively delivering on their mandate of bringing inclusive and accountable governance to the people of Afghanistan.

Corruption Afghanistan ranked 180 out of 182 countries in Transparency International's most recent Annual Corruption Perception Index. The recent Kabul Bank crisis brought attention to the need for strengthening economic governance, especially the regulatory and supervisory mechanisms in the banking sector.

Corruption in Afghanistan is endemic, and cited as one of the top three problems in Afghanistan with 25% of the population rating it as their greatest problem, along with security (28%) and employment (27%)³⁹. Institutional weaknesses foster corruption, and in turn, corruption encourages institutional weakness. Efforts to combat corruption have so far had a limited impact. The absence of a robust and coherent anti-corruption policy has led to weak anti-corruption institutions, delays in enactment of key anti-corruption laws, and poor enforcement of those rules and regulations that do exist. Fragmented and uncoordinated donor support and approaches have further impeded progress.

Aid Dependency and On-Budget Assistance

In spite of the increase in revenue collection from 7.5% of GDP in 2008 to over 11% of GDP in 2011 and 10 - 10.5% of GDP during 2013-14, the Government remains dependent on

³⁹ Asia Foundation (2012), p. 5.

foreign aid for continued development initiatives and operational support. Aid in 2010-2011 was approximately \$15.7 billion and over 30% of the Government revenue is from customs and import duties, which are closely linked to foreign aid. Although domestic revenues have grown by 140% over the past three years, the Government's operating expenditure on average has been rising at around 30% per year for the past three years and will continue to be under pressure. The 1393 National Budget is approximately 7.6 billion USD, of which 5 billion USD alone are from foreign assistance.

Increasing on-budget assistance is critical to the long-term sustainability of donor investments in Afghanistan. The economic impact of on-budget assistance is estimated to be more than three times higher than off-budget support in Afghanistan. The Government's analysis completed with the World Bank, shows that the impact of moving funds to the budget early pays strong dividends, increasing the base upon which future economic growth builds, leading to higher net GDP provided institutional and public financial management frameworks are strengthened to manage aid more equitably, transparently and accountably. In the long term gradual increase of aid on-budget is expected to strengthen Afghan institutions building legitimacy though improved capacity to deliver essential services. Sustainability, economic growth, effective use of funds and improved project results, all require progress toward increasing utilization on-budget systems. Quick-impact projects which aim to win hearts and minds have often bypassed the Government, leaving behind infrastructure that the Afghan government cannot afford to operate and maintain. There is scope to substantially improve donor consultation and coordination with the Government for alignment of donor-funded projects to Afghan priorities.

Public Sector Capacity A decade on from 2001, donors continue to fund large numbers of technical assistance personnel at high cost. The parallel civil service or the second civil service employs close to 10,000 national technical personnel paid by donors and international institutions. Capacity development initiatives have largely benefited Afghans working on donor projects, many of which are delivered through the external budget. The key to building long-term government capacity is to transition this support in a more coordinated and strategic manner to the Government institutions as system and processes last while individuals eventually leave.

Such transitioning is not easy and will require the Government commitment to reform the various uneven pay and grading structures as well as concerted donor effort. Less aid may provide an opportunity to achieve better and more coordinated assistance in developing critical government capacity. The likely main effects of a gradual decline in aid

and the shifting of aid on budget over the next few years will be a tightening job market and downward pressure on wages, less technical assistance delivered through parallel systems and more through the Government institutions, stronger links to public administration reform as a whole, and improved regulation and transparency of technical assistance.

Too rapid a decline in aid could, however, lead to an exodus of national technical personnel from the country, which might seriously undermine the Government capacity and service delivery efforts over the short to medium term. The Government needs to work to retain the confidence of skilled Afghans to stay. For this, donors need to better align their support with the Government efforts to rationalize and harmonize salaries in the second civil service of Afghan. Without such alignment, developing core government capacity will be difficult. The National Technical Assistance programme and the World Bank's Capacity Building for Results is an effort to harmonize pay and grading structures gradually progressing towards a merit based civil service commission.

Despite the progress made, capacity remains a serious constraint to budget execution, which hinders public sector program implementation and public service delivery.

Sub-national Governance Sub-national governance in Afghanistan is highly centralized. The constitution provides for four levels of subnational government: Province, District, Municipality, and Village⁴⁰. According to the Constitution as well as Sub-National Governance Policy endorsed by the Government in 2010, each of these levels of governance is to have elected executives and councils, but with the exception of the Provincial Councils, no elections have ever been carried out. This leaves these sub-national bodies as merely administrative arms of the central Government. The line ministry representatives at the local level are responsible for service delivery at the subnational level. Capacity constraints especially at the sub-national levels exist in planning and budget formulation, poor communication and coordination across line ministries. Need for institutional clarity and a coherent framework for more accountable subnational governance and some degree of de-concentration and a more balanced distribution of service delivery responsibilities among subnational levels, adds to the problem. The Government's Provincial Budgeting Reform, a de-concentrated approach to budget planning and expenditure at the local levels, is expected to involve local authorities in decision making and planning so that allocation of funds are more equitably distributed and needs based.

⁴⁰ The World Bank, 2007 "Service Delivery and Governance at the Sub-national Level in Afghanistan," Kabul July.

Social Accountability

The need for strengthening accountability relationships between policy makers, service providers, and clients is at the core of the UN's approach to making services work for citizens and especially for the poor and marginalized. Moreover, accountability of institutions is one of key pillars of Governance. Traditionally, efforts to tackle the challenge of accountability in Afghanistan have tended to concentrate on improving the "supply-side" of governance using methods such as political checks and balances, administrative rules and procedures, auditing requirements, and formal law enforcement agencies like courts and the police. These "top-down" accountability promoting mechanisms have met with only limited success and as a result, newer measures such as the setting up of independent pro-accountability agencies like vigilance commissions and ombudsman are required.

There needs to be increased attention to the "demand side" of good governance – that is to strengthening the voice and capacity of citizens (especially poor citizens) to directly demand greater accountability and responsiveness from public officials and service providers. Enhancing the ability of citizens to engage with public servants and politicians in a more informed, direct and constructive manner are social accountability practices that are required. It reflects a growing attention to issues of governance, empowerment and rights-based approaches to development.

International Commitments for Afghanistan

London and Kabul Conferences: Towards Self Reliance

The Kabul Conference (2010) in line with the London Communique (2010) marked a new phase in partnership between the international community and the Government of Afghanistan for a secure, prosperous and democratic Afghanistan. This conference came to be known as the Kabul Process. To lead Afghanistan towards these achievements, it was agreed that the principles of partnership between the Afghan Government and the international community will be based on the leadership and ownership of the Government, in accordance with the principles of national ownership.

The Government and international community concur that aid delivered through the budget is among the most effective means of reducing aid dependency, delivering on shared governance and development goals, increasing the Government's capacity in better managing and delivering aid. As donor funds are increasingly transferred to the

Government, off-budget development assistance should also increasingly align with the prioritized Afghan National Development Strategy (ANDS).

Among many principles that were agreed at the London Conference, two were instrumental in shaping the discussion on aid effectiveness, mutual responsibility and development cooperation, and were subsequently captured in the TMAF, AMP and NPPs.

- (i) The international community agreed to increase its support to channel at least 50% of development aid through the Government's core budget while, as committed at the London Conference, the Government achieves the necessary reforms to strengthen its public financial management systems, reduce corruption, improve budget execution, and increase revenue collection to finance key National Priority Programmes;
- (ii) The international community agreed to progressively align their development assistance with the National Priority Programmes (NPPS) with the goal of achieving a 80% of alignment.

