One UN for Afghanistan

1 January 2018 – 31 December 2021

Between
the Government of the Islamic Republic of Afghanistan
and
the United Nations in Afghanistan

27 March 2018

We, the United Nations, pledge our continued support to the people of Afghanistan and their government to achieve the Afghanistan National Peace and Development Framework and the Sustainable Development Goals.

United Nations

the Government of the Islamic Republic of Afghanistan

One UN for Afghanistan

The Islamic Republic of Afghanistan

and

Food and Agriculture Organization of the United Nations (FAO)
International Labour Organization (ILO)
International Organization for Migration (IOM)
United Nations Assistance Mission in Afghanistan (UNAMA)
United Nations Conference on Trade and Development (UNCTAD)
United Nations Development Programme (UNDP)
United Nations Environment Programme (UNEP)
United Nations Educational, Scientifc and Cultural Organization (UNESCO)
United Nations High Commissioner for Refugees (UNHCR)
United Nations Population Fund (UNFPA)
United Nations Human Settlements Programme (UN-HABITAT)
United Nations Children's Fund (UNICEF)
United Nations Industrial Development Organization (UNIDO)
United Nations Officer of the High Commisioner for Human Rights (UNOHCHR)
United Nations Office for Project Services (UNOPS)
United Nations Office on Drugs and Crime (UNODC)
United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA)
United Nations Entity for Gender Equality and the Empowerment of Women
(UN Women)
United Nations Mine Action Service (UNMAS)
World Food Programme (WFP)
World Health Organization (WHO)

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Acronyms

ACCI	Afghanistan Chamber of Commerce and Industries
ACCRA	Afghanistan Central Civil Registration Office
ACJC	Anti Corruption Judicial Centre
AFSeN	Afghanistan Food Security and Nutrition Agenda
AHF	Afghanistan Humanitarian Fund
AiHRC	Afghanistan Independent Human Rights Commission
ANDMA	Afghanistan National Disaster Management Authority
ANPDF	Afghanistan Peace and Development Framework
ANSA	Afghanistan National Standards Authority
ARAZI	Afghanistan Independent Land Authority
ARCS	Afghanistan Resilience Consortium
BMGF	Bill and Melinda Gates Foundation
CBF	Common Budgetary Framework
CCM	Country Coordination Mechanisms
CDC	Community Development Committee
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEO	Chief Executive's Office
CSO	Central Statistics Office
DABS	Da Afghanistan Breshna Sherkat
DIFD	Department for International Development
DiREC	Displacement and Return Executive Committee
DMAC	Directorate of Mine Action Coordination
DsWG	Durable Solutions Working Group
ECOSOC	United Nations Economic and Social Council
EOCs	National and Regional Emergency Operations Centre
EVAW	Elimination of Violence Against Women
EU	European Union
FINCA	Foundation for International Community Assistance

GAVI	Global Alliance for Vaccination and Immunization
GFATM	Global Fund to fight AIDS, Tuberculosis and Malaria
GoIRA	Government of the Islamic Republic of Afghanistan
HRP	Humanitarian Response Plan
IATI	International Aid Transparency Initiative
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
IDLG	Independent Directorate of Local Governance
IDPs	Internally Displaced Persons
IIA	Institute of International Auditors
IPSAS	International Public Sector Accounting Systems
KFW	Kreditanstalt fuer Wiederaufbau
LOTFA	Law and Order Trust Fund for Afghanistan
LTA	Long Term Agreements
MAIL	Ministry of Agriculture, Irrigation and Livestock
MAPA	Mine Action Programme for Afghanistan
MoE	Ministry of Education
MoEc	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, Martyrs and Disabled
MoMP	Ministry of Mines and Petroleum
MoPH	Ministry of Public Health
MoRR	Ministry of Refugees and Repatriation
MoW	Ministry of Public Works

MoWA	Ministry of Women Affairs
MoWE	Ministry of Energy and Water
MPTF	Multi-Partner Trust Fund
MRRD	Ministry of Rural Rehabilitation and Development
MUDH	Ministry of Urban Development and Housing
NEAP	National Emergency Action Plan for Polio
NESP	National Education Strategic Plan
NPP	National Priority Programme
NTA	National Technical Assistance
NUAWE	National Union of Afghan Workers and Employees
PDC	listed under civil society stakeholders table
RMNCAH	Reproductive, Maternal, Neonatal, Child and Adolescent Health
SDG	Sustainable Development Goal
SEHAT	System Enhancing for Health Actions in Transition
SME	Small and Medium Enterprises
SNGCF	Sub National Governance Coordination Forum
SSAR	Regional Solutions Strategy for Afghan Refugees
SUN	Scaling Up Nutrition
UNCAC	United Nations Convention Against Corruption
UNDAF	United Nations Development Assistance Framework
UNOCA	United Nations Office Complex in Afghanistan
WB	World Bank

1. Introduction

In 2016, the Islamic Republic of Afghanistan (GoIRA) launched the Afghanistan National Peace and Development Framework (ANPDF) to carry the country forward from 2017 to 2021. The United Nations Mission in Afghanistan (UNAMA) and the United Nations Agencies, Funds and Programmes (hereafter 'UN agencies') recognize the ANPDF, and the development planning system that underpins it, as the single coordinating structure for development assistance. This comprehensive framework serves to focus all development assistance to Afghanistan around the priorities of the GoIRA, ensuring that Afghanistan's development is Afghan owned and led. The ANPDF addresses Afghanistan's legacy by identifying the development challenges of the population, and describing GoIRA's roadmap for ensuring peace and security, and ending poverty and achieving self-reliance. While the ANPDF recognizes that realizing these goals will take longer than a single generation, it serves to "begin the long journey to prosperity."

The ANPDF notes the establishment of Development Councils, each of which are the custodians of one or more of the ANPDF's ten National Priority Programmes (NPPs) and decide on policy and programmes, and the UN's future work is to be demand driven, i.e. requested and considered by councils and endorsed by them before it may begin.

The UN recognizes that there are significant challenges in all spheres, from the political to the economic, human resourcing capacity to institutional structures. To date, the UN has organized its work under the auspices of the UN Development Assistance Framework (UNDAF), with a number of pillars aiming to contribute to a comprehensive set of outcomes. The approach was standard in that it centred on what UN agencies are expected to do or aspire to achieve in such a context.

When speaking about the situation in Afghanistan, the United Nations Secretary-General has recently noted that the UN's development assistance, "needs to be aligned closely with the Afghanistan National Peace and Development Framework while reflecting the global objectives of the United Nations, in particular the 2030 Agenda for Sustainable Development." The Secretary-General encourages the UN in Afghanistan to embody a new way of working that will enable it to be a partner that provides support in a way that is more strategic, collective, transformative, and efficient.

In light of the ANPDF, inspired by President Ghani's expectation that the UN deliver jointly as one under the Government's leadership, and given the Secretary-General's call for reform, the UN in Afghanistan has undertaken a comprehensive review of its work. This analysis has shown that in 2016 and 2017 more than 90% of the money spent by UN agencies focused on five thematic areas: education; food security, nutrition and livelihoods; health; return and reintegration; and rule of law. An additional 1% of resources was dedicated to a sixth thematic areas, i.e. the UN's normative work, including human rights advocacy and protection, and promoting international regulations and guidelines.

For 2018 onward, together with government counterparts, UN agencies have identified how all of their work in the six thematic areas contributes to outcomes that the NPPs aim to achieve. Four of the six are largely focused on poverty reduction, social inclusion, economic growth and job creation particularly in the

context of rapid population growth[1], with the central pole being the Citizens' Charter and the Agriculture Development Programme. The area of rule of law supports different parts of the ANPDF, including governance, social capital and nation building. The UN's normative agenda supports the Government to achieve its commitments, particularly in the area of workers' rights, child rights, and governance and meeting its obligations to international instruments, regulations, guidelines, and protocols. There has been progress on gender but there is still a major challenge in ensuring better opportunities for women. Gender is therefore a cross-cutting consideration in all the 6 thematic areas of the UN's focus.[2] There is a strong degree of clustering around common objectives and outcomes. The UN is open to periodic reviews to maintain responsiveness to emerging development demands.

One UN *for* Afghanistan is based on past performance, available resources and those foreseen to be available in the future. In other words, the focus is on what UN agencies can actually deliver. Further, UN agencies do not see their role as supporting all of the ANPDF, but rather to centre work where the UN has experience and resources. Given that the UN agencies' work is clustered in six thematic areas, this paper shows how these six thematic areas contribute to various NPPs within the ANPDF. The UN's work is to be conducted under the guidance of and in close coordination with the relevant Development Councils. The UN looks forward to ever-closer working relations with the newly created Development Councils in this regard as they become established and as they develop the benchmarks for the National Priority Plans.

For each of the six areas, the UN has two agency co-leads[3] who act as the main counterparts for the relevant Development Councils. One UN *for* Afghanistan outlines how UN agencies will work as one and make more meaningful contributions to key areas, including capacity development. This paper serves as a basis for continuous dialogue to enable the UN to detail more clearly the UN's contribution to key development challenges facing the people of Afghanistan and, at the same time, to demonstrate how the UN works better as one team. This paper also outlines the need for a mutual accountability framework between the Government and the UN and continues to encourage the support, engagement and lead of the Development Councils in this regard. The 'delivering as one' approach will ensure effective coordination by reducing duplication, cutting costs and promoting accountability.

In preparing One UN *for* Afghanistan hard choices had to be made. In a setting such as Afghanistan, it is tempting to try to help address all or most of the challenges facing a country. Indeed, many donors or officials in government approach UN agencies with a wide range of offers or requests. But based on the thorough review of the UNDAF, the UN has noted where it would like to focus, i.e. norms; education; food security, nutrition and livelihoods; health; return and reintegration; and the rule of law. One UN *for* Afghanistan details the actions to be taken by the UN to help Afghanistan achieve certain outcomes outlined in the ANPDF and its associated NPPs.

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[1] The ANPDF notes that "Afghanistan's population challenge is partiucalry severe. The total fertility rate is 4.8 children per woman. High fertility and declining mortality translate into high populations growth rates, which is an estimated 2.8 percent annually. Afghansitan has the third largest youth bulge in the world, with 37 percent of the adult population between 15 and 24 years old. As a result, 400,000 young people enter Afghanistan's labor force every year."

[2] As noted in the ANPDF, "seventeen percent of women are literate, compared to nearly half of men, and just 15 percent of working age women are in paid employment. More than 87 percent of women experience some form of violence..."

[3] Thematic Area Co-leads- Normative: OHCHR and UN Women; Education: UNESCO and UNICEF; Food Security, Nutrition and Livelihoods: FAO and WFP; Health: UNFPA and WHO; Return and Reintegration: IOM and UNHCR; and, Rule of Law: UNDP and UNODC.

Over the past decade the UN has been able to make tangible contributions to development in Afghanistan, some examples of which are provided in Annex C. These, as well as the lessons from experiences that have not gone so well, have informed the choices and design of this UN contribution to the ANPDF. Moreover, the UN and Afghanistan's development partners now have a much clearer framework, in the form of the ANPDF, and a well elaborated development policy planning and coordination mechanisms in form of the NPPs and the Development Councils. This will help ensure that lessons from the past are better leveraged in support of the GoIRA's development priorities.

The UN system in Afghanistan is increasingly paying attention to the issue of an exit strategy. Since March 2017 the UN has consciously adjusted to focus more on building self-reliance and on enabling Afghanistan's youth, both those who have been forced to grow up abroad and those who have remained in Afghanistan, to take part in the transformation of their country. As an example of institutional capacity building, following President Ghani's alignment of the National Technical Assistance (NTA) and the Capacity Building for Results (CBR) pay scales, the UN has consciously and assiduously sought to reduce the number of advisors under the NTA. In the same vein, the UN is ever-more focused on hiring Afghans and empowering them to lead its work. UN agencies attribute an average of 14.5 per cent to personnel costs. For each international staff member hired, 12 Afghan nationals are employed by the UN providing a ratio that reflects the importance of and recognition for national knowledge and expertise for sustainable development. Following discussions with different stakeholders in August and September 2017, there is a more deliberate effort to articulate our exit strategy which is closely aligned to the ANPDF results framework, the NPPs and the Sustainable Development Goals. This provides a series of outcomes that align national and international goals and that provide the basis for an exit for the agencies involved. At the same time, the UN is committed to helping Afghanistan create the conditions for donors to increase their on-budget funding.

The proposed way of working heeds Afghanistan's policy planning and monitoring framework that the government is setting in place under the leadership of the Ministry of Finance, where the aid coordination team and development assistance database sit. Clearer communication by the UN about what it does, at what cost, to help Afghanistan meet key outcomes is central to this new, singular effort by UN agencies based in Kabul. The UN thereby aims to better support the Afghan owned and led development path. It also allows UN agencies to conduct a more rigorous and regular dialogue with Afghanistan's leadership, and in this way be held accountable for its work and that value it adds to enabling Afghans to meet their goal for peace, stability and prosperity.