TMAF: From Transition to Transformation (2015-2024)

In Chicago and Bonn, the international community recognized the necessity that reductions of donor support take place in a phased and responsible manner. The lessons of the past indicated that precipitous drops in assistance may create instability. It is now the international community's and the Government's shared responsibility to ensure that assistance is used with ever increasing effectiveness to realize shared goals of a secure, self-sufficient Afghanistan. Building on this, the Tokyo meeting focused on raising funding to consolidate and accelerate development gains.

A new framework, the Tokyo Mutual Accountability Framework (TMAF), was introduced and is also the country compact. In July 2012 The Tokyo Conference (2012) agreed that in order to put Afghanistan on a solid path toward self-reliance, the Government in partnership with the international community will have to continue to build upon the gains of the last decade in grounding representational democracy, improving governance, addressing human rights issues, especially for women and girls, strengthening anti-corruption mechanisms, ensuring the integrity of public finance, addressing economic challenges such as enlarging

the revenue base, and inclusive, sustained growth and development. The international community cemented the mutual relationship with commitment of USD 16 billion by 2015 and continuing the similar levels of funding thereafter in the decade. The release of funding, however, in the spirit of mutual accountability, is dependent on the Government meeting its commitments. The most important task before the Government today is to implement its commitments to mobilise donor funding commitments.

The framework set out commitments (called indicators) for partners, with 16 Government indicators and 9 international community indicators. As such the Tokyo Framework has two main parts, one detailing commitments of the Government and the other detailing those of the international community. The commitments of the Government have been grouped together under the themes of:

- a) Representational Democracy and Equitable Elections;
- b) Governance, Rule of Law and Human Rights;
- c) Integrity of Public Finance and Commercial Banking;
- d) Government Revenues, Budget Execution and Sub-National Governance;
- e) Inclusive and Sustained Growth and Development

The international community commitments are grouped under the title of Implementing Aid Effectiveness.

By 2025 Afghanistan will have reduced its dependence on international assistance in non-security sectors to levels consistent with other least developed nations. Peace and stability will be consolidated in the country through effective development, improved delivery of the Government services

A.3. Programming Principles and Strategies

The UNCT was guided by certain universal programming principles (applicable to all UNDAFs):

These are human rights, gender equality, social inclusion, environmental sustainability, and capacity development within the overall framework of the Millennium Development Goals.

Gender equality, social inclusion, and human rights: The Country Analysis and UNDAF are both grounded in equity and human rights based approach. Afghanistan highlights this interdependence, underlining the need for a

and the promotion of fundamental freedoms and human rights

A.2. The UNDAF Development Process

Priority Area Working Groups (PAWGs) chaired by relevant UN agencies were set up for each of the UNDAF Priority Areas, comprising of representatives of relevant UN agencies. A Joint UNDAF Steering Committee of the UNCT and the Government of Afghanistan (UNDAF SC) was formed in 2014 to lead the overall UNDAF review process. The Joint UNDAF SC was co-chaired by the Deputy Minister of Foreign Affairs and the UN Resident and Humanitarian Coordinator.

Consultations were held in March 2014. The Government and the UN agencies agreed on the UNDAF's vision, key priority areas, including outcomes, outputs and indicators, and cross cutting issues. Given the term of this UNDAF, the framework will be reviewed 3 months after the new Government takes office.

common approach to build synergies between diverse actors and initiatives for human rights, gender equality and social inclusion. However, it was highlighted by the CCA that while gender is an essential cross-cutting theme for the UNDAF, it was deemed important to highlight the issue of social equity, including women's rights as a particular focus. Therefore, one of the UNDAF Outcomes is specifically dedicated to Social Equity of women, youth and minorities and vulnerable populations. Afghanistan's national commitment to international instruments, such as the Convention on the

Elimination of All Forms of Discrimination against Women (CEDAW), the UN Convention on Disability, and the UN Convention on the Rights of the Child, are strong instruments that can address many of the discriminations faced by women, people with disabilities, and other marginalized and vulnerable groups. However when these are applied in an integrated way, across all the Priority Areas that the UNDAF seeks to address, and by all agencies contributing to the realisation of the UNDAF Outcomes, the synergies - and their contribution towards better results - becomes far more significant, and allows for a robust multifaceted response. An equity and rights-based approach places development policies and processes in a system of rights and corresponding obligations. Not only do they then contribute strongly to the sustainability of development work, but also to empowering people to participate in development processes and hold authority accountable, ensuring a fairer and more equal access to, and utilization of, available resources. Thus, equity and inclusiveness, whether it is in access or provision, is the common thread that binds together the outcomes of the UNDAF.

Environmental sustainability and climate change:

Natural ecosystems in Afghanistan are fragile, exacerbated by the impact of population growth, climatic variability and frequent droughts and floods. Ineffective management systems, overuse, pollution and conflict, climatic and topographic limitations pose major challenges for the protection of the environment and sustainable use of natural resources. Afghanistan is extremely vulnerable to climate change.

Land tenure and rights issues are complex and often a source of conflict. A study in 2012 showed that while 82% of Afghans owned land (over 50% of the population under 15!), only 32 % of these had a government legal-title and 87% had a customary title.⁴¹ Registered legal tenure is especially low amongst urban households (10%) and only 2% of women have any form of land ownership papers. Land is managed through complex, overlapping and often conflicting systems of land and property rights, which include customary systems, civil law and Sharia law. Disputes over land are the single most common cause of violent conflict in Afghanistan⁴². The demand for land use and ownership is rising due to rapid urbanisation, population growth and return of refugees, which is then further exacerbated through weakened land management. Afghanistan is need of an equitable land

system for long-term peace and stability⁴³. The most likely adverse impacts of climate change in Afghanistan are drought-related, including associated dynamics of desertification and land degradation. Floods due to untimely rainfall and a general increase in temperature are of secondary importance, but are both exacerbated by, and exacerbate, the adverse impacts of drought⁴⁴.

Similarly, water is managed by myriad of informal and formal systems and it is the second most commonly cited cause of conflict after land. Degradation and deforestation has increased the country's vulnerability to drought, landslides, soil erosion and desertification. Afghanistan is seeking to exploit its extractive industry potential which offers promise in the medium term. The UNDAF seeks to strengthen the Government and communities' capacity for sustainable and transparent management of natural resources, looking at natural resources from an integrated perspective, whether from the perspective of equitable economic development, rule of law or accountable governance.

Capacity development: *Capacity development is essential for achieving development goals. The Country Analysis clearly highlights lack of capacity at the individual and institutional level as a fundamental challenge for Afghanistan. It points to fragmented and uncoordinated approaches to capacity development, which have been based on short term substitution of capacity at very high costs. The lack of institutional capacity to effect substantive change in the lives of Afghans is a binding constraint to addressing development challenges. The UNDAF therefore works to develop capacity at all levels of the system. At the individual level, the UNDAF aims to impart skills, competencies, experience and awareness to people, both those who claim rights and those whose obligation it is to fulfil them. Institutional capacity development addresses issues relating to policy, procedures and frameworks that allow organizations to deliver on their mandate of providing quality public services, including to the most vulnerable groups. The UNDAF also works to foster an enabling environment through work on legislation and changing power relations and social attitudes. The focus of the UNDAF is on the capacity for system-level interventions and delivery of services on the one hand, and the capacity for an empowered population to demand, access, and utilize the needed services on the other. Specific technical areas where the Government would benefit from focused capacity development support include*

⁴³ UNEP 2013, Natural Resource Management and Peacebuilding in Afghanistan

⁴⁴ UNEP, NEPA, GEF 2009, Afghanistan: National Capacity Needs Self-Assessment for Global Environmental Management (NCSA) and National Adaptation Programme of Action for Climate Change (NAPA), p. 74.