The UN's Comparative Advantage

The UN commits to working jointly within the six thematic areas outlined in this paper and to leveraging our comparative advantage to increase the effectiveness our development support to Afghanistan. Our comparative advantage includes:

- The UN is an impartial arbiter and this means that the UN entities are not driven by political, economic or commercial interests. When compared to other actors the UN is better able to drive

support in this area and to assist the Government to achieve the milestones articulated in the ANPDF.

- The UN's global links with partner institutes and governments on a wide range of topics offer opportunities for learning and sharing experiences from other countries. This includes enabling countries in the global South to learn from each other's development successes and to strengthen international integration. Afghanistan can share its own journey with other countries. An example here is in 2017, the UN and the Ministry of Agriculture, Irrigation and Livestock (MAIL) conducted 4 international and 2 national visits that a new window of opportunity and links between Afghan and Indian entrepreneurs. As a result, the Afghan Small and Medium Enterprises (SMEs) focusing specifically on saffron production and handicraft products started direct business with Indian and Tajik SMEs. This helped the Afghan SMEs lobby their products at regional markets and make noticeable profits.

- Objective and tested policy options drawing on the UN's collective global knowledge and experience. The UN continues to leverage knowledge of individuals who have worked on development in multiple locations including in spaces that are in conflict or post-conflict. For example the comparative advantage of the UN in the health sector is linked to standards, norms and specialist expertise and technical advice on global health.

- The UN promotes engagements that enable access and deep field presence particularly in areas of conflict.

- The UN's global agenda is the realization of Sustainable Development Goals (SDGs) and the different agencies are mandated to support governments to realize development for all.

- The UN has a robust and tested normative voice on human rights, equity and citizen centred reforms.

The UN will therefore continue to build on its comparative advantage in providing integrated solutions to complex multidimensional development challenges, drawing on global connections and expertise and as a convener and broker of partnerships (particularly with civil society and the private sector to more effectively participate in national decision making processes).

2. One UN: 2018 – 2021

The concept of One UN includes the following components: one leader, i.e. the UN's resident coordinator; one programme and one budget (one budget is also referred to as a "common budgetary framework,") which are detailed in section III; one fund, details of which are in annex D of this paper; one voice, which is outlined in section VIII; and one office.

The aspiration to have one UN office in Kabul (and in each of the provinces where the UN is present) is well understood, yet complicated by the cost of establishing such a compound and security considerations. The UN is currently present on only three main venues in the capital, with the majority of the agencies living and working on one compound. Perhaps a more useful barometer to gauge the extent to which the UN in Afghanistan is addressing this issue is looking at coherent business processes within the ambit of a common business operating strategy. This is detailed in section IX, operating as one, which outlines how the UN is integrating administration of its various entities to save money. If the government

were able to allocate land and buildings such as has been the case in other countries the UN remains open to operate from one office.

This paper now looks at each of the six focus areas of the one programme. It seeks to show with more precision how UN agencies are working as one to deliver in a progressively more coherent way, under the leadership of the Government. While each agency might have chosen its own outcome within each focus area, we have very deliberately come together and agreed to help the GoIRA as one to attain a handful of outcomes of the Government's choosing. Up to five outcomes, agreed on between the government and the UN, are cited in each of the six thematic areas. The UN has suggested benchmarks to measure progress towards each outcome; in the spirit of a mutual accountability framework, the UN looks forward to engaging with Development Councils to align UN benchmarks with those of each NPP as they take hold. Afghan owned and Afghan led means that the Councils should lead the way on benchmarks. Joint UN programming is a key element wherever support can best be provided this way. Undergirding these efforts is the UN's support for infrastructure, especially small and medium scale, whose link with development is important as in many other development contexts. The paper then presents a budget (or common budgetary framework), outlines coordination, discusses monitoring and evaluation, puts forward the UN's exit strategy, highlights the way in which the UN speaks with one voice, and closes by charting the path forward.

The UN recognizes that there is a need to do more to report on the financial aspects of its work. UN agencies will intensify their engagement with the Development Assistance Database, led by the Ministry of Finance, to report on expenditures. This will also enable the Government of Afghanistan to assess the UN's contribution to the national budget despite our expenditure being off budget. At the same time, by 30 June 2018, the UN plans to have in place a web site where any interested party can search and find key information about its programme, including the common budgetary framework. The site will enhance transparency, and also include analyses of efficiency and effectiveness and enable viewers to compare our value with that of other parties, such as the private sector. Further a Government – UN steering committee could be structured and mandated to review results, measure progress and where necessary offer suggestions on how programmes could be strengthened.

Finally, the President's drive for the UN to work in a more coherent manner and at the same time align its work to the vision and framework put forth by the government, which at the same time is in line with Secretary General Gutteres' call on the UN to embody a "New Way of Working", is possible given that the Government has enunciated its outcomes clearly in the ANPDF and the NPPs. For the UN therefore, whether its agencies are working in the distinct yet complementary realms of humanitarian action or development cooperation, the focus on the attainment of outcomes is the order of the day.

3. One Programme
a) Normative

i. The challenge
The ANPDF's growth-focused development strategy is grounded in well-established norms, such as the principles of inclusivity and equality. It highlights the Government's commitment to ensuring fair and equitable geographic, gender, ethnic, and social balance in national policies and programmes.

Through the ANPDF, the Government continues its progress on: eliminating poverty; supporting human capital; establishing the rule of law; and, ending corruption, criminality and violence – core areas that enable the full enjoyment of the constitutionally protected rights of every Afghan. In its work to achieve self-reliance and increase the welfare of every Afghan, the ANPDF articulates a commitment to equality, inclusivity, non-discrimination and social justice, fundamental rights that are well established in international norms, treaties and standards.

The UN in Afghanistan supports the implementation of the ANPDF by working with the Government of Afghanistan to develop and ensure full implementation of legislation, policies and programmes which observe international norms and standards, including multilateral agreements. At the request of government, the UN in Afghanistan will continue its normative support, with particular focus on education; food security, nutrition and livelihoods; health; return and reintegration; rule of law; and human rights advocacy and protection. While UN normative support to the Government is not resource intensive, its impact on the country's standing in the international community is extremely important, as it brings Afghanistan's policy and legal frameworks into the membership of states that adhere to globally accepted human rights, including in the environmental, labour, development and international security domains. The UN pays attention, also, to gender equality and people living with disability.

Norm and standard-setting and dissemination of public policy lessons and best practice are core responsibilities of the UN. There are universal norms that are mandatory for the Members States who ratified them as well as the UN itself, as well as sector-specific mandates for respective UN agency to act as custodians of specific norms. There are almost no alternatives or substitutes in other inter-governmental organizations (although some also developed human rights instruments) or in for profit providers (management consultancies and others) to the services provided by the UN in the field of normative work. All UN agencies contribute to one or more global norms and standards and, thus, engage in normative work.

As per Article 7 of the Constitution of Afghanistan, "The state shall observe the United Nations Charter, inter-state agreements, as well as international treaties to which Afghanistan has joined, and the Universal Declaration of Human Rights. The state shall prevent all kinds of terrorist activities, cultivation and smuggling of narcotics, and production and use of intoxicants". This article highlights the link between the global normative mandates of the UN and the commitments of the Government.

ii.   ANPDF approach to meeting the challenge
The overarching goal of the ANPDF is to *reduce poverty and improve the welfare of the people* (*page 2).* The ANPDF's plan to achieve self-reliance highlights the long-term goals of sustainable development: ending poverty through credible national budget processes; abolishing corruption; improved governance; organizational reforms and ensuring peace and stability. These priorities are aligned with Afghanistan's commitments to implement multiple international norms and standards as set forth in conventions, treaties, declarations and other normative instruments.

iii.   United Nations alignment with the ANPDF
The UN will support the Government in achieving the following three outcomes

1. The internationally recognized human rights[4] of women and men, and girls and boys are respected, protected and fulfilled through compliance with international obligations, harmonization of national legislation and regular public reporting;
2. The Government of Afghanistan shapes national policies and programmes observing international norms and standards, including multilateral agreements and the Sustainable Development Agenda; and
3. Robust data, information and statistics management, in line with international standards, informs evidence-based decision-making across all sectors.

In particular, the UN's support will focus on specific aspects of the ANPDF:

- Section 2.4 and 2.5 Economic Outlook and Socio-Economic Outlook as it relates to the right to development, women's economic empowerment, and the ratification of the remaining ILO fundamental conventions and the Covenant on Civil and Political Rights (ICCPR) optional protocols; the work related to access to justice, commitments to human rights through such instruments as the EVAW Law and adherence to the CEDAW convention; and efforts to deliver services including measures to combat corruption;
- Section 2.6 Women and Socio-Economic Development as they relate to the Covenant on Economic, Social and Cultural Rights (ICESCR) as well as other conventions, including CRC and CEDAW;
- Section 5 Development Strategy as it relates to countering narcotics as part of the Convention against Transnational Organized Crime and its Protocols; Univeral Health Coverage, norms, standards and protocols with regards to health intervention; the right of all children and adolescents to receive information, education, and services regarding their sexual and reproductive health; and conventions on accountability of the justice system;
- Section 5.4 Social Capital and Nation Building as they relate to the justice system, application of rule of law, delivery of locally valued services, and valuing the country's cultural heritage for building 'national identity and sense of citizenship', all of which align with both the Covenant on Civil and Political Rights and the Covenant on Economic, Social and Cultural Rights;
- Section 5.5: Economic Growth and Job Creation, where the focus in on increasing labour productivity and human capital, which are aligned to ILO Conventions as well as other instruments, while addressing climate change;
- Section 5.6: Poverty Reduction and Social Inclusion as they relate to the ICESCR as well as other conventions, including CRC and CEDAW; and
- Section 6: Development Partnerships, noting that the ANPDF establishes a platform for cooperation with development partners and the international community to nationalize the SDGs and to strengthen accountability. Afghanistan's National Priority Programmes and Inter-Ministerial Councils are mandated to set normative mechanisms and monitor implementation of the SDGs, and to strengthen evidence-generation across all areas of activity.

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[4] Universal Declaration of Human Rights and the following Human Rights Treaties: International Covenant on Civil and Political Rights, International Covenant on Economic, Social and Cultural Rights, Convention against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment, Convention on the Elimination of All Forms of Discrimination against Women, International Convention on the Elimination of All Forms of Racial Discrimination, Convention on the Rights of the Child and its two Optional Protocols, Convention on the Rights of Persons with Disabilities. Human rights also encompass a range of norms that include the rights of workers as enshrined in the ILO Conventions; International Humanitarian Law based on Afghanistan's ratification of the 4 Geneva Conventions and 2 of the 3 Additional protocols; Convention relating to the status of refugee and its 1967 Protocol; the Rome Statute of the International Criminal Court.

iv. Common Budgetary Framework

The UN agency resources allocated for programming in this thematic area are as follows, for 2018[5]:

Thematic Area	UN Agency	Expected Resource Allocations (USD) (2018)		
		Total	**Core/ regular/ assessed**	**Non-core/ other**
Normative	OHCHR/ UN Women	**13,049,511**	**4,490,000**	**8,559,511**
Outcome 1: The internationally recognized human rights of women and men, girls and boys in Afghanistan are respected, protected and fulfilled through compliance with international obligations, harmonization of national legislation and regular public reporting.	ILO, IOM, OHCHR, UNDP, UNEP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, UNMAS, UN Habitat, UN Women, WHO	5,483,479	390,000	5,093,479
Outcome 2: The Government of Afghanistan shapes national policies and programmes observing international norms and standards, including multilateral agreements and the Sustainable Development Agenda.		2,357,615	895,000	1,462,615
Outcome 3: Robust data/information and statistics management, in line with international standards, informs evidence-based decision-making across all sectors.		5,208,417	3,205,000	2,003,417

v. Relationship between stakeholders

All government institutions, as duty-bearers, are key partners for UN support to strengthen the Government's adherence to its obligations and commitments under international conventions and other instruments of a binding or indicative nature. National civil society and international public, private and NGO sector stakeholders advance advocacy and accountability of the Government and the United Nations to meet global commitments. The key stakeholders for normative work, by category and role, are listed in Table 1 below.

Table 1 – Key Stakeholders in the normative thematic area

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[5] Planned for 2018: ILO $550,000; OHCHR $250,000; UNDP $1mln; UNESCO $ 3,740,000; UNFPA $1,082,000; UNICEF $2.5mln; UNIDO $286,000; UNMAS $2,275,668; UN Women $1,365,843; UNEP under FSNL; IOM budgeted under Return & Reintegration; WHO budgeted under Health..