⁴¹ Democracy International, 2012

⁴² Wily, Liz Alden, 2013, Land, People, and the State in Afghanistan: 2002 - 2012, AREU.

accountability and transparency, planning, budget execution, civil service reform. It is probable that these four areas cover the substantive capacity development requirements of many of the line ministries the UN works with, though of course these would need to be tailored for specific counter parts on the basis of comprehensive capacity assessments.

Millenium Development Goals United Nations General Assemblies have determined that the MDGs should guide UN Country Teams in their development work at country level. As noted in the Situation Analysis above, Afghanistan is making variable progress in moving towards the MDGs. In some spheres such as access to safe water supply or child health, there has been substantial progress or even the achievement of the relevant MDG; in other areas, such as maternal health,

progress has been much slower. Even taking account of Afghanistan's later commitment to the MDGs, which has been recognised by the target date for the achievement being 2020 (rather than 2015), it would seem unlikely that the country will achieve its goals within the present timeframe.

The priority areas of this UNDAF, which the United Nations Country Team in Afghanistan and the Government of the Islamic Republic of Afghanistan jointly commit to, reflect the MDGs, all of which fall clearly into one of the priority areas.

Furthermore, the priority areas developed for this UNDAF also align closely with the National Priority Plans developed by the Government, reflecting its commitment to achieving the MDGs.

A.4. UNDAF Structure

The UNDAF has 5 broad priority areas which have been translated into 5 UNDAF Outcomes, as listed below.

- 1. Equitable and Sustainable Economic Development**
Economic growth is accelerated to reduce vulnerabilities and poverty, strengthen the resilience of the licit economy and reduce the illicit economy in all its manifestations.
- 2. Basic Social Services** All Afghans, especially the most marginalized and vulnerable, have equitable access to and use of quality health, nutrition, education, WASH, prevention and protection services that are appropriate, and effectively address their rights and needs
- 3. Social Equity and Investment in Human Capital**
Greater social equity of women, youth and minorities and vulnerable populations is achieved through the Government's improved and consistent application of principles of inclusion in implementing existing and creating new policies and legislation.
- 4. Justice and Rule of Law** Trust in and access to fair, effective, and accountable rule of law services is increased in accordance with applicable Government's

commitments and legal obligations to international human rights standards.

- 5. Accountable Governance** Improved legitimate, transparent and inclusive governance at all levels that enables progressive realization of human rights.


A.5. UNDAF Results

The UNDAF Results Matrix for 2015–2019 can be found in Annex I. The UNDAF outcomes are focused on those with claims (vulnerable groups as rights-holders) and those with obligations (duty-bearers, such as members of the Government e.g. civil service or local Government institutions). Outcomes are phrased in language that

describes a change from the standpoint of the vulnerable groups, but also from that of the duty-bearers, and are intended to cumulatively make a contribution to addressing national development challenges and responding to international commitments to which Afghanistan is signatory.

As indicated in the Results Matrix, outcomes are achieved through a series of interrelated outputs—usually changes in skills and abilities or services strengthened with the resources provided and within the specified timeframe. Indicative agency contributions to each of the outputs are also included.

The outcomes agreed upon were based on an analysis of the development challenges especially as they affect the situation of children, women, youth and marginalized and vulnerable groups, as identified in the country analysis, MDGs, and an assessment of the capacity and comparative advantage of the UN System in Afghanistan to address these development



challenges. The outcomes, outputs and indicative agency contributions are based on the Theory of Change and reflect a results-based approach to programming, designing, monitoring and mutual accountability. Results at the outcome and output levels, whether quantitative or qualitative, have indicators that make it possible to assess whether they are achieved or not. Indicators at the outcome level demonstrate the link between results and the marginalized and vulnerable groups mentioned in these outcome statements. Finally, a change in the status of these groups will be the measure of the contribution of the UN System in delivering results for the Afghan people.

A.6. Coordination and implementation mechanisms

The UNDAF forms the overall framework for the UNCT's work between 2015 and 2019 in support of Afghanistan's development priorities. The outcomes in this UNDAF describe the intended changes in development conditions over five years that result from the UN System in Afghanistan working together. However, their achievement depends also on the commitment and actions of multiple partners and stakeholders, including the Government. UN agencies' country programmes, country programme action plans and annual work plans will set out in more detail the specifics needed to achieve the outcomes and outputs included in this UNDAF. All interventions will be coordinated with the respective national counterparts and other stakeholders and reviewed annually following a consultative and participatory process that involves all relevant stakeholders.

The Ministry of Foreign Affairs will be the key Government counterpart for the UNDAF. The UNDAF Steering Committee, co-chaired by the Deputy Minister for Foreign Affairs and the UN Resident Coordinator will ensure that UNDAF implementation remains aligned with Afghanistan's development priorities. The UNDAF Steering Committee will periodically assess progress against the UNDAF results framework and provide strategic inputs to ensure that the UNDAF remains relevant to national priorities. The UNDAF Steering Committee will ensure UNDAF implementation is in line with the principles of alignment with national priorities and harmonization of resources and interventions, and that the Government – UNCT strategic partnership maximizes the UNCT's contribution towards achieving national development priorities.

At the implementation and operational level, an UNDAF Outcome Steering Group (OSG) will be established for each UNDAF outcome. Each group will comprise both UNCT members and national partners. The OSG overall objective will be to ensure that its UNDAF outcome remains on track, with a specific focus on planning, monitoring and evaluating for results, based on the M&E framework. OSGs will meet whenever necessary, but not less than once every six months. They will ensure that UNCT programmes and interventions remain in line with the commitments agreed upon in the UNDAF. OSGs will monitor risks and assumptions, and alert the UNDAF Steering Committee if results are not being achieved and adjustments to the UNDAF are needed. Each OSG will be facilitated and supported by a OSG Coordinator, whose terms of reference will include information management for the specific outcome, support of integrated

work planning, and for the outcome, and day-to-day coordination between individual UN agencies, the UNCT and the Government and with other international partners, multi-donor groups or initiatives. All effort will be made to ensure that activities do not overlap with activities conducted by other international development partners, but rather are complementary. It is recognized that, in addition to the UNCT and the Government, academia, civil society, and the private sector may all have roles to play in the design, implementation and monitoring of development interventions. Each OSG may, therefore, decide to appoint an external panel of national and international experts to meet once a year and substantively contribute to its work.

The UNCT, together with the Government, will use the Results Matrix and M&E framework for resource mobilisation.

In view of the multiple transitions that are underway in the country, the implementation and operational arrangements for the UNDAF may have to be reviewed, as may the wording of the Results Matrix and M&E framework, to ensure that new institutions and arrangements are sufficiently reflected.

Overarching assumptions for the successful implementation of the UNDAF can be categorized into four main areas: (i) the overall operational space for development activities will remain sufficiently open to allow implementation of the UNDAF on the ground; (ii) the policies and priorities of the Government will continue to provide a supportive framework for the UNDAF, including throughout the next planning cycle; (iii) sufficient financial resources will be available to implement the UNDAF; and (iv) appropriate and relevant expertise can be deployed in time. Overarching risks, while generally representing the opposite of the assumptions, also include an unfolding or unstable security situation, or political instability. Other factors include capacity gaps within the Government and other institutions, including those resulting from difficulties in filling positions and the high turnover of staff; increased conflict that diverts attention away from long-term development; delays in establishing a responsive public administration system at all levels; and global economic problems that may affect growth and economic development.