Stakeholder Category	Stakeholders	Role
National Governme	CSO, MoPH and MAIL, MOJ, MOI, MOD MRRD, MoLSAMD, MoE, MoF, MoF, MoWA, Nationa Medical Council, MoRR, Council of Minister's Sub-Committee on Migration Affairs, DiREC, AIHRC, NEP, ANSA, MUDA, MoIC, MoMPP, Arazi, IDLG, MUDH	Decision-makers/funding
Local Government	Officials at province/district levels	Decision-makers/ implementing supporter and workers at different departments
United Nations	WFP, UNICEF, FAO, UNFPA, IFAD, UNDP, WHO, UN Women, UN Habitat, UNAMA, UNESCO, UNODC, UNMAS, UNHCR, UNEP, UNIDO, ILO	Partnership/ policy/advocacy/ funding/complementing Implementers
International Organizations	World Bank	Partnership/ policy/advocacy/ funding/complementing Implementers
Private Sector	ACCI, Trade Unions	Labour law reform/policy/implementation
NGOs	Local and international NGOs	Partnership
Academia	Academics	Consultants
Civil Society	Community leaders, CDCs, PDCs, health volunteers, men, women, religious leaders, Human Rights Defenders	Participation, Monitoring, Advocacy, implementing partners
Targeted Communities	Citizens of Afghanistan or targeted populations for specific policies	Decision-makers/participants
Service Provider Consortia	N/A	N/A
Retailers	N/A	N/A

UN agencies work closely with UNAMA to ensure that programming in support of government does the most to enable the Government to adhere to international conventions and to adopt international norms and standards. At the same time, UNAMA holds itself neutral when it comes to reporting on the Government's and other actors' adherence to international conventions such as those relating to human rights.

vi.   Action Plan

As all UN agencies contribute to the normative sector as part of their regular programmes, specific actions are included under the key thematic areas.

b) Education

i. The challenge

More than three decades of conflict have devastated Afghanistan's education system and completing primary school remains a distant dream for many children, especially in rural areas and for girls in the poorest and hardest to reach parts of the country. While the number of primary school students has jumped from just over one million in 2002, to over 9.6 million to date, an estimated 3.5 million children remain out-of-school.[6] Further, the majority of returnee children who attended secondary school in Iran and Pakistan before returning to Afghanistan in 2016 and 2017 remain out of school due to various barriers, including among others, socio-economic vulnerability and poverty, lack of absorption capacity, documentation, curriculum and language. Children out of school may be exposed to protection risks and harmful practices such as early marriage, trafficking and child labour among others.

Deeply rooted cultural norms, socio-cultural factors, traditional beliefs, distance to schools, and lack of female teachers undermine girls' education. Girls continue to get married early (17 percent before the age of 15 years). Drop-out rates are high and 22 percent of children who are on the enrolment book are permanently absent in primary grades.[7] Insecurity in recent years has exacerbated these challenges with some parents worried about the safety of their children in school. There has been a recent warning that girls' enrolment may actually be declining.[8] Structural challenges hamper more access to education and improvements to the quality of education delivered and to students' learning outcomes. Inefficient resource management remains an area where greater support is needed; a recent assessment of the Ministry of Education's vulnerability to corruption identifies multiple areas where greater accountability and transparency are needed, for example in recruitment and procurement[9].

ii. ANPDF approach to meeting the challenge

Within the framework of the ANPDF, the following National Priority Programmes contribute to the goals of the Education Sector:

- NPP 2: The Citizens' Charter and within it the basic package for education; and
- NPP 10: Human Capital Development, i.e. national programmes for education, vocational education, women's economic empowerment and social safety nets.

The NPPs guide the individual strategies and plans developed by the line ministries responsible for education. The Ministry of Education (MoE)'s National Education Strategic Plan 2017-2021 (NESP III) has been developed under NPP 10, and is the major document guiding UN and other partners' education programming. The NESP III contains the following three outcomes:

1. *Quality and Relevance of Education:* All learners are prepared to contribute to the welfare of society and equipped for viable employment in the labor market through increased knowledge, skills, attitudes and values needed to be productive, healthy and responsible citizens;

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[6] As per NESP-III and Education Sector Analysis (ESA) 2016, the MoE estimates there are over 3.5 million children out of school children.
[7] All statistics taken from EMIS 2016, NESP III and UNICEF Education Fact Sheet 2017.
[8] Taken from the Human Rights Watch report, "I Won't Be a Doctor, and One Day You'll Be Sick" Girls' Access to Education in Afghanistan (2017).
[9] Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC) (2017)

2. *Equitable Access to Education:* Increased equitable and inclusive access to relevant, safe, and quality learning opportunities for children, youth, and adults in Afghanistan, especially women and girls, including access to education for returnees, and inclusion of refugees and asylum seekers in the Afghan education system and curriculum; and

3. *Efficient and Transparent Management:* Quality education services at national and sub-national levels are delivered transparently, cost-effective and efficiently.

In addition, the following objective is also guiding the UN agencies' work in the sector. It derives directly from NPP 10 and contributes indirectly to each of the three outcomes of the NESP III as outlined above:

4. Adolescents, youth and women are empowered and equipped with increased skilled-based, occupational literacy and life skills knowledge.

iii.   United Nations alignment with the ANPDF

The three main outcomes under the education thematic area are expected to contribute to the common goal of the NESP III, to *prepare skilled and competent citizens through the education system to sustain Afghanistan's socio-economic development and social cohesion.* With the NESP III being the key strategic document for the education sector, UN agencies support the MoE to prepare and implement activities to meet each of its three pillars:

1. Improved quality and relevance of education;
2. Expanded and more equitable access to education; and
3. The strengthening of the efficiency and transparency of education management. In doing so, the UN agencies support the fulfilment of the two NPPs (Citizen Charter and Human Capital Development) with a focus on national education.

These outcomes also directly support the Government to meet Afghanistan's international commitment to planning, implementing, and monitoring progress towards meeting the Sustainable Development Goals by 2030. The MoE is designated as the lead government entity in Afghanistan for the achievement of **SDG4**, the education-specific SDG calling on signatory nations *to ensure inclusive and quality education for all and promote lifelong learning by 2030.* The Government's education activities also contribute to the attainment of SDG5: *Achieve gender equality and empower all women and girls*; and, SDG8: *Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.*

iv.   Capacity Development

The focus of the United Nations' capacity development, to be collated and codified by the MoE in a plan for cabinet approval, is to strengthen government systems to improve the delivery of essential services. There is a continued need for capacity development and systems strengthening at the national and sub-national levels within the education sector. At the government's request, UN agencies specialized in education can provide technical assistance. UN in-country staff, backstopped by the UN's regional and global offices, temporary international and national assistance (the latter fully harmonized to the Government's NTA guidelines), are the basis for the capacity support delivered to the Government's

education ministries. This support is fully focused on specific initiatives aligned with priorities outlined in the ANPDF and NESP III.

v. Common Budgetary Framework

The UN agency resources allocated for programming in this thematic area are as follows for 2018[10]:

Thematic Area	UN Agency	Expected Resource Allocations (USD) (2018)		
		Total	Core/ regular/ assessed	Non-core/ other
Education	UNICEF / UNESCO	**43,832,906**	**4,327,144**	**39,505,762**
Outcome 1: Quality and Relevance: All learners are prepared to contribute to the welfare of society and equipped for viable employment in the labor market through increased knowledge, skills, attitudes and values needed to be productive, healthy and responsible citizens. (NESP, Pillar 1)	ILO, UNESCO, UNFPA, UNICEF, UNIDO, UNODC, UNOPS, WHO, (IOM & UNHCR under Return & Reintegration and WFP under Food Security, Nutrition and Livelihoods	2,596,028	750,000	1,846,028
Outcome 2: Equitable Access: Increased equitable and inclusive access to relevant, safe, and quality learning opportunities for children, youth, and adults in Afghanistan, especially women and girls, returnees, refugees and asylum seekers. (NESP, Pillar 2)		35,978,846	2,753,472	33,225,374
Outcome 3: Efficient and Transparent Management: Quality education services at national and sub-national levels are delivered transparently, cost-effective and efficiently. (NESP, Pillar 3)		5,258,032	823,672	4,434,360

vi. Relationship between stakeholders

UN agencies active in the sector offer recognized expertise and a normative mandate to support Member States' work to strengthen their education systems. UN agencies are well placed in Afghanistan, present at national and sub-national levels covering nationwide initiatives and in at least 19 out of 34 provinces

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[10] Planned for 2018: ILO $1,650,000; UNESCO $3,213,560; UNFPA $113,640; UNICEF $36,505,706; UNIDO $250,000; UNOPS $2,100,000; IOM and UNCHR budgeted under Return & Reintegration .

with key education programme activities. There is also a comparative advantage in being able to draw support from leaders, such as Special Envoy Gordon Brown, and technical expertise from reputable global, regional and national networks, both within and outside the UN system. Within the relevant line ministries, UN agencies are trusted technical partners and have supported the MoE to develop its NESP III. Further, and also at the request of relevant government structures, UN agencies have strengthened capacities of education institutions to deliver quality education at various levels. The UN agencies also bring financial management and procurement mechanisms that can allow it to support government to access donor funding where the risks are particularly high. This said, there is always room for improvement and the UN recognises that more could be done, better and faster, to ensure better outcomes for children wishing to access and complete quality education.

The key stakeholders for education, by category and role, are listed in Table 2 below.

Table 2 – Key Stakeholders in Education

Stakeholder Category	Stakeholders	Role
National Government	MoE, MoF, MoHE, MoLSAMD, MoPH, MoWA, MoF, MoRR, MRRD, MDoYA	Funding/Decision Makers
Local Government	Provincial and District Education Directorates	Decision Makers/ implementer supporters
United Nations	IOM, OCHA, UNAMA, UNESCO, UNFPA, UNICEF, UNIDO, UNOPS,UNHCR, UN Women, WFP, WHO	Partnership/ Policy/Funding/Complementing Implementers/ Consultants/Advocacy
International Organizations	World Bank	Partnership/ Policy/Funding/Complementing Implementers/ Consultants/Advocacy
Private Sector	ACCI, Trade Unions	Policy/standards/implementers
NGOs	Local and International NGOs	Partnership/Advocacy
Academia	Academics, Universities	Consultants
Civil Society	Community Leaders and CDCs	Participants
Targeted Communities	Recipients of the education programme and their families	Decision Makers/participants
Service Provider Consortia	Telecommunications Firms, Mobile Money Agents	Consultants
Retailers	Associations, Producers, Logistics providers, Retailers	Partnership/participants in procurement

UNICEF acts as the focal point for development partners and donors when engaging the government on education. In addition, UNICEF, in collaboration with UNESCO, leads the education thematic area and has convened a dedicated working group to develop system-wide action related to equitable access to quality education, including gender equality, as well as coherence and complementarity between humanitarian and development programming.

In humanitarian settings, capacity is geared towards strengthened emergency preparedness and response of partners in the sector at national and provincial levels. This includes information management, identification of needs and opportunities, advocacy and exploring strategic partnerships with initiatives such as the Citizens' Charter to link humanitarian and development work. To strengthen development programming, UN agencies have also explored partnerships with entities such as the World Bank, bridging humanitarian action with mid- and longer-term programming.

vii.   Action Plan

Serial	Action	Responsibility	Deadline	Remarks
1	MoE is supported to ensure: All learners are prepared to contribute to the welfare of society and equipped for viable employment in the labor market through increased knowledge, skills, attitudes and values needed to be productive, healthy and responsible citizens.	MoE, UNICEF, UNESCO	2021	NESP III objective (NPP2)
2	MoE is supported to ensure: Increased equitable and inclusive access to relevant, safe, and quality learning opportunities for children, youth, and adults in Afghanistan, especially women and girls.	MoE, IOM, OCHA, MOLSAMD, ILO, UNESCO, UNHCR, UNICEF, WFP, WHO	2021	NESP III objective (NPP2)
3	MoE is supported to ensure: Quality education services at national and sub-national levels are delivered transparently, cost-effective and efficiently.	MoE, UNICEF, UNESCO	2021	NESP III objective (NPP2)
4	Human Development Council members supported to ensure: Adolescents, youth and women are empowered and equipped with increased skilled-based, occupational literacy and life skills knowledge.	MoE, MoLSAMD, MoHE, MoF, MoEc, MoPH, CSO. MoWA, IOM, UNFPA, UNESCO, UNHCR, UNICEF, UNIDO, UN WOMEN	2021	Contributing to the 3 NESP III pillars (NPP10)

c) Food Security, Nutrition and Livelihoods

i.   The challenge

There are eight broad challenges that are driving food insecurity, undernutrition, and poor livelihoods in the country:

1. Protracted conflict;

2. Climate change and natural disasters;
3. Demographic shifts;
4. Gender disparities;
5. Limited productive employment and decent work opportunities;[11]
6. Transparency and accountability concerns;
7. Poor livelihood infrastructure; and
8. High illicit crop dependency.[12]

The problems of food insecurity,[13] undernutrition,[14] and limited livelihoods[15] are linked in a negative, self-reinforcing cycle: food insecurity and undernutrition make it difficult for people to engage fully in livelihoods, while the lack of adequate livelihood opportunities undermines their ability to meet their food and nutrition needs. This negative cycle can create desperation, impede economic growth and development, and contribute to instability.

ii. ANPDF approach to meeting the challenge

The ANPDF commits Afghanistan to a path of self-reliance, with a focus on sustainable job creation with concomitant improved welfare and poverty reduction. For private sector employment, the ANPDF approach to job creation is to build efficient and competitive markets, enabling SMEs, particularly export and domestic focused Afghan-owned firms, and encouraging domestic and international investments, including by aligning training and education with private sector requirements.