A.7. Monitoring and evaluation

As described above, the ultimate goal of the UNDAF 2015–2019 is to contribute to significant, positive changes in the lives of all people of Afghanistan, with particular attention to marginalized and vulnerable groups. To achieve this, UN agencies will contribute to achieving set outputs—as changes in skills and abilities of duty-bearers and rights-holders, or new products—which will lead to outcomes—changes in institutional behaviours and capacities—which in turn will lead to impacts, or changes in people’s lives. In order to ensure that these results are attained, and as an integral part of the UNDAF, it is essential to monitor and evaluate progress.

The UNDAF M&E Matrix has a set of objectively verifiable performance indicators at output and outcome levels. The overall set of indicators includes ones relevant for each of the identified vulnerable groups. At the output level, data may be generated by UN-supported projects.

To the extent possible, data related to indicators will be disaggregated by gender, ethnicity, disability, wealth quintile, age, geography and any other relevant grouping.

One of the challenges of efficient and effective monitoring is collecting reliable data in Afghanistan. Much of the information that is available is subject to large margins of uncertainty and often problems of incompleteness, incomparability, etc. Data are frequently changed and updated. Collecting and triangulating data on issues such as jobs, aid inflows, and costs of services pose major challenges for the UNCT. In order to generate additional information necessary to track changes in areas or for vulnerable groups not covered by existing surveys or systems, the UN, in

collaboration with the Government, will design and conduct a baseline survey in 2015, with a follow-up survey to assess changes over the programme period, in 2019.

The UNDAF Steering Committee will also implement the Accounting for Gender Equality Scorecard, providing an assessment of what the UN as a whole contributes to gender mainstreaming and the promotion of gender equality.

In addition to regular monitoring, the UNDAF Steering Committee will commission a mid-term evaluation of the UNDAF in 2017 to assess progress towards the outcomes, and the UN’s efficiency and effectiveness. The UNDAF Steering Committee will be the overarching mechanism for overseeing the M&E of the UNDAF. The OSGs will ensure, through their regular meetings, regular tracking of progress against results statements and indicators in each outcome. The OSG Coordinators will be responsible for ensuring data collection and reporting, including contributions to the UNDAF Annual Report, with support from an UNDAF M&E Technical Working Group. The UNDAF M&E Technical Working Group will take the lead in designing and commissioning the UNDAF evaluations. The UNCT will also establish a Risk Management Unit, which will be embedded within the Office of the DSRSG/RC/HC. This Unit will work with all United Nations entities working in Afghanistan, as well as partners and donors. The primary function of the Risk Management unit will be to assist the UNCT in better understanding and managing the operational and programme risk environment.

B. UNDAF OUTCOMES

B.1. Priority Area: Equitable Economic Development

Priority Statement: Inclusive, more equitable and sustainable economic growth with reduced dependency on the illicit economy

Outcome Statement: Economic growth is accelerated to reduce vulnerabilities and poverty, strengthen the resilience of the licit economy and reduce the illicit economy in its multiple dimensions.

Alignment with the National Priorities				
Cluster/ NPP	ARD Cluster	HRD Cluster	ID Cluster	PSD Cluster
1	1: National Water and Natural Resource Development	1: Sustainable Decent Work Through Skills Development and Employment Policies for Job-Rich Growth	1: National and Regional Resource Corridor Program (NRRCP)	1: Integrated Trade And SME Support Facility (ITSSF)
2	2: National Comprehensive Agriculture Production and Market Development			
3	3: National Rural Access Program (NRAP)			

Overview

Key challenges to Afghanistan's future development are the limited resilience of its economy, and the pernicious and pervasive nature and effects of its illicit economy. These have significant implications for long-term sustainable poverty reduction, and for the availability of productive employment and income opportunities, especially for its large population of youth, the vulnerable and marginalized. Energy consumption in Afghanistan is one of the lowest worldwide, in terms of per capita consumption. According to MRRD, less than 15% of the rural population has access to electricity, a limiting factor in poverty reduction as well as community development.

There is a distinct reciprocal relationship between poverty and the natural resource base in all the SAARC countries, which is clearly evident in Afghanistan. The situation in Afghanistan demonstrates that while poverty may be detrimental to environment, a degraded natural resource base also exacerbates poverty. Weak governance and law enforcement, poor economy, lack of appropriate legal and enabling environment have aggravated the situation in Afghanistan. Declining access of the poor to land (including valleys, rangeland and forest) and water resources, and the absence of enabling policies and an institutional setting for sustainable

management of natural resources all remain major obstacles to development.

Additionally, Afghanistan faces major challenges in providing the economic opportunities to significantly improve the livelihoods of its people, 36 percent of which live below the poverty line. This is due to a range of factors, including security, agricultural land contaminated by land mines, limited infrastructure and low investment levels. If the natural resource base, including land, water, ecosystems and minerals are managed properly, and an effective enabling environment including legal, policy and strategic frameworks exist in the country, the natural resource, environment and energy sectors will flourish. This could be instrumental in reducing poverty, avoiding conflict and building peace as well as reducing the drug economy and human suffering particularly of women, children and people with disabilities.

UN programmes under Outcome 1 will combine support for the Government and relevant stakeholders, to achieve results in the following areas: inclusive job rich growth and economic development policies and programmes; agricultural development for food security, access to sustainable livelihoods and productive assets; and a transition to a green

economy based on the sustainable and transparent management of natural resources, adaptation to climate change, and affordable environment-friendly energy sources.

Rationale and expected results

For Afghanistan to achieve these results it must develop a vibrant, fast growing, equitable, and sustainable economy requiring good governance and significant foundational investments. Critical infrastructure, private sector development and expansion of rural economy with focus on agriculture will be the main drivers of the growth strategy. While infrastructure will deliver results in the medium to long-term, agriculture and the private sector can have a crucial near-term impact. Regional cooperation will also be important for the success of the development strategy.

The overall strategy is to lay the foundations for accelerating job-rich, inclusive economic growth that will address key development challenges, with particular attention to the vulnerable and marginalized, the UN system will support the Government and relevant stakeholders to achieve these concrete results in terms of improved economic opportunities, sustainable natural resources management and energy access, and strengthening the licit economy, and reducing the illicit economy.

Building on its comparative advantages and in line with addressing key development challenges, with particular attention to the vulnerable and marginalized, the UN system will support the Government and relevant stakeholders to achieve concrete results in terms of improved economic opportunities, sustainable natural resources management and energy access, and strengthening the licit economy, and reducing the illicit economy.