Recognizing that human capital drives economic growth, the ANPDF aims to improve workforce quality by investing in preventative and curative health, including nutrition, and providing a basic package of health services. While acknowledging that the country cannot yet afford large-scale social protection systems, the ANPDF calls for carefully targeted and professionally managed assistance for the most vulnerable, including those who cannot access sufficient nutritious food, and a gradual transition towards safety nets. For agriculture-based livelihoods, the ANPDF emphasizes expanding irrigation and wheat production through water management, a national wheat programme, livestock management, value chains, strategic grain reserves, and agroforestry and reforestation. The ANPDF raises a special concern about the impacts of climate change on agriculture-based livelihoods and emphasizes the importance of disaster risk reduction and natural resource management to address this challenge.

iii. United Nations alignment with the ANPDF

UN programmes contribute to the achievement of the following outcomes:
1. Food insecure populations, including crisis-affected people, have improved access to safe, nutritious and sufficient food all year round;[16]

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[11] According to the Afghanistan Living Conditions Survey 2016-2017, the unemployment rate in Afghanistan is 35%.

[12] Opium poppy cultivation provides daily wage labour for an estimated 47 million person-days or an equivalent of 235,100 full time jobs (Afghanistan Opium Survey, UNODC, 2016).

[13] According to the Seasonal Food Security Assessment 2017, the national food security situation is deteriorating, with 37% of the population now food insecure.

[14] According to the National Nutrition Survey 2013, 41% of children under the age of 5 are stunted, 9.5% are wasted, and 25% are underweight.

[15] Over 34 percent of the working-age population are either unemployed or underemployed (CSO 2015/16), and the average income of vulnerable families selling livestock and agricultural products is only USD 800 per year (USAID 2016).

[16] ANPDF Human Capital NPP; ANPDF Citizens' Charter NPP; and, AFSeN.

2. Vulnerable groups, in particular children under five, adolescent girls, and women of reproductive age, have improved nutritional status;[17]
3. Small-scale subsistence farmers, including women, nomads, and pastoralists have improved sustainable crop and livestock production and productivity and increased access to markets;[18]
4. Rural communities and authorities have strengthened capacity to adapt to and mitigate climate change and increased resilience to cope, prevent and recover from climate-related and other natural disasters;[19] and
5. People have improved private sector-led opportunities for income, employment and trade, including through value-added activities and value chains.[20]

iv. Capacity Development

The UN's strategy for food security, nutrition and livelihoods is to develop the individual, organizational and enabling capacity within government and non-government actors to support the implementation of the ANPDF NPPs and contribute to achieving SDGs 1, 2, 5, 6, 8, 12 and 15. The capacity building strategy will outline specific initiatives at national, subnational and community levels to create demand and delivery of quality food, nutrition and livelihood services and develop guidelines (standard operating procedures, strategies, training packages, and communication materials). Institutions to benefit from capacity building include officials from: ministries, district governors' offices, municipalities and district line departments, Community Development Councils and their sub-committees, farmers and small and medium entrepreneurs.

At the request of government, the strategy foresees developing institutional, technical and financial capacity at the national and sub-national levels in order to, in the first instance, coordinate and monitor the implementation of food security, nutrition and livelihood programmes. Key elements of this effort will be to provide capacity support to the Government to establish the required regulatory framework and strategy and promote the transition from livelihoods to productive employment and decent work. UN agencies will support the change in the role of the state from a direct provider of services to an enabler and regulator of local service delivery by the private sector and non-state actors.

v. Common Budgetary Framework

The UN and GoIRA partnership in this area supports economies of scale, staff and operational savings, and bring benefits that are greater than the sum of its parts. Further, the participating agencies' core budgets bring predictable multiyear financial resources and staffing to support a combination of immediate humanitarian response and long-term development to help the country move from conflict to peace, reduce poverty and improve peoples' welfare.

The UN agency resources allocated for programming in this thematic area are as follows for 2018[21]:

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[17] ANPDF Human Capital NPP; ANPDF Citizens' Charter NPP; National Health Strategy; National Public Nutrition Strategy; Nutrition Promotion Strategy.
[18] ANPDF National Comprehensive Agriculture NPP.
[19] ANPDF National Comprehensive Agriculture NPP; and, NRM.
[20] ANPDF strategies for growth in SMEs and export production under the Private Sector Development NPP; ANPDF Citizen's Charter NPP; and, ANPDF Women's Economic Empowerment NPP.
[21] Planned for 2018: FAO $24,605,306; UNDP $9,181,969; UNEP $500,000; UN Habitat $11,755,629; UNICEF $10,565,000; UNIDO $300,000; UNODC $4,700,000; UN Women $2,234,312; WFP $66,200,000; WHO $1,000,000. The ILO budgeted under Return and Re-integration.

Thematic Area	UN Agency	Expected Resource Allocations (USD) (2018)		
		Total	Core/ regular/ assessed	Non-core/ other
Food Security, Nutrition, Livelihoods	WFP / FAO	**131,042,216**	**10,572,330**	**120,469,886**
Outcome 1: Food insecure populations, including crisis-affected people, have improved access to safe, nutritious and sufficient food all year round	FAO, ILO, IOM, UNDP, UNEP, UN Habitat, UNHCR, UNICEF, UNIDO, UNODC, UN Women, WFP, WHO	48,263,618	106,000	48,157,618
Outcome 2: Vulnerable groups, in particular children under five years, adolescent girls, and women of reproductive age, have improved nutritional status		25,965,000	3,900,000	22,065,000
Outcome 3: Small-scale subsistence farmers, including women, nomads, and pastoralists have improved sustainable crop and livestock production and productivity and increased access to markets		35,837,598	4,666,330	31,171,268
Outcome 4: Rural communities and authorities have strengthened capacity to adapt to and mitigate climate change and increased resilience to cope, prevent and recover from climate-related and other natural disasters		12,326,000	1,500,000	10,826,000
Outcome 5: People have improved private sector-led opportunities for income, employment and trade, including through value-added activities and value chains		8,650,000	400,000	8,250,000

vi.   Relationship between stakeholders

The key stakeholders for food security, nutrition and livelihoods, by category and role, are listed in Table 3 below.

Table 3 – Key Stakeholders in Food Security, Nutrition and Livelihoods

Stakeholder Category	Stakeholders	Role
National Government	CEO, MoPH, MAIL, MoLSAMD, MRRD, MoWE, MoF, MoFA, MoE, MOCI, MoEC, MoJ, MoWA, ANDMA, DiREC, IDLG, CSO	Funding and Decision Makers

Stakeholder Category	Stakeholders	Role
Local Government	Provincial and district offices in Ministries and Governors' offices (see above)	Decision Makers/ implementing supporters and workers at different Departments
United Nations	FAO, ILO, IFAD, IOM, UNICEF, UNODC, UNDP, WHO, UNHCR, OCHA, UN Women, WFP	Partnership/ Policy/Advocacy/ Funding/Complementing Implementers/ Consultants
International Organizations	ADB, World Bank	Partnership/ Policy/Advocacy/ Funding/Complementing Implementers/ Consultants
Private Sector	ACCI, Trade Unions	Investment/Advocacy
NGOs	Local and International NGOs	Partnership and implementation
Academia	Kabul University, Kabul Medical University, Afghan American University, Ghazanfar Health and Science institute, Agriculture & Veterinary Institutes of Herat, Balkh, Samangan, Badakhshan, Parwan, Nangarhar, Herat University and Kandahar University	Partnership
Civil Society	Community Development Councils, Extension Workers, Agriculture Cooperatives, Lead Farmers, Community Leaders, Community Health Workers, Family Action Groups, WASH Mobilizers, Polio Mobilisers, Religious Leaders, Food Fortification Associations, Field Veterinary Units, National Union of Afghan Workers & Employees (NUAWE)	Participation and Implementation
Targeted Communities	Recipients of the programme and their families	Stakeholders, Clients and Participants
Service Provider Consortia	Millers, DABS, FINCA, Afghanistan Chamber of Commerce & Industry (ACCI)	Service providers, Consultants and implementation
Retailers	Associations, Producers, Logistics providers, Retailers	Partnership/Participants in Procurement

There is a dense network of Government and UN coordination structures in the food security, nutrition and livelihoods area that drive joint UN programming and coherence. On the Government side, programme leadership and coordination is provided by:

1. The High Council on Poverty Reduction, Service Delivery and Citizen Engagement;
2. The High Economic Council;
3. The High Council for Land and Water Management;
4. The High Council for Infrastructure Development; and
5. The Human Development Council.

These structures are further reinforced by the Afghanistan Food Security and Nutrition Agenda (AFSeN) established to strengthen government leadership to achieve SDG 2 – Zero Hunger, and the High-Level Food Security and Nutrition Steering Committee, chaired by the office of the Chief Executive. The UN is also supporting the Government to join Scaling Up Nutrition (SUN), a movement that connects the Government, UN and civil society to achieve collective outcomes to improve nutrition. SUN membership will also expand sources of financing for nutrition programming.

Benefiting from effective governance, whenever possible, UN agencies will coordinate, plan, implement and monitor their joint work by:

- Strengthening value chains for jobs, and improving access to markets for farmers and entrepreneurs;
- Monitoring and evaluating nutrition activities;
- Improving the evidence-base by assessing and forecasting;
- Bringing coherence to UN and World Bank Disaster Risk Reduction programming and supporting the development and implementation of a Sendai Roadmap; and
- Strengthening links to related thematic areas, such as the durable solutions initiative to enhance livelihood support to the most vulnerable.

vii.   Action Plan

Serial	Action	Responsibility	Deadline	Remarks
1	Support the Secretariat of the High-Level Food Security and Nutrition Steering Committee to operationalize the activities of AFSeN and SUN Movement	FAO UNICEF, WFP, WHO	End of 2019	• Support the development of a costed action plan for food security and nutrition within the framework of AFSeN agenda. • Support coordination of relevant institutional structures of SUN. • Support the development and roll out for a unified communication strategy
2	Strengthen the capacity of the Government to prepare and respond to man-made and natural disasters in line with the Sendai Framework for Disaster Risk Reduction	FAO, IOM, UNDP, UNEP,UNESCO, UN-HABITAT, UNOPS, UN-Women, WFP, WHO, WB	End of 2021	• Provide comprehensive support to the government to develop and implement a road map within the Sendai Framework for Disaster Risk Reduction in coordination with relevant stakeholders, including government line ministries, line and departments, and national/international NGOs
3	Support the Government to implement NPPs relevant to poverty reduction and economic growth in line with the 2030 Agenda	FAO, ILO, IOM, UNDP, UNEP, UN-HABITAT, UNHCR UNICEF, UNIDO, UNODC, WFP, WHO	End of 2021	• Support government counterparts members of the High Council on Poverty Reduction, Service Delivery and Citizen Engagement; the High Economic Council; the High Council for Land and Water; the Infrastructure Development Council; the Human Development Council to operationalize the Citizens Charter, the Women's Economic Empowerment Programme, Private Sector

Serial	Action	Responsibility	Deadline	Remarks
				Development Programme, the National Comprehensive Agriculture Development Priority Programme, National Infrastructure Plan, Human Capital Development Programme, in line with the objectives of the SDGs 1; 2;5; 6; 8; 12; 15 and 17

d) Health

i.   The challenge

Protracted violence has had a direct impact on the physical and mental health of affected populations and compromises the overall functional capacity of health care services. Despite significant progress in the health system, the ANPDF and National Health Policy and Strategy identifies many challenges which include: low level of investment in health, lack of trust, poor quality of services, institutional fragmentation, poor planning, low budget execution rates, inequity in service provision, shortage of qualified health care providers (particularly females) and concern about sustainability. Other challenges include high level of preventable maternal, newborn and child mortality and morbidity.