UN programmes under Outcome 1 will combine support for the Government and relevant stakeholders by providing support in “soft” infrastructure to maximize job creation and improve livelihoods, providing training opportunities for skills enhancement, working in creating an enabling environment for small and medium scale enterprises developing robust regulatory frameworks, economic reforms and developing social safety nets for equitable distribution of wealth earned from licit economic activities. The UN can also support the Government’s flagship initiatives and programs such as:

- The National Regional Resources Corridors Program to promote diversified growth,
- The National Energy Supply Program (NESP) will be instrumental in addressing critical power sector development needs through institutional development

- The E-Afghanistan Program, a NPP within the Private Sector Development Cluster, that aims to further modernize the Information and Telecommunications sector and E-government to enhance the effectiveness, efficiency, and transparency of the public sector and create a connected, more productive society.
- Human Resource Development (HRD) Cluster programs, to prepare youth for Afghanistan’s future labor market and expected to create as many as 150,000 jobs by end of the Transformation Decade. ,
- The Facilitation of Sustainable Decent Work through Skills Development and Market-Friendly Labor Regulations Program will focus on developing policy and institutional frameworks that enable the government to prepare appropriate evidence-based policies for employment and labor, and employment generating growth. Technical Vocational Education and Training Program, through formal and informal mechanisms, will be utilized along with occupational literacy initiatives to bridge the current skills gaps in the country and enhance the employability of the

At the policy level, the UN system will support the Government in further improving national strategies, legislation and programmes aimed at the effective definition and implementation of inclusive growth strategies. This will include areas such as environment, labour laws (including urban economic policy and urban development), skills development, vocational programmes (including apprenticeships), agribusiness and tourism development. The UN system will work with the Government at all levels, the private sector and communities to improve access to employment and livelihood opportunities, including productive assets, finance, affordable energy and skills, with an emphasis on the environment and long-term sustainability. Opportunities will be explored with relevant Government institutions in developing national policies, capacity and mechanisms for building private sector driven/led economic growth. The UN Country Team will also work with national and local partners including municipalities for the development of effective disaster risk reduction and environmental policies in energy, water resources and enterprise development. Efforts should be targeted at developing infrastructure that may be replicated and is sustainable, without external support. “Green” development in Afghanistan can contribute to poverty reduction, inclusive and equitable economic growth and environmental conservation. Such a transition in the context of sustainable development and poverty eradication should protect and enhance the natural resource base, increase resource

efficiency, and promote sustainable consumption and production patterns.

The expected result of such interventions during the UNDAF cycle is that vulnerable and marginalized groups will enjoy substantially improved access to more and better job and income opportunities, as well as to the productive assets needed to engage in these, strengthening the licit economy and creating alternatives to the illicit economy.

The UNDAF will endeavour to enhance capacity of the Government and communities to integrate and implement disaster risk reduction and climate change adaptation in development frameworks to increase community resilience; as well as strengthen the Government and communities' capacity for sustainable and transparent management of natural resources and access to affordable energy to improve the livelihood of the Afghan poor.

For all natural resource management and development activities, a minimum level of environmental and social

safeguards must be considered, applying both Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA) guidelines. UNEP, in particular with UNDP, has the capacity to support this.

Implementation, partners and coordination

As part of the overall governance structure for the UNDAF, a monitoring mechanism comprising both national partners and UN Country Team members will be established to keep track of the progress of this outcome, based on the M&E framework. Interventions will be implemented by the UN system in partnership with relevant Government ministries/departments, while ensuring ownership at community levels. Special attention will be given to developing synergies between programmes operating in the same geographical areas, with the aim of maximizing the impact of each activity on beneficiary communities, especially in addressing the efforts to reduce the illicit economy, in its multiple dimensions.

B.2. Priority Area: Basic Social Services

Priority Statement: Quality and sustainable social services accessible to all Afghans on an equitable basis

Outcome Statement: All Afghans, especially the most marginalized and vulnerable, have equitable access to and use of quality health, nutrition, education, WASH, prevention and protection services that are appropriate and effectively address their rights and needs.

Alignment with the National Priorities

Cluster/NPP	HRD Cluster
1	2: Education For All
2	3: Expanding Opportunities For Higher Education
3	5: Health for All Afghans

Overview

A prerequisite for advancing equity in society is to improve human well-being and the overall quality of life. While Afghanistan has made significant progress in some areas in the provision and accessibility and utilization of basic social services in the last decade, with particularly notable achievements in the areas of education and health, serious inequities persist. There remains a huge need to address equity of access to basic essential social services with a focus on the most marginalized and vulnerable disadvantaged

groups and support the effective delivery and utilization of services. Hence, this outcome aims to promote equity in policy frameworks, planning processes, resource allocation, service delivery and monitoring, supported by inter-sectoral mechanisms and community mobilization, across a wide range of basic social services—health, nutrition, water, sanitation, HIV/AIDS, education and child and family welfare and child protection.

Rationale and expected results

The provision of, access to, and utilization of, basic social services for all Afghans on an equitable basis continues to be a development challenge. The unprecedented recent extension of structures and services to the provinces and districts has been largely funded by external financial and technical assistance. These efforts have raised the quality and quantity of services but with serious cost and sustainability implications. The Government will gradually increase domestic revenues to fund basic social service sectors from its own resources.

Investments over the past decade have raised expectations of continued service delivery that, if not met, could threaten development gains and undermine perceptions of the Government legitimacy.

Thus a substantial acceleration of effort through designing services that can generate employment as well as revenues is needed to address issues such as the viability and sustainability of service delivery, and the regulation of public services. In health and nutrition, the key challenge for Afghanistan is to provide universal access to primary health care. Weak health systems, especially at sub national levels have contributed to a situation where maternal health care is inadequate and maternal mortality remains unacceptably high, and little progress has been made on improving neonatal mortality or child nutrition.

Immunization coverage levels remain low and wild polio virus circulation continues. Institutional preparedness for outbreaks of communicable diseases remains limited, whilst access to safe water and sanitation remains a problem for many. Limited access to sanitation and safe drinking water is a major health concern, as are poor living conditions especially in slums and remote areas. Rapid urbanization has created into large poorly served populations in cities.

Malnutrition is also an area in need of substantial effort beyond the health sector, entailing a multi-sectoral response which also involves education, food (and food regulation), agriculture, water and sanitation as detailed in the Afghanistan Nutrition Action Framework (NAF, 2012 and Afghanistan Food and Nutrition Security Agenda (AFSANA) 2013.

The weak child protection system is a challenge to provide coordinated prevention and response services to children vulnerable to violence, abuse, neglect and exploitation.

Despite the significant progress that has been achieved in the last decade across much of the Afghan education system,

including the girls' education, access still remains low in rural areas - particularly for girls. Only 60% of the total school-age population is enrolled, and almost 15 percent of those enrolled are permanently absent, and there are major disparities between provinces as well as rural urban gaps. In secondary and tertiary education, girls' enrolment is especially low.

The quality of education available, due to the poor qualifications of some teachers, lack of a standardized curriculum, lack of evaluation standards, and inadequate school supplies remains a challenge.

Given their mandates and extensive experience, UN agencies maintain a strong comparative advantage in the area of basic services in Afghanistan. It will focus on further improving access and utilization of basic services for all Afghans in a more equitable manner.

Implementation, partners and coordination

In line with the overall governance structure for the UNDAF, an M&E mechanism will be support the management of progress of this outcome. This will be linked with existing coordination mechanisms.

In the areas of health care, nutrition, WASH, education and prevention and protection services, UN agencies will support a range of interlinked and mutually supportive interventions at three levels: policy reform and implementation; data and knowledge management and community action.