Afghanistan also has low routine immunization coverage and is one of the three remaining polio endemic countries in the world. Polio has been declared a public health emergency of international concern. Number of Polio cases reduced from 80 in 2011 to 13 in 2017. This is largely due to the provision of close to 100 million doses of polio vaccines annually through multiple campaignsand Polio Transit & Permanent Teams. Every campaign involves 65,000 volunteers and over 1,000 national staff. Maintaining a comprehensive surveillance and reporting network of more than 25,000 volunteers and 3,500 health facilities across the country for detection and reporting of any suspected polio adds to this challenge.The inability to reach all children consistently with vaccines due to access or security issues, inequitable access to and low utilization of services and gaps in programme management are other key challenges.

The UN is cognizant that there are other major diseases that threaten the population in Afghanistan and as such will leverage its comparative advantage and support the Ministry of Public Health in finding ways to address the same. Afghanistan also faces challenges in its response to the increasing needs for emergency health services due to rapidly evolving conflict, increasing security threats and ongoing waves of displacement, and natural disasters. This is characterized by significant increases in the number of war trauma cases, compromised access and so forth. The country also suffers from a high burden of Communicable Diseases (CDs) and increasing prevalence of Non-Communicable Diseases (NCDs) including drug use and Substance Use Disorders (SUD) that affect approximately one in three households.

Despite these challenging circumstances, Afghanistan has made significant progress in many health indicators. The Presidential Summit on Health in June 2017 confirmed this progress, and endorsed a continued focus on primary health care and contract-out service delivery. Though many of Afghanistan's health indicators have improved, many remain extremely worrisome.

ii.   ANPDF Approach to meeting the challenge

In line with the Citizens' Charter, the Health For All, the Human Capital Development and the National Health Policy and strategy, UN agencies are helping the government to implement the National Health Policy 2015-20 and Strategy 2016-2020 which focus on the following:

- Ensure universal access to primary health services;
- Improve the quality of services, not just expanding the coverage;
- Strengthen regulatory systems leading to improved workforce quality, pharmaceutical and supply chain management systems;
- Ensure, through the Citizen Charter, provision of the Basic Package of Health Services, including mandated services at all clinics, minimum hours of operation, and basic staffing requirements;
- Improve mechanisms for health service delivery, using Community Development Councils as the entry point for both governance and development activities at the micro-level;
- Increase investment in health and define a sustainable model for health care financing. A significant share of any growth will be used to address the health needs of Afghanistan's growing population;
- Facilitate women's engagement into the provision of health services; and
- Build a responsive and effective public health administration at national and sub-national levels.

iii.   United Nations alignment with the ANPDF

In health UN agencies are contributing to the following outcomes:

1. Strengthening, expanding and sustaining the health system with well-functioning institutions, focusing on improving public perception of the health sector, national and local capacity for effective and evidence based health planning, human resources, health information, health regulation, norms and standards for clinical practices, diagnostic capacity of the health facilities, access and quality of health services, health financing mechanisms and increased domestic and international resource allocation for health;
2. RMNCAH: improved access to and utilization of high quality reproductive (including family planning), maternal, neonatal, child and adolescent health (RMNCAH) preventive and curative services;
3. Polio Eradication and Immunization: achieve 90% coverage with all basic antigens at the national level and interrupt poliovirus transmission with certification through standard surveillance;
4. In health emergencies working to reduce death, illness and disability in the most acutely vulnerable populations while complementing and strengthening existing health institutions to adequately prepare for and respond to conflicts, outbreaks and natural disaster-related health crises; and
5. CDs and NCDs: improve capacity to monitor the trends and delivery of integrated quality services that are inclusive and free of stigma and discrimination to help reduce the burden of communicable and non-communicable diseases including drug use and substance use disorders.

iv.   Capacity Development

The ANPDF, the National Health Policy, the National Health Strategy and Independent Joint Anti-Corruption Monitoring and Evaluation Committee Report identify the following gaps in relation to the health system:

- Low availability, quality, utilization and access to health services; inadequate numbers of health workers particularly female health workers; limited availability of family planning services; gaps in the Health Information System (HIS), Human Resource management, pharmaceutical regulatory

and quality and supply chain issues, weakness in financial management, and weaknesses in systems for accountability and risk mitigation; and

- Inadequate ability to provide universal health services and to ensure effective oversight and accountability. This is due to factors such as: the inability to assess and monitor disease burden; limited human resources; sustainable financing and supply of essential drugs and vaccines.

At the request of government, the UN can mobilize and streamline its support to the Government based on the priorities, needs and gaps it has identified. The UN's strategy to address critical gaps includes: advocacy and regular engagement with Ministry of Public Health (MoPH) senior leadership; support development and adoption of evidence-based preventive health programmes, clinical service standards and guidelines; regulatory framework for accreditation and certification of health related services and biomedical goods; short and long term training and technical assistance; rehabilitation of existing structure; investment in infrastructure; equipping health facilities, labs and cold chain systems; and provision of required supplies and essential drugs to complement SEHAT within a given timeline to achieve Universal Health Coverage and SDGs targets.

Under the leadership of MoPH, UN also continues to strengthen systems at all levels, including key programmes, to work toward overall sustainability. This will enable the ministry to direct and shape all support provided both at the national and subnational levels.

v.   Common Budgetary Framework

The UN agency resources allocated for programming in this thematic area are as follows for 2016[22], 2017[23] and 2018[24]:

Thematic Area	UN Agency	Expected Resource Allocations (USD) (2018)		
		Total	Core/ regular/ assessed	Non-core/ other
Health	WHO / UNFPA	**147,064,721**	**34,890,476**	**112,174,245**

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[22] Actual for 2016: $144,860,221. UNICEF: $62,978,508; WHO: $59,271,386; UNDP: $13,700,000; UNFPA $8,504,546; and UNODC: $405,781.
[23] Actual for 2017: $169,864,046. WHO: $74,107,276; UNICEF: 63,197,070; UNDP: $24,800,000; UNFPA: $6,069,280; and UNODC: $1,690,420.
[24] Planned for 2018: $147,064,721. UNICEF $ 61,842,297; WHO $57,192,424; UNDP 20,600,000; UNFPA $6,100,000; and UNODC $1,330,000.

Outcome 1: Strengthened, expanded, and sustained health system with well-functioning institutions, focusing on improving public perception of the health sector, national and local capacity for effective health planning, human resources, health information, health regulation and practices, diagnostic capacity of the health facilities, access and quality of health services, health financing mechanisms and increased domestic and international resource allocation for health	UNDP, UNFPA, UNICEF, UNODC, WHO	5,821,460	3,990,579	1,830,881
Outcome 2: Improved access to and utilization of high quality reproductive (including family planning), maternal, neonatal, child and adolescent health (RMNCAH) preventive and curative services		34,432,111	8,926,981	25,505,130
Outcome 3: Polio Eradication and Immunization: achieve 90% coverage with all basic antigens at the national level and interrupt poliovirus transmission with certification standard surveillance		43,083,220	0	43,083,220
Outcome 4: Health Emergencies: reduced death, illness and disability in the most acutely vulnerable population while complementing and strengthening existing health institutions to adequately prepare for and respond to conflicts, outbreaks and natural disaster-related health crises		41,268,410	2,632,646	38,635,764
Outcome 5: CDs and NCDs: improved capacity to monitor the trends and delivery of integrated quality services that is inclusive and free of stigma and discrimination to help reduce the burden of communicable and non-communicable diseases		22,459,520	19,340,270	3,119,250

vi.   Relationship between stakeholders

Under the leadership of MoPH, UN agencies are working together to support Afghanistan achieve universal health coverage and attain health related targets in SDG 3 – Ensure healthy lives and promote well-being for all at all ages. The work of UN agencies in other related SDGs will also have a significant contribution to the social determinants of health. The UN agencies with the Ministry of Public Health develop and implement joint country programmes. The key stakeholders for Health, by category and role, are listed in Table 4 below.

Table 4 – Key Stakeholders in Health

Stakeholder Category	Stakeholders	Role
National Government	MoPH, MoF, MRRD, MoHE, MoLSAMD, MoE, MoWA, MAIL, MoI, MoIC, Ministry of Religious Affairs, Ministry of Tribal and Borders Affairs, ARCS, ANDMA	Needs analysis focusing on problem identification, prioritization, joint planning, resource mobilization, resource allocation, joint programme implementation at the national level, stakeholder

Stakeholder Category	Stakeholders	Role
		coordination, analysis and oversight on programme implementation, programme evaluation
Local Government	Municipalities, officials at province/district levels	Development of operational plans for province/district, implementation support, monitoring and reporting
United Nations	WHO, UNICEF, UNFPA, UNDP and UNODC	Partnership, Policy Support, Advocacy, Funding, Technical Support, Provision of Temporary Advisors
International Partners	WB, USAID, GAVI, BMGF, GFATM, Rotary International, CDC, KFW, EU, Japan, Italy, Korea, DFID, Canada, Australia, UAE, international non-governmental organizations	Partnership, Policy Support, Advocacy, Funding, Technical Support, Provision of Temporary Advisors
NGOs	National and International NGOs	Partnership and support to programme implementation
Academia	Academic Institutions	Technical Assistance, support to generating evidence; operational research, surveys, data analysis, training, development of training materials
Civil Society	Community Leaders, Community Development Councils, NGOs, Health Volunteers, Women Networks, Religious Leaders, Professional Associations, Patients Associations and Networks	Advocacy for uptake of services and resource mobilization, implementation support, monitoring service delivery and programs, supporting coordination, supporting ongoing dialogue with communities particularly in remote, underserved and security compromised areas
Targeted Communities	Children under 5, youth, women, marginalized groups, communities in security compromised, remote and underserved areas affected by emergencies, IDPs, returnees, persons with disabilities	Needs analysis focusing on problem identification and prioritization, support ongoing dialogue with local influencers, support programme implementation, support monitoring of delivery and programs
Service Provider Consortia	Media, Professional Associations, Patients Associations and Networks, Banks, Telecommunications Firms, Mobile Money Agents	Raise awareness, facilitate programme implementation and monitoring, capacity building

MoPH leads joint planning, programme implementation, monitoring and evaluation via task forces and coordination fora. All strategic decisions concerning the health sector are taken in the newly established High-Level Health Sector Oversight Committee. The committee is comprised of MoPH, Canada, USAID, the EU and World Bank, WHO, UNICEF and UNFPA. In addition, all decisions on planning, programme implementation and oversight of GFATM supported programs (TB, Malaria, HIV and Health system strengthening) will be taken through a multi-sectoral committee of CCM (Country Coordination Mechanism). The GAVI supported programme is coordinated by an Immunization Coordination Committee (ICC). The division of work between UN agencies is based on their mandates, existing capacities and comparative advantage. The UN agencies have strengthened their coordination, planning, programme implementation and monitoring through a joint committee and other existing mechanism.

The national and regional Emergency Operations Centres (EOCs) for Polio have provided a strong platform for action oriented partnership and coordination. They have enabled the UN to support the Government

in the PEI at both national and regional levels. Within the EOCs, the Government and UN partners plan, coordinate and ensure that targets of the National Polio Emergency Plan are monitored closely and fully achieved. Polio is a good example of two UN agencies, namely UNICEF and WHO, working to support the Government in a well-coordinated manner, with clear delineation of roles and responsibilities based on the comparative advantage of each agency.

Humanitarian support to natural and manmade disasters is planned and coordinated through the Health Cluster which is comprised of all UN agencies, the MoPH and active health sector NGOs. The health cluster is co-chaired by MoPH and WHO.

vii.   Action Plan

Serial	Action	Responsibility	Deadline	Remarks
1	Strengthen health system	MoPH, WHO, UNICEF, UNFPA, UNDP	2021	System building requires long term efforts and investment
2	Reduce maternal, newborn and child mortality and morbidity	MoPH, WHO, UNICEF, UNFPA	2021	The work of other UN agencies will also contribute to improve social determinants of health and contribute to the reduction of morbidity and mortality
3	Make Afghanistan polio free	MoPH, WHO, UNICEF	2017	The current Polio NEAP indicates to stop transmission of wild Polio Virus by end of 2017
4	Strengthen the capacity for preparedness and response to manmade and natural disasters	MoPH, WHO, UNICEF, UNFPA	2021	Priority to be given to trauma care and addressing the needs of internally displaced people
5	Reduce the burden of Communicable and Non-Communicable Diseases	MoPH, WHO, UNICEF, UNDP and UNODC	2021	More focus to be placed on vaccine preventable diseases, TB, Malaria, HIV, and drug and substance abuse disorders

e) Return and Reintegration
i.   The challenge

Approximately 1 in 4 Afghans have been displaced at one point in their lives and since 2002 more than 6 million Afghans have returned from neighbouring countries. In 2016 and 2017, over 1 million Afghans came home from Iran, Pakistan and other countries, with many settling in Kabul or Nangarhar provinces. In 2018, the UN now expects 300,000 Afghans to return from Iran and 200,000 from Pakistan.[25] As many as 4 million Afghans remain in neighbouring countries, and many could return to over the coming years.