At the policy and institutional level the UNCT will assist the development and implementation of health, nutrition, education drugs, child protection and WASH policies, strategies, and sectoral plans. It will support the strengthening of health systems, including Human Resources for Health (HRH), hospital management and reforms, improving access to essential medicines and health technology, and support establishing quality assurance and improvement mechanisms including drug & food regulation. At the implementation level, it will help expand health facilities to the areas not currently covered by BPHS and or cut off due to climatic or geographical barriers. It will assist the Government and CSOs (includes NGOs, CBOs and other civil society actors), and the private sector, under public-private partnership arrangements, in the implementation of the BPHS & EPHS, with a focus on strengthened capacity to deliver quality health and nutrition services, especially to women and children, psychosocial services to victims of Gender Based Violence, and services for persons with disabilities, including at the community level. The prevention and control of diseases, access to quality drugs, including contraceptives,

and HIV/AIDS prevention, treatment, care and rehabilitation services, will be other areas of support. It will support the Government in completing the Polio Eradication Initiative agenda and strengthening emergency preparedness and response. It will also provide support to increased coverage of quality safe and drinking water and sanitation and increased access to and utilization of quality preventive and curative nutrition services, provided at community level and through health facilities.

In the area of management support it will support the strengthening of health information systems with a focus on HMIS, as well as the information system in the MRRD and the conduct of health surveys. This will help evidence based and equity focused planning and decision making.

It will support community mobilization and awareness to improve demand and promote positive behavioral changes.

UN agencies' efforts and activities in the area of education will be directed towards supporting the Government and non-government organization to increase accessibility to, and demand for inclusive quality formal and non-formal education with a particular focus on girls and vulnerable children.

At the institutional level, the UNDAF will support capacity development, policy-making and monitoring, evaluation and accountability mechanisms. It will also support child-friendly schools, and community based learning centres to provide skills especially for marginalized and vulnerable groups, and increased enrolment for girls and children with disability especially at secondary level, along with qualified, especially female, teachers to support the quality of education. It will also help build capacity for technical and vocational education, to respond to labour market needs, and providing life skills and occupational skills, as well as incorporating drugs and HIV awareness and prevention, and mine and ERW risk awareness in formal and non-formal education programs

The UNDAF will support the Education Management Information System to improve data and analysis for evidence based decision making, including support to the Ministry of Education to institutionalize a system for monitoring children's learning outcomes to improve quality.

It will also support community mobilization for attitudinal change towards literacy and education, especially for girls' education and education for children with disability.

Working in partnership with the Government and civil society, the UN system will address their capacity development, and structures to reinforce preventive and protective systems for child protection and for vulnerable groups, including respect for the rights of the child and of disabled people, reflecting national commitments. It will also support the strengthening of equity focused and rights-based policies, supporting the Government to provide adequate, accessible and acceptable services for child survivors of violence, exploitation and abuse, and harmonize domestic law in the best interests of children. It will also support the Government in establishing an appropriate mechanism for the elimination of child labor.



B.3. Priority Area: Social Equity and Investment in Human Capital

Priority Statement: Creating an enabling environment for the empowerment and inclusion of women, youth and vulnerable and minority populations

Outcome Statement: Social equity of women, youth, minorities and vulnerable populations is increased through the Government's improved and consistent application of principles of inclusion in implementing existing and creating new policies and legislation.

Alignment with the National Priorities

Cluster/NPP	HRD Cluster
1	4: Capacity Development To Accelerate NAPWA Implementation

Overview

While it is understood that gender is mainstreamed and a human-rights based approach must shape the UN's work in any environment, the conclusions and observations of the CCA indicated the need to focus significantly on the inclusion of those sectors of Afghanistan's population most marginalized and vulnerable, namely: women, youth, minorities and vulnerable populations. As Afghanistan progresses towards a more democratic and modern state, it is imperative that all members of society have an equal voice as well as equal access to exercise their rights and receive benefits from the State. The fact that Afghanistan is already signatory to many of the international human rights conventions⁴⁵, and has

⁴⁵ Relevant key international treaties include: International Covenant on Civil and Political Rights (1966); International Covenant on Economic, Social and Cultural Rights (1966); Convention on the Elimination of All Forms of Discrimination Against Women (1979); Beijing Platform for Action; UN SCR 1325 and associated resolutions; Convention on the Rights of the Child (1990) and Optional Protocols - Armed Conflict (2000) and Sale of Children (2000); ILO Conventions including Equal pay, Minimum age and Worst Forms of Child Labour; Convention relating to the Status of Refugees (1951) and its 1967 protocol (2005); SG Report on Conflict Related Sexual Violence; Convention on the Rights of People with Disabilities; Convention on Cluster Munitions; Anti-Personnel Mine Ban Treaty, etc. Key national legislation etc include: Elimination of Violence Against Women Law, Tokyo Mutual Accountability Framework and NPPs; National Action Plan for Women in Afghanistan; National IDP Strategy; National Youth Strategy, National Public Nutrition Policy & Strategy, the Social Protection Sector Strategy, etc..

committed itself to the obligations set out in those conventions, is a strong foundation upon which to build the UN country team's development programming.

Furthermore, through addressing these obligations Afghanistan will also strengthen the Governmental and non-governmental institutions that promote transparency and accountability. Strengthened partnerships between the Government and civil society will benefit all, as part of evidence based planning, through applying gender-responsive human rights based approaches to planning, budgeting, management and reporting against progress indicators within the NPPs, TMAF, NAPWA, and the various reporting obligations of the conventions.

Rationale and expected results

Through this outcome, the UNDAF seeks to empower as well as hold accountable both Government and civil society to ensure the target populations' inclusion in various decision-making processes, as well as enabling their full participation in all spheres of social, economic and cultural life. By approaching the issues through existing obligations and frameworks, it is anticipated that process will be somewhat de-politicized and no longer associated strictly with influences of specific international and/or national actors.

The expected results under this outcome will be improved accountability and transparency, reflected through required reporting as well as evidence of increased participation of the target populations and inclusion of their opinions and needs in social and political decision making processes at all levels. It will increase awareness of the obligations of rights holders and duty bearers alike, as well as motivating vulnerable and disadvantaged populations to build their knowledge and skills to improve all spheres of their life, and to lessen discrimination against them. To achieve the latter, innovative programmes will have to be implemented that foster sustained change in attitudes and behavior among those who hold power and influence within communities, such as community leaders, men and boys, as well as with local service providers and duty-bearers.

Implementation, partners and coordination

The UNCT will support the Government in implementing those national and international obligations and commitments impacting women, youth and minorities and vulnerable populations. This will require strengthened inter-ministerial planning, programming and coordination, in order to institutionalize a gender-responsive human rights based approach that ensures that all Afghans receive equal access to their rights, and are counted in the planning of the nation's development resource allocations.

Government and civil society mechanisms and capacities will be strengthened to monitor and report on the target national and international obligations and commitments. To that end, the UNDAF will seek to institute new mechanisms as needed and support existing ones to ensure the priorities and representation of women, youth, minorities and vulnerable populations are reflected at national and sub national levels. Some of these mechanisms include: the Government/inter-ministerial gender units; Civil Service and Human Rights Commissions; advocacy groups for IDPs, refugees, returnees and persons with disabilities; civil society and human rights groups, and; youth federations. It will also ensure that the rights and priorities of target groups are appropriately reflected in relevant existing policies and laws, as well as in newly formed ones.

Under the concept of human capital investment, the UN system will support the Government investment of resources towards improving the ability of women, youth, minorities and vulnerable populations to effectively claim their rights and entitlements as well as receive equal access to resources to build their ability to participate equally. A strengthened partnership between CSOs, MoWA and line ministries will be essential to promote standard gender indicators, and facilitate monitoring of the Government's national and international gender commitments. Capacity development support will be provided to institutionalize Gender Responsive Budgeting, and human rights based approach in the Government planning, budgeting and implementation, including at the sub-national level. Promotion of access by women, youth, minorities, and vulnerable populations to identification documents is also critical in this regard, as documentation is an essential precondition for claiming rights and entitlements in many cases.

The engagement of women, youth, minorities and vulnerable populations will be improved in promoting their priorities and concerns in decision making, peace-building and conflict resolution processes. The UNCT will support gender equality advocates, youth, academia and community leaders and opinion leaders to develop their capacity to influence peace building processes in national, sub-national level. Key to this

will be stakeholder participation in peace talks, to ensure that the voices of the target populations are heard and taken into account in the decision making processes. National and international stakeholders will be supported to conduct coordinated monitoring and advocacy on the Government obligations to protect the rights and safety of women and girls, particularly in insecure environments, and civil society will be supported to monitor, report on, and advocate for the Government's full implementation of national obligations impacting the lives of women and girls.

The UNCT will promote adherence to and reporting against obligations and Conventions, and support the Government and civil society partners at the central and sub-national level in developing capacities for this.

To achieve the outcome, a wide range of partnerships will be necessary, including new or expanded partnerships with organizations, such as the private sector or the media, especially for behavioral change and communication strategies. In particular, the UNCT will work with all line ministries, and particularly with the Ministries of Women's Affairs, Foreign Affairs, Refugees and Repatriation, Finance, and Economy. Partnerships with civil society and independent institutions such as, academic institutions, and the Afghanistan Independent Civil Service Reform Commission and the Afghanistan Independent Human Rights Commission will be strengthened as well.

B.4. Priority Area: Justice and Rule of Law

Priority Statement: Just and accessible Rule of Law for all

Outcome Statement: Trust in and access to fair, effective, and accountable rule of law services is increased in accordance with applicable international human rights standards and the Government's legal obligations.

Alignment with the National Priorities		
Cluster/NPP	Governance Cluster	Security Cluster
1	<p>2: National Transparency And Accountability Program</p> <p>5: National Program For Law And Justice For All</p> <p>6: National Priority Program for Human Rights and Civic Responsibility</p>	1: Afghan Peace and Reintegration (APRP)

Overview

The 2004 UN Secretary General Report defined the rule of law as a principle of governance in which all persons, entities and state institutions are accountable to laws developed through participatory processes, publicly promulgated, equally enforced, and independently adjudicated and which are consistent with international human rights norms and standards⁴⁶. When studying Afghan policies and research on the rule of law⁴⁷ the Afghan definition is closely aligned but adds - against the international framework of rule of law as a universal application of rights and obligations - a notion of fairness and social justice that is often relative and shaped by local norms.

The 2012 UN General Assembly Resolution on Rule of Law defined actual Rule of Law services more narrowly as including criminal, civil and administrative justice and security, commercial dispute settlement, and legal aid as well as dispute resolution by the informal justice system⁴⁸. While underpinned by broader rule of law principles, the UN in Afghanistan will follow this more narrow definition for its rule of law support under UNDAF outcome area 4 and will place a

strong focus on the accessibility of rule of law services and the restoration of trust in the institutions that deliver these services.

Rationale and expected results

Re-establishment of trust in rule of law institutions and the delivery of justice and security services to the population are identified as priority needs for peacebuilding and development in fragile settings by the 2008 UN Secretary General Report on Peacebuilding, the 2011 World Development Report, the 2012 UN General Assembly Resolution on Rule of Law, and the 2012 New Deal for Engagement in Fragile states, as well as the dialogue on the next iteration of the Millennium Development Goals. They are essential to re-establish confidence and resilience between the Afghan citizens and their Government to achieve full stability. In the same vein, the National Priority Plan on justice and the Ministry of Interior's 10 year vision define the re-establishment of trust in the justice institutions and the police, as well as the delivery of justice and security services to the population, as core national priorities. Accordingly, during transformation the UN will revise its programming to support the outcome of: trust in and access to fair, effective and accountable rule of law services is increased in accordance with applicable human rights standards and the government's legal obligations.

⁴⁶ UN Secretary General Report on Rule of Law, 2004.

⁴⁷ Afghan National Development Strategy ; Afghan Human Development Report 2007; Ali Wardak, Building a Post-War Justice System in Afghanistan, 41 J. Crime L. & Soc. Change 319, 328 (2004); NPP 5, NPP6, Mol 10 year vision.

⁴⁸ General Assembly Resolution A/RES/67 of November 2012 on ROL

The expected results under this outcome are:

- Improved accountability, transparency and integrity of the Rule of Law institutions reflected through an increase in tracked and investigated complaint cases reported to internal and external oversight and complaints mechanisms; a decrease in the number of bribes asked by JRoL personnel in targeted districts; an increase in the number of police, prosecutors and judges that are referred for prosecution or disciplinary measures following misconduct, and strengthened public financial management and internal control systems in the MoI and MoJ. Regarding the latter, the UN is currently supporting MoI and MoF with the disbursement of police salaries. It is hoped that within two years the MoI public financial management and internal control is strengthened to allow the full handover of police payroll will be handed over to the MoI and MoF.
- An increase in accessibility, effectiveness, and accountability of rule of law services in targeted reflected through the number of Afghans, in particular women, children, and vulnerable groups, that receive Government provided legal aid; more efficient case recording, tracking, and following up in police stations (including Family Response Units), Huquq, AGO (including ERAW units), and Courts; and increased availability of trained, literate, and skilled rule of law personnel including in remote areas. Particular emphasis will be placed on community-oriented, child-sensitive and gender-responsive justice and policing services, sexual and gender based violence, illicit trafficking and land rights violations. The UN collectively provides support to elements of what is needed to achieve an increase of quality services. However support is scattered and small scale. Accordingly, the UN needs to work as one in targeted districts and provinces in order to achieve impact.
- JRoL mechanisms for urban and community safety and for rights protection will be improved, in particular for vulnerable groups. Emphasis will be placed on a number of specific UN priority areas such as protection of rights of women, IDPs, returnees, mine-affected populations and prisoners; land rights as well as engagement of traditional and non-State institutions. Results will be demonstrated through an increase in urban and community safety through

community outreach and consultations strengthening the interaction between the JRoL institutions and the population, a decrease of children in detention, an increase in alternatives to pre-trial and prison incarceration, and an increase in land and property registration.

- Legislative and institutional frameworks will be strengthened. A fully-functioning JRoL sector is underpinned by an integrative system of inter-institutional cooperation and governance that is strong precisely because of its linkages between and within JRoL institutions, mechanisms, and networks at the sub-national, national, regional, and international level. The UNCT will support such a system by strengthening national ownership in coordinating and developing the rule of law sector. This includes support to ministerial reform and development, strengthening the legislative frameworks, particularly in regards to transnational organized crime, the criminal procedure and international human rights obligations.

Implementation, partners and coordination

At the global level, the area of RoL including police, justice, corrections and security sector governance has been identified by UN member states and the Secretary-General as an area where the UN will work as one, in a coordinated results based and strategic manner⁴⁹. To achieve this, the UN will move towards joint monitoring and implementation and an integrated workplan that takes linkages with the other UNDAF outcomes into account. Joint planning will need to explore partnerships with the large number of international organisations working in the rule of law field.

The following Government institutions will be supported under this outcome area: the Ministry of Justice (MoJ), the Supreme Court (SC), the Attorney General's Office (AGO), the Ministry of Interior (MoI)/Afghan National Police (ANP)/Central Prison Directorate, the Afghan Independent Human Rights Commission (AIHRC), the Afghanistan Land Authority (ARAZI), the Huquqs, the Afghan International Bar Association (AIBA) and non-state and local mechanisms that deliver rule of law services in partnership with the Government.