Internal displacement remains high and is driven by the conflict, natural disasters and urban migration. In 2016 violence forced over 630,000 Afghans from their homes with an additional 320,000 displaced in 2017. Returnees and IDPs, particularly women and youth and unskilled labourers experience high levels

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[25] 2018 Humanitarian Response Plan (HRP) figures are based on 2015 and 2017 return averages, with 2016 regarded as an exceptional year. However, policy decisions in the hosting, neighbouring countries are likely to have an impact on the actual numbers.

of socio-economic vulnerability, including restricted access to basic services and opportunities. Economic growth and opportunities have been unable to keep pace with return, and as a consequence communities have struggled to absorb returnees or displaced persons.

ii.   ANPDF approach to meeting the challenge

The ANPDF commits to *'Ensuring a better future for our refugees, returning migrants and internally displaced people'*, highlighting that returnees and IDPs are a valuable source of human capital that can contribute to economic growth and development. It emphasizes the centrality of finding durable solutions for returnees and IDPs. The ANPDF also highlights the importance of returnees and IDPs being included in local governance, expanding the scale of technical and vocational training afforded to them, and community-based approaches to generate income with particular attention to women's empowerment.

iii.   United Nations alignment with the ANPDF

UN agency programmes, particularly in the areas of high return and displacement contribute to the achievement of the following outcomes which impact returnees, IDPs and host communities:

1. Increase access to basic services for community resilience and social cohesion;[26]
2. Improve access to adequate land and housing;[27]
3. Improve access to livelihoods and jobs through market based programming;[28]
4. Facilitate voluntary, gradual and safe return, regular and responsible migration and mobility by implementing well-planned and managed policies;[29] and
5. Ensure access of the returnees, displaced populations, and host communities to the infrastructure services in areas of high return and displacement, including (or particularly) in the returnee townships.[30]

iv.   Capacity Development

There is a gap in the capacity of the key government line ministries to: carry out voluntary return and repatriation, including establishing encashment and transit centres, registration and delivery of assistance to returnees and IDPs; identify and respond to gender-based violence; and manage data. The UN capacity development strategy is to provide government stakeholders with technical and advisory support and training.

v.   Common Budgetary Framework

The UN agency resources allocated for programming in this thematic area are as follows for 2018[31]:

Thematic Area		Expected Resource Allocations (USD) (2018)

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[26] Citizen's Charter [DiREC Action Plan Matrix Goals 1, 2, 3 and 7].

[27] Comprehensive Return Policy 2015, Urban Development Programme, the 2014 National IDP Policy and the Provincial IDP Action Plans [DiREC Action Plan Matrix Goal 4].

[28] Citizen's Charter, the Urban Development NPP, the Women's Economic Empowerment NPP and Human Capital Development programmes [DiREC Action Plan Goal 5].

[29] Regional Solution Strategy for Afghan Refugees (SSAR), the 2016 New York Declaration, the Bali Process, the Colombo Process and the Abu Dhabi Dialogue to which Afghanistan is an active member [DiREC Action Plan Goals 5 and 6].

[30] DiREC Action Plan Goal 4.

[31] Planned for 2018: ILO $3,640,000; IOM $62,000,000; UNDP $5,665,111; UNESCO $3,485,000; UNFPA $1,584,680; UN Habitat $10,064,634; UNHCR $75,987,232; UNICEF $1,350,000; UNMAS $221,629; UNODC $1,100,000; UN Women $66,000.

	UN Agency	Total	Core/ regular/ assessed	Non-core/ other
Return and Reintegration	IOM / UNHCR	**165,164,286**	**79,324,807**	**85,839,479**
Outcome 1: Access to basic services is increased and community resilience and social cohesion enhanced	ILO, IOM, UNDP; UNESCO, UNFPA, UN Habitat, UNHCR, UNICEF, UNMAS, UNODC, UN Women, WHO	28,280,201	12,785,463	15,494,737.87
Outcome 2: Returnees and IDPs have improved access to adequate Land and Housing		6,811,158	5,140,171	1,670,986.12
Outcome 3: Access to livelihoods and jobs enhanced through market based programmes		55,600,260	26, 512,555	29,447,705.06
Outcome 4: Voluntary, gradual and safe return, regular and responsible migration and mobility facilitated through the implementation of well-planned and managed policies		53,619,084	32,032,435	21,586,649.31
Outcome 5: Access of the returnees, displaced populations, and host communities to the infrastructural services in areas of high return and displacement, including (or particularly) in the returnee townships is enhanced.		20,853,583	3,214,182	17,639,400.89

vi.   Relationship between stakeholders

To ensure the safe and successful reintegration of returnees, UN agencies support the Council of Ministers Sub-Committee on Migration Affairs, and work with the Chief Executive's office and the Ministry of Refugees and Repatriations (MoRR) to implement the DiREC Action Plan. This helps to minimize the time returnees spend in transition, and capitalize on their knowledge, experience and skills to encourage their active participation in identifying longer-term sustainable solutions for returnees and IDPs.

Importantly, the Government and UN agencies coordinate programme activities, linking humanitarian and development, through various fora including: the DiREC working groups, the Durable Solutions Working Group, inter-agency durable solution initiatives, the protection cluster, the shelter cluster and the HLP task force. Regional frameworks are applied to enable UN agencies to support the Government with voluntary repatriation and return, and to advocate for the Afghan refugees and migrants' rights in the host countries.[32] The key stakeholders for return and reintegration, by category and role, are listed in Table 5.

Table 5 – Key Stakeholders in Return and Reintegration

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[32] Examples: Solution Strategy for Afghan Refugees, Comprehensive Refugee Response Framework (CRRF), the Bali Process, the Colombo Process, the Budapest Process, the Abu Dhabi Dialogue, ICMPD, and the Joint Way Forward.

Stakeholder Category	Stakeholders	Role
National Government	MoRR, Council of Minister's Sub-Committee on Migration Affairs, ARAZI, DiREC, MRRD, MoLSAMD, MoWA, MoPH, AIHRC, MAIL, MUDA, MoF, IDLG, CSO, MoI, ACCRA, Deputy Ministry for Youth and Culture, MUDH, IDLG	Funding/Decision Makers
Local Government	Provincial and district MoRR offices, provincial governors office, municipalities, PDCs	Decision Makers/ implementing supporters and workers at different Departments
United Nations	FAO, ILO, IOM, OCHA, UNAMA, UNICEF, UNDP, UNESCO, UNFPA, UNHABITAT, UNHCR, UNODC, UN Women, WFP, WHO	Partnership/ Policy/Advocacy/ Funding/Complementing Implementers/ Consultants
International Organizations	Not applicable	N/A
NGOs	Local and International NGOs	Partnership
Academia	Academics	Consultants
Civil Society	Community Leaders and Decision Makers (incl. elders, religious leaders, influential community leaders, CDCs, Shuras, men, women, children), NUAWE	Participation
Targeted Communities	Recipients of the programme and their families	Decision Makers/participants
Service Provider Consortia	Telecommunications Firms, Mobile Money Agents, Banks, Research organizations, Social enterprises, ACCI	Consultants/Partnership
Retailers	Associations, Producers, Logistics providers, Retailers	Partnership/participants in procurement

UN work on return and reintegration (and support to the GoIRA) has been recognized as good practice by government and donors alike. Currently, the Durable Solutions Working Group (chaired by MoRR and either IOM, UNDP or UNHCR as revolving co-chair) links development and humanitarian initiatives undertaken by NGOs, UN agencies and the government, including DiREC. In terms of operational response, UN agencies coordinate activities at border crossing points, encashment centres, transit centres, and when providing longer term solutions such as site selection for community reintegration. The DiREC Action Plan further outlines the supportive and collaborative role of the UN agencies to return and reintegration.

vii.   Action Plan

Serial	Action	Responsibility	Deadline	Remarks
1	Strengthen DiREC governance	IOM, UNHCR	March 2018	Support DiREC to cascade down governance structure at Provincial level
2	Support implementation of DiREC action plan	FAO, ILO, IOM, OCHA, UNAMA, UNICEF, UNDP, UNESCO, UNFPA, UNHABITAT, UNHCR, UNODC, WFP, WHO	December 2021	Strengthening resilience, self-reliance and protection capacities of returnees and IDPs, and promoting humanitarian and development linkages for durable solutions.

Serial	Action	Responsibility	Deadline	Remarks
3	Support the Government of Afghanistan ability to facilitate voluntary, safe and dignified return, regular and responsible migration and mobility	ILO, IOM, UNDP, UNHCR	December 2019	This in line with the ANPDF, DiREC Action Plan, Anti-Corruption Strategy, National Labour Migration Strategy, draft National Diaspora Strategy, and regional and global fora such as Regional Solution Strategy for Afghan Refugees (SSAR), the 2016 New York Declaration, the Bali Process, the Colombo Process and the Abu Dhabi Dialogue to which Afghanistan is an active member.
4	Support reform of the legal and policy framework surrounding displacement, including PD 104	UNHABITAT, IOM, UNHCR, UNAMA, UNDP	June 2019	The revised PD 104 is finalized but, yet to be endorsed by the government.
5	Support durable solutions for returnees and protracted IDPs by allocating well located and serviceable land	UNHABITAT, IOM, UNHCR, UNAMA, UNDP, UNICEF, FAO, WFP, UNESCO, WHO	December 2018	Stronger advocacy aimed at preventing forced eviction is required. Alternate solutions needs to be proposed.

f) Rule of Law

i. The Challenge

The Government's efforts to re-establish a stable state, and help its citizens feel that the state can deliver justice through the neutral application of the law, are challenged by poorly functioning representative governance structures centered largely in the urban areas, weak law enforcement mechanisms, insecurity and weak government service delivery mechanisms. Contributing to this is a history of weak governance and low governmental capacity, a protracted conflict and the significant role of narcotics production in the life of the country. These in turn contribute to corruption, limited governmental control and presence outside the major urban centres and district administrative capitals, and a general lack of public trust in public personnel, institutions, and social accountability mechanisms. These weaknesses are exacerbated by a limited presence of women in public life, and in the civil service in particular. Continuing insecurity and limited access to substantial parts of the country, and the explicit targeting of government civilian officials, especially the judiciary, by armed groups, hinder progress.

ii.   ANPDF approach to meeting the challenge

The ANPDF establishes five focus areas under the rubrics of governance and state effectiveness, and social capital and nation building. These are:

1. Reforming the justice sector;
2. Reforming the public sector;
3. Rooting out corruption;
4. Strengthening subnational governance; and
5. Countering narcotics.

Under the guidance of the High Council on Reforms, the High Council on Service Delivery, and the High Council on Rule of Law and Anti-Corruption, and the High Council on Poverty Reduction, Service Delivery and Citizen's Engagement, these areas will be addressed through four National Priority Programmes, including the Effective Governance Programme, the Justice Sector Reform Programme and the (to-be-finalized) Subnational Governance National Priority Programme, and the Citizen's Charter for work relating to service delivery.

iii.   United Nations alignment with the ANPDF

The UN's support to the ANPDF aims to achieve five outcomes:

1. The government's Justice and Judicial Reform Plan supported leading to an impartial, transparent, and accountable justice system and application of law; improved delivery and enforcement of court judgements and decisions; improved access to, delivery, and use of the formal justice system; increased trust in judicial services; and a fully operational and independent Anti-Corruption Justice Centre;
2. Strengthened electoral and representative institutions and systems better able to ensure full public participation, representation, and transparency in electoral processes;
3. More capable and inclusive provincial and municipal governments better able to plan, monitor and budget for accountable and transparent service delivery in accordance with the Sub-National Governance Policy and National Priority Plan;
4. Increased participation of women in civil service and public life; full implementation of the Government's National Action Plan for Women in Afghanistan; and improved security and reduced conflicts for communities and enhanced law enforcement capacity to combat drug trafficking and transnational organized crime.

iv.   Capacity Development

Capacity building is at the core of the rule of law and governance thematic area. The overall focus of UN efforts to increase human capacity in the public sector, build institutional capacity, and bureaucratic simplification of government institutions, will ensure that the services and rights of people are provided for and protected. This will also reduce losses from corruption. Ensuring that human capacity is built for the long term and not substituted to achieve short term objectives, and that existing human capacity is not drawn away from the public sector, are essential to achieve the outcomes and are a commitment of the UN agencies and leadership to the Government.

v. Common Budgetary Framework

The UN agency resources allocated for programming in this thematic area are as follows for 2016[33], 2017[34] and 2018[35]:

Thematic Area	UN Agency	Expected Resource Allocations (USD) (2018)		
		Total	Core/ regular/ assessed	Non-core/ other
Rule of Law	UNDP / UNAMA	**523,703,046**	**3,053,286**	**520,649,760**
Outcome 1: The government's Justice Sector Reform initiatives supported leading to an impartial, transparent, and accountable justice system and application of law; improved delivery and enforcement of court judgements and decisions; improved access to, delivery, and use of the formal justice system; increased trust in judicial services; and a fully operational and independent Anti-Corruption Justice Centre.	IOM, UNAMA, UNDP, UNESCO, UNFPA, UN Habitat, UNHCR, UNICEF, UNODC, UN Women	11,283,598	2,000,000	9,283,598
Outcome 2: Strengthened electoral and representative institutions and systems are better able to ensure full public participation, representation, and transparency in electoral processes		49,435,486	0	49,435,486
Outcome 3: More capable and inclusive provincial and municipal governments better able to plan, monitor and budget for accountable and transparent service delivery in accordance with the Sub-National Governance Policy and National Priority Plan		29,517,227	73,000	29,444,227
Outcome 4: Increased participation of women in civil service and public life; full implementation of the Government's commitment to women's empowerment through the National Priority Programme on WEE (priority 2.6, ANPDF), Citizen's Charter, NAP on UNSCR 1325, UNSCR 2250 and other mechanisms of rule of law and governance		6,466,735	980,286	5,486,449
Outcome 5: Improved security and reduced conflicts for communities and enhanced law enforcement capacity to combat drug trafficking and transnational organized crime.		427,000,000	0	427,000,000

The UN's work to help the government attain outcome 5 above includes LOTFA payroll fund administration for 2018. While technically this is off-budget spending, it is very clear to government, donors and the UN alike precisely what for and how this money is spent. UNDP is currently in discussions with donors and the

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[33] Actual for 2016: $429,800,000. UNDP: $426.5M; UNFPA: $1.9M; UNODC: $.9M and UNICEF: $.5M.
[34] Actual for 2017: $468,000,000: UNDP: $462.3M; UNODC: $3.7M; UNFPA: $1.1M; UNICEF: $.9M.
[35] Planned for 2018: $523,703,046: UNDP $490,617,828; UN Habitat $18,860,013; UNICEF $9,088,757; UNODC $3,000,000; UN Women $2,136,448; UNFPA under Normative.

ministry of the interior to transfer the police payroll system to the Government. It is of note that considerable capacity exists to run the payroll system, and the current role of the ministry is not to be discounted or underestimated. That said, the ministry and donors agreed to some conditions in December 2016 and the ministry, under new leadership, is now working to meet these. Once the payroll system has been fully transferred from UNDP to the government, the amount spent on the police's payroll is expected to stay the same, but the financial flows will be officially on budget. (Consequently, the UN's budget in Afghanistan will decrease by some 40%, a rather strong suggestion that the UN is not here to perpetuate its existence.)

vi.   Relationship between stakeholders

Because of its intergovernmental nature with a mandate to support governments in areas that have political implications, the UN has built up years of experience in various countries and has access to global knowledge that it can bring to bear in support of the Government's governance and rule of law programmes. The UN's neutrality and the link between the UN's programme and UNAMA's political mandate, enables the UN to support the Government as it establishes a stable and legitimate state able to provide its citizens with security and a representative government which adheres to the rule of law and is able to deliver essential services. (For example, this link is made formal in the United Nations Electoral Support Project where UNAMA leads a combined effort in support of ensuring elections are Afghan led and Afghan owned, and are free, fair and inclusive.) The mission's inclusion in one UN more broadly ensures that issues relating to support to the peace process, to establishing legitimate representative processes, and protecting human rights, for example, are integrated in UN agency programming. Moreover, the UN has the responsibility and legitimacy to support governments to adhere to international rights conventions. Finally, the UN has financial management and procurement mechanisms that can allow it to support government to access donor funding where the risks, political and in the form of the misappropriation of funds, are particularly high. The key stakeholders for Rule of Law, by category and role, are listed in Table 6.

Table 6 – Key Stakeholders in Rule of Law

Stakeholder Category	Stakeholders	Role
National Government	MOJ; MOIA; MoIC; Attorney General; Supreme Court; Independent Bar Association; MoWA; IDLG; Parliament; Oversight Commission on Access to Information (OCAI), the High Office of Oversight	Funding/Decision Makers
Independent Bodies	Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC), the Independent Anti-Corruption Justice Centre and Anti-corruption (HOOAC)	
Local Government	Officials at Province/district levels	Decision Makers/ implementing supporters and workers at different Departments

Stakeholder Category	Stakeholders	Role
International Partners	IOM; UNDP; UNHCR; UNICEF; UNESCO; UNFPA; UNAMA; UNODC; UN-Habitat; World Bank; EU; NATO/Resolute Support; CSTC-A	Partnership/ Policy/Advocacy/ Funding/Complementing Implementers/ Consultants
NGOs	Local and International NGOs	Partnership
Academia	Academics	Consultants / advocacy
Civil Society	Community Leaders, CDCs, Health Volunteers, Men, Women, Religious Leaders, NUAWE	Participation
Targeted Communities	Recipients of the programme and their families	Decision Makers/participants
Service Provider Consortia	Millers, POS retailers, Telecommunications Firms, Mobile Money Agents, ACCI	Consultants
Retailers	Associations, Producers, Logistics providers, Retailers	Partnership/participants in procurement

UN agencies work as one in this domain thanks to the working group for governance and rule of law. Other platforms for coordination include the Rule of Law Board of Donors, where UN agencies coordinate with a wider group of stakeholders from the international community, and specific thematic working groups and tasks forces, such as on anti-corruption, gender-based violence, ending early and child marriage, and the Sub National Governance Coordination Forum (SNGCF). A Steering Committee including government, the electoral management bodies, UNAMA and UN agencies oversees support to the elections.

vii.   Action Plan

Serial	Action	Responsibility	Deadline	Remarks
1	Support the Independent Directorate of Local Governance to draft Sub-National Governance Policy and Sub-National Governance National Priority Programme, and support the Government to implement it.	UNAMA, UN agencies supporting delivery at sub-national level	2021	
2	Support government ministries and agencies, through training and institutional reforms, focusing on achieving the SDGs through the development and implementation of policy, budgeting and monitoring.	All UN agencies and UNAMA	2021	
3	Support women through dedicated training and the creation of supportive working environments within government institutions, elected bodies and in civil society to take part in the civil service and other leadership positions in society; and support the development of better protection mechanisms against gender based violence and violence against children.	IOM, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UN Women, UNAMA	2021	
4	Strengthen the electoral management bodies to conduct free, fair and transparent, Afghan-owned and -led parliamentary and district, and presidential elections.	UNAMA, UNDP	2021, 2018 and 2019	

Serial	Action	Responsibility	Deadline	Remarks
5	Strengthen the parliamentary civil service and assure its independence to enable it to support the legislature to perform their functions within the constitution, including passage of the Parliamentary Civil Service Act, and develop institutional and technical capacity of the Afghan Parliament for Integration of Population Issues into National Development plans.	UNDP, UNFPA	2021	
6	Strengthen the High Peace Council's secretariat to enable it to perform its functions in support of the High Peace Council.	UNAMA, UNDP	2021	
7	At the request of government, provide technical assistance to the justice sector institutions to implement their strategic plans under the Justice and Judicial Reform Plan, focusing on capacity development, service delivery and gender mainstreaming in line with international standards, and age appropriate implementation of justice.	UNAMA, UNDP, UNFPA, UNHCR, UNICEF, UNODC, UN Women	2021	
8	At the request of government, provide it technical assistance to implement the National Strategy for Combatting Corruption, by developing the capacity of relevant government institutions including the ACJC and strengthening the legal framework to effectively fight corruption; empower civil society and communities to contribute to a culture of accountability and transparency, including implementation of the access to information law.	UNAMA Rule of Law, UNDP, UNODC	2020	
9	Support the Government to develop the strategic, operational and tactical capacities of the Counter Narcotics Police of Afghanistan (CNPA), including developing an effective law enforcement response to address drug and precursor trafficking at the national and international level through the provision of training, mentorship, equipment, advocacy and technical support.	UNODC	2019	Guided by the priorities of the National Drug Action Plan.
10	Support the Ministry of Interior Affairs (MOIA) to meet the criteria for police payroll transition and to transfer the Afghan National Police (ANP) into a professional civilian police force.	UNDP	2018 (payroll) and 2021	
11	Provide support and capacity building to the national statistical system.	UNFPA	2021	

4. One Budget – Common Budgetary Framework (CBF)

The UN must be able to track costs against specific outcomes and identify how programmed resources catalyze others in a given thematic area. This capacity, when integrated with monitoring and evaluation, will also allow the UN to measure programme impact and sustainability. In turn, this will facilitate engagement with the Government around value for money, and inform when it is time for the UN to exit a given activity. This will be achieved by fortifying the existing common budgetary framework.
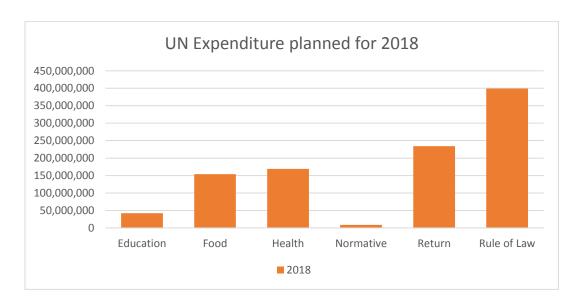
The CBF constitutes the financial expression of the total resource picture of the one programme against outcomes and outputs, including:

1. Regular and core, or assessed contribution resources of UN organizations;
2. Non-core or extra-budgetary or earmarked and un-earmarked from all sources – bilateral, multilateral, and private, received or pledged; and
3. The funding gap between existing resources and the total cost of one Programme.

During annual reviews, expenditures against the common budgetary framework will be reviewed and reported against annual workplans.

The 2018 planned budget by thematic group is summarized in the below table.

Thematic area	2018
Normative	13,049,511[36]
Education	42,182,906
Food Security, Nutrition and Livelihoods	131,042,216
Health	147,064,721
Return and Reintegration	164,464,286
Rule of Law	523,703,046
Total[37]	**$1,023,856,686**

The UN notes that there are some discrepancies between the financial figures presented here and those detailed in a previous working paper. This is largely the result of the application of a new methodology to capture resource levels by thematic area for programmes that fall within the humanitarian-development nexus and purely development activities, and avoids double counting. For the normative thematic area, the figures exclude those dedicated by agencies to key policy development initiatives within a specific thematic area.

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[36] Noting January paper gave figure of $12,499,511 instead of $13,049,511 adjusting grand total to $1,023,856,686

[37] LOTFA police payroll, as well a number of other payments, are made 'on budget', constituting well over 40% of total UN expenditure .

Increasing the transparency of the allocation of UN resources supports joint planning between the UN and the Government, and helps identify programming gaps. One programme will follow the CBF, which provides joint budgeting of all participating UN entities at outcome or priority level with a common budget against outputs and activities on an annual basis through the joint annual workplans. This will allow for a comprehensive costing of the results to be achieved under One Programme, assisting the Government and UN to pinpoint priority programmes for the UN to support to implement the ANPDF and achieve the SDGs.

The 2018 planned budget by contributing agencies is summarized in the below table. Noting that this is subject to change over the course of the year (as pipeline programmes are approved).

Agency	Planned Budget	Thematic Area
FAO	$24,605,306	Food Security, Nutrition and Livelihoods
ILO	$5,840,000	Education, Normative, Return and Reintegration
IOM	$62,000,000	Return and Reintegration
OHCHR	$250,000	Normative
UNDP	$527,064,908	Food, Health, Normative, Return and Reintegration, Rule of law
UNEP	$500,000	Food Security, Nutrition and Livelihoods
UNESCO	$10,438,560	Education, Normative, Return and Reintegration
UNFPA	$8,880,320	Education, Health, Normative, Return and Reintegration
UN Habitat	$40,680,276	Food Security, Return and Reintegration, Rule of Law
UNHCR	$75,987,232	Return and Reintegration
UNICEF	$121,851,760	Education, Food, Health, Normative, RR, Rule of Law
UNIDO	$836,000	Education, Food, Normative
UNMAS	$2,497,297	Normative, Return and Reintegration
UNODC	$10,130,000	Food, Health, Return and Reintegration, Rule of Law
UNOPS	$2,100,000	Education
UN Women	$5,802,603	Food, Normative, Return and Reintegration, Rule of Law
WFP	$66,200,000	Food Security, Nutrition and Livelihoods
WHO	$58,192,424	Food Security, Nutrition and Livelihoods, Health
TOTAL	**$1,023,856,686**	

5. Coordination Structures

The principal aim and value added of coordination is greater development impact. This requires increased levels of coherence with national goals and, quite possibly, fewer coordination mechanisms. Greater integration of the UN is possible with closer cooperation with the Government at ministerial and development council levels. This calls for joint analysis, planning and implementation with a defined assistance horizon and exit modalities. The UN, in particular UNAMA's donor coordination team, also stands ready to assist other development partners addressing different elements of the ANPDF, as well as in its commitment to attaining the SDGs.