The UNCT will play an important role in supporting the Government with rule of law sector coordination. Currently, there is no inter-governmental coordination body for the justice sector as a whole, nor a governance mechanism that includes Government and international partners. Although international donors meet regularly to coordinate their

⁴⁹ General Assembly Resolution A/RES/67 of November 2012 on RoL; UN SG decision 2012 on RoL: police, justice, corrections; UN SG decision on RoL: SSR 2011/1.

efforts, these efforts have not been fully leveraged through a common, agreed upon strategy or work plan, with reference to priorities, geographic focus, and sequencing. With the endorsement of NPP5, and the carrying out of the NPP5 implementation plan, international donors will be better positioned to effectively coordinate. Important aspects of rule of law are incorporated in other national documents such as the MoI 10 year vision, the National Action Plan for Women,

and Priority Plans related to land, labour, and commercial disputes.

In line with the overall UNDAF governance arrangements, necessary mechanisms will be put in place to ensure a coordinated approach in the sector so that they are well coordinated with and do not duplicate existing mechanisms.

B.5. Priority Area: Accountable Governance

Priority Statement: Inclusive and Accountable Governance

Outcome 5: Improved legitimate, transparent and inclusive governance at all levels that enables progressive realization of human right

Alignment with the National Priorities		
Cluster/NPP	ARD Cluster	Governance Cluster
1	4: Strengthening Local Institutions	1: Financial and Economic Reforms (PFM Roadmap)
2		2: National Transparency And Accountability Program
3		3: The Afghanistan Program For Efficient And Effective Government
4		4: National Program For Local Governance

Overview

The 2010 London and Kabul International Conferences on Afghanistan marked a turning point in perceptions on Afghanistan's challenges with the collective recognition by the government and international community that a radically different approach was required to secure the country and deliver on development goals. A Government led action plan was endorsed for improved governance, economic and social development and security within the framework of the Afghanistan National Development Strategy.

At the Tokyo Conference in July 2012 Afghanistan presented a roadmap to move towards achieving economic self-reliance by 2024. The international community committed over US\$ 16 billion through 2015 in support of this roadmap. The TMAF as a whole aims to create an enabling environment for

sustainable democracy, good governance, and economic growth. Government commitments under TMAF have been grouped under the 5 themes of

- i. Representational Democracy and Equitable Elections;
- ii. Governance, Rule of Law and Human Rights;
- iii. Integrity of Public Finance and Commercial Banking;
- iv. Government Revenues, Budget Execution and Sub-National Governance; and
- v. Inclusive and Sustained Growth and Development.

The international community's commitments focus on Aid Effectiveness. The goals under the TMAF areas are directly linked to the Governance Pillar outcome and supported by the five NPPs in the Governance Cluster.

Rationale and expected results

The expected results under this outcome are:

I. Strengthened capacity of government at national and sub-national levels to improve: (a) core Public Administration and Public Sector Management (budget execution, planning, allocation for ANDS sectors) and Aid Effectiveness and management and (b) peace and state building

2. Improved capacity of the government and institutions to implement human rights based development
3. Enhanced capacity of the civil society, media, independent institutions to hold the government accountable
4. Strengthened capacity of relevant institutions to reduce corruption and economic crimes

Public Administration and Aid Effectiveness

The UN in the coming five years (2015-2019) wishes to address state-building on the following areas:

Improving Planning and Budgeting is well linked with the Government's agenda for improving national and sector development plans and frameworks at all levels. The UN will develop institutional capacity of line ministries by working

with MoF to improve planning functions like deconcentrating the largely centralised planning system, linking budget formulation and allocation to national priorities, ensuring they are needs based, bringing decision making closer to local actors that are most impacted by service delivery and care about local priorities are essential.

Improving Civil Service Reform is not only limited to a merit based pay and grading reform, but also strengthening civil service administration management to oversee hiring and promotions, and promote the values of the public service. The UN recognises that the key to building long-term government capacity is to transition this support in a more coordinated and strategic manner to government institutions. The NTA is the government's response to deliver more national technical assistance through a unified pay framework that will encourage public administration reform as a whole and improved regulation and transparency of aid-funded national technical assistance.

Sub national Governance

The UN will focus over 2015-2019 to strengthen subnational governance for more effective and responsive local service delivery. It will achieve this by focusing efforts by working closely with: -Provincial and District Governors' Offices so that they are increasingly able to fulfil their governance functions; -Municipalities are able to plan, budget and manage service delivery; National Institutions are able to support Subnational Governance. Importantly the UN's efforts will be aligned with

Peacebuilding and Statebuilding

Elections

In the period (2015-2019) the UN in Afghanistan will focus on supporting efforts on building a representational Democracy underpinned by equitable elections. It will help conduct credible, inclusive and transparent Parliamentary elections in 2015 according to the Afghan Constitution and maintain progress and efforts for the fourth electoral cycle to ensure that eligible Afghan citizens, men and women, have the opportunity to participate freely without internal or external interference in accordance with the law.

Human Rights

The UN will work to improve access to basic Human Rights by ensuring that the Constitution and other fundamental laws are enforced expeditiously, fairly and transparently; ensure that all Afghans especially women can fully enjoy their

Anti Corruption

UN in 2015-2019 will strengthen efforts on anti-corruption by operationalizing the anti-corruption strategy in six high service delivery ministries; further improving the citizen's access to vital information on revenues related to extractive

Civil Society and Media to hold Government Accountable

The UN is committed to ensure involvement in social accountability initiatives as an approach towards building accountability that relies on civic engagement, i.e., in which it

Aid Effectiveness: Improving on-budget assistance and aligning with NPPs is part of both the aid effectiveness and PFM agenda of the development partners and the government. On the part of the international community, a clear roadmap for implementing the aid effectiveness commitments was developed such as meeting the 50% on-budget target and 80% alignment with the NPPs to accelerate the achievement of Afghanistan's vision to move towards increasing self-reliance by 2025. The UN will work towards meeting this target through better management of donor funds and the gradual phasing out of parallel structures.

the Provincial Budgeting Policy that is expected to ensure a transparent, predictable and equitable provincial budgeting process that allows for bottom-up participation and consultation during planning and budgeting by elected bodies, and that facilitates the efficient and effective delivery of both national and sub-national planning and service delivery priorities.

New Deal Implementation for Fragile States

Afghanistan endorsed the New Deal for engagement in Fragile States in 2011. The UN will support the New Deal FOCUS and TRUST principles and undertake a study to better understand the challenges that impeded the effective realization of the PSG goals. The New Deal PSGs will act as an important foundation to enable progress towards the National Priority Programmes and to guide the Government's work in fragile and conflict-affected states.

economic, social, civil, political and cultural rights. Recognizing the importance and criticality of human rights

industries; building government capacity to mitigate sector specific corruption risks and establishing the Government's Major Economic Crimes Task Force and its functioning.

is ordinary citizens, civil society organizations and the media that participate directly or indirectly in exacting accountability. The UN will promote stronger participation of

civil society's engagement in critical development and crisis

Implementation, partners and coordination

A mechanism for monitoring this outcome will be established in accordance with the UNDAF monitoring arrangements. The UNCT has a collective ability to strengthen the capacities of national, provincial and local bodies in meeting citizens' needs

related issues and help develop accountability mechanisms.

and rights in an efficient, transparent, inclusive and sustainable way. UN agencies will work with key Line Ministries and sub national institutions, CSO and media and national institutions.