Within the six thematic areas, a number of intergovernmental and UN entities engage through various fora. For example, in June 2017, the Durable Solutions Working Group on Displacement and Return (DSWG) became the primary mechanism through which the UN and NGOs coordinate the planning and

programming of durable solutions for IDPs and returnees while ensuring close links with the Government mechanism, the Displacement and Returns Executive Committee, DIREC. The DSWG is chaired by the Ministry of Refugees and Repatriations and co-chaired by IOM, UNDP and UNHCR on a rotational basis. Membership of the DSWG includes DIREC members (offices of the president and chief executive), ministries, UN agencies, NGOs and civil society organizations, which are actively engaged in implementing durable solution-related activities for IDPs and returnees in Afghanistan.

There is a need to address complex cooperation conditions and to modify existing mechanisms to improve development effectiveness. Moving forward, One Programme will be conducted under the guidance and in close coordination with the Development Councils. The Government of Afghanistan plays the key role in developing a system with which the UN can engage to deliver key outcomes that Afghanistan wishes to achieve.

Streamlined coordination mechanisms are summarized in Table 7 below.

Table 7 – Existing United Nations and Government Coordination Mechanisms

Thematic Area	Development Council	Existing mechanisms
Education	High Council on Poverty Reduction, Service Delivery and Citizen Engagement Human Development Council	Education: In August 2017, within the international community the UN took on the role of coordinator for the education sector from USAID. Agencies participate in MoE coordination bodies.
Food Security, Nutrition and Livelihoods	High Council on Poverty Reduction, Service Delivery and Citizen Engagement High Economic Council	High-Level Food Security and Nutrition Steering Committee Durable Solutions Working Group
Health	High Council on Poverty Reduction, Service Delivery and Citizen Engagement	High Level Health Sector Oversight Committee (MoPH, Canada, USAID, EU, WB, WHO, UNICEF, UNFPA). GFATM supported programs will be taken through a multi-sectoral committee of CCM (Country Coordination Mechanism). National and Regional Emergency Operations Centres (EOCs) for Polio Health Cluster
Normative	High Economic Council High Council on Reforms	N/A

Thematic Area	Development Council	Existing mechanisms
Return and Reintegration	High Council for Infrastructure Development Human Development Council High Council on Land and Water High Council on Urban Development	DiREC Durable Solutions Working Group Regional framework
Rule of Law	High Council for Rule of Law and Anti-Corruption High Council on Reforms	A wider group of stakeholders: specific thematic working groups and tasks forces, such as on Anti-Corruption, Gender Based Violence, Ending Early and Child Marriage Sub National Governance Coordination Forum (SNGCF). A Steering Committee including government, the electoral management bodies, UNAMA and UN agencies oversees support to the elections.

6. Monitoring and Evaluation

While each agency is governed by different regimes for monitoring, evaluation and transparency and accountability, they are similar and consistent with each other. There are three levels: a UN-wide level to ensure UN supported results at the national level; the agency level for accountability purposes to the separate agency governance bodies; and the project level. Lessons learnt from these processes, in particular from evaluations, are a mandatory input to any new programme and project design. Quality assurance mechanisms at the project design phase, such as appraisals, specifically look at how lessons learnt have been reflected in the design as part of their terms of reference.

Monitoring: At the UN level, the organization will use and help strengthen existing or foreseen government monitoring mechanisms within National Priority Programmes, or programmes flowing from them. For example, in the Education focus area, UN agencies work with other partners to support the Government to ensure effective monitoring of progress towards all three outcomes specified in the NESP under NPP 2 (Citizens' Charter) as well as the outcome specified under NPP 10 (Human Capital Development), feeding into the three pillars of the NESP. At the agency level, work includes dedicated monitoring and evaluation capacity within core teams, and engages continuous progress monitoring against results frameworks, in conjunction with government counterparts. Oversight is provided from the agency programme units that include dedicated monitoring and evaluation capacity. In addition, the UN's programme will have a governance system including a decision-making body, such as a board, that includes government and other stakeholders. The board is tasked, among other things, to review annual work plans and progress reports under each area of focus and approve changes as needed to achieve the results.

Evaluation: At the UN level, the organization will operate within the framework of the outcome indicators and targets detailed in each National Priority Programme or associated government sector strategies for tracking the results in all six thematic areas. In addition, the UN is mandated to undertake periodic joint reviews (mid-term and final) for its assistance frameworks. Indeed, it was the mid-term review of the

UNDAF that contributed to the current changes and realignments resulting in this paper. This paper and the assistance framework it outlines will last from 2018 to 2021, with an interim review scheduled for the end of 2019 and a final review at the start of 2022. The outcome groups which comprise the UN agencies operating within each UNDAF pillar have also conducted joint annual reviews of their annual workplans and progress towards achievement of the results. As the UN moves forward, it expects to undertake such reviews with the relevant government Development Councils. Again, taking the education focus area as an example, regular joint sector reviews will ensure effective sector-wide monitoring of policy targets. These efforts will strengthen MoE's system coherence and will directly contribute to the monitoring and reporting of progress towards the NESP III and SDG4 targets. The UN is keen to report to the development councils on the six thematic areas and awaits the Government's lead in establishing a mechanism to do this.

In his repositioning the UN development system to deliver on the 2030 agenda, the Secretary General's Report issued in June 2017 calls for a "single, joint annual report on UNCT results for the Government" and for "system-wide evaluations of performance and results". The Secretary General has expanded on this in his report issued in draft in December 2017 and calls for an "independent system-wide evaluation unit, to be administered by the Department of Management and directly accountable to the ECOSOC".

At the agency level, most UN agencies are required to have their own country programme which includes a results framework fully aligned with One UN *for* Afghanistan (which is itself fully aligned with the ANPDF). Each UN agency reports through a governance structure at the apex of which is the agency's governing body, such as the board located at the relevant headquarters, and is subject to periodic evaluation. Many agencies are also required to undergo other forms of results evaluations, such as assessments of development results that typically take place a period of time after the programme under review ends in order to assess the longer-term impact.

Programmes, at a minimum, require independent mid-term and final evaluations. Donors also require separate periodic reports on the use of their funds. All such monitoring and evaluation reports are prepared in close collaboration with government partners and are publicly available, and feed into agency country programme reviews, as are country office annual reports to their headquarters and donors.

Accountability and integrity of project management: To ensure accountability and integrity in project management, UN agencies comply with international financial management and procurement standards, such as the International Public Sector Accounting Standards (IPSAS). Usually once per year agency country offices are subjected to audits of their functional systems as well as overall office audits. Projects are systematically audited by external or independent auditors. Audits are publicly available for most agencies on their websites (in some cases, e.g. where the implementing partner is a government agency, this requires host government approval). These actions fall under the Preventive Measure of the United Nations Convention Against Corruption (UNCAC). The UN and its agencies adhere to the single audit principle. Thus, according to the Financial Regulations and Rules of the United Nations, UN agencies accounts are to be maintained and prepared in compliance with the UN System Accounting Standards. The UN General Assembly appoints a Board of Auditors to perform the external audit of the accounts of the UN. Further, UN agencies' audit functions are reviewed regularly to ensure compliance with

international standards, such as those set by the Institute of Internal Auditors that sets audit standards worldwide.[38]

Since 2007, the network of UN internal audit services (UN-RIAS) developed and implemented several frameworks for joint internal audits (Multi-Donor Trust Funds, Joint programming, Harmonized Approach to Cash Transfer (HACT) and Delivering as One programmes). The UN in Afghanistan already implements the HACT, for example, and in the case of joint programmes the internal auditors of each UN agency are responsible for auditing their own contribution to the joint programme, following each agency's regulations and rules, with a summary consolidation of results into one joint audit report. The joint report is public.

The Secretary General has also called for UN agencies to strengthen transparency of expenditures and results through system-wide enrolment in the International Aid Transparency Initiative (IATI), with which most agencies already comply. In addition, all UN agencies have provided, and will contribute more systematically, their data to the Development Assistance Database.

Value for money: Good value for money links the optimal use of resources to the delivery of desired outcomes and in a world of limited resources, is a key driver to Afghanistan receiving maximum benefit from donor funds. Value for money is assessed using three elements: economy (minimising the cost of resources used or required – spending less); efficiency (the relationship between the output from goods or services and the resources to produce them – spending well); and effectiveness (the relationship between the intended and actual results of public spending (outcomes) – spending wisely). If we use this approach in the Afghanistan context, we are looking for programmes, projects or activities that have delivered on their expected outcomes, using the funds provided during the foreseen timeline, with an efficient and economic mix of expertise and inputs. Data to make such assessments are explicitly derived from monitoring and accountability processes, and the accountability and integrity of project management mechanisms described above. Some examples that demonstrate value for money are provided in Annex C.

7. Exit Strategy

As noted in the United Nations paper, "Contributing to the ANPDF: The United Nations in Afghanistan working as one," there has been inadequate attention given to an exit strategy for UN programmes. To address this, concomitant with the One UN initiative in Afghanistan and expanding Government capacity and executive focus, the UN is now strengthening its commitment to an exit strategy. The UN recognizes that development programmes should be Afghan led and owned and will make every endeavor to avoid duplicating the work done by the different entities within the GoIRA. The UN continues to encourage government counterparts to do more in regards to development and remains commited to supporting only development with which the Government needs support.

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[38] It should be noted that the United Nations member states and governing bodies have frequently reasserted the single audit principle. For example, the High Level Committee on Management (HLCM) in its 2005 decision asserted that "the United Nations Board of Auditors and the appointed External Auditors of the specialized agencies and of the International Atomic Energy Agency, retain the exclusive right to carry out external audit of the accounts and statements of the United Nations Organizations."

UN agencies primarily deliver social benefits, with a corresponding exit strategy defined by the resolution of a specific problem, such as the eradication of polio. Up to now, UN agency exit strategies have therefore been broadly defined by:

- The accomplishment of specific goals – such as the achievement of the SDGs or satisfying the conditions of international treaties – with which UN agencies support programme design and delivery until specific objectives are attained; and
- The establishment of government institutions and capacity, rendering obsolete UN programmes and technical support.

In approaching work this way, the "exit" seems distant and a case can be made that the UN has diminished the sense of national ownership and leadership to which all international partners say they subscribe.

This UN programme proposes to redefine the UN's exit strategy as a structured series of reviews to refine UN support to achieve SDG targets sustainably, and in a manner that is specific for Afghanistan and bears in mind international obligations defined by instruments to which Afghanistan is a signatory.

Under this new approach, the UN and the Government would agree on goals or SDG target indicators in each thematic area, and applicable international obligations in the case of the Rule of Law and Normative areas, the satisfaction of which would trigger UN exit from the associated activity. This systematized process would be conducted on a fixed schedule: when this UN programme comes into effect; 2019; and 2021. At each review, the Government would lead an examination of progress toward specific objectives, confirm results and refocus the UN's contribution to realizing government priorities, based on comparative advantage, or not. This, furthermore, anticipates the approach towards achieving a reformed UN Country Team taken in the Secretary General's report on UN reform.

One of the UN's main roles, at the request of government, is to develop capacity in a variety of fields including: analysis; definition of priorities; planning and budgeting; and applying lessons learned. The UN expects its role to shift from delivery to capacity development, continually reducing UN involvement in development outcomes. This will result in UN agencies exiting specific activities, and shifting capacity to other national priorities or leaving Afghanistan altogether if they no longer are needed. For example, UNMAS transferred responsibility for coordination and management of the Mine Action Programme of Afghanistan (MAPA) to the Government's Directorate of Mine Action Coordination (DMAC). The implementation of a Balanced Scorecard system demonstrates the success of this handover and lasting impact, success driven by DMAC's dedication to national ownership and its drive for excellence. As things stand today, UNMAS has reduced its footprint from 500 employees ten years ago to a handful today.

One UN *for* Afghanistan marks a significant transition in joint planning between the UN and the Government. Reflecting the guidance from the Government and the UN reform agenda of the UN Secretary-General, the UN proposes to hold bi-annual reviews to ensure the most appropriate application of UN resources and capacity, at the Government's request, to help it realize its development objectives and the SDGs.

8. One Voice

UN agencies recognize that they need to strengthen their communication and public affairs work in order to improve understanding, especially among key Afghan audiences, of their goals, work and impact in support of the Government of Afghanistan. Indeed, the range and depth of the UN's work in Afghanistan needs to be better positioned to demonstrate how it dove-tails with Afghan priorities as articulated in the ANPDF and by Afghans themselves. The UN must place the Government centre-stage of its communication work, empowering Afghans to have a voice and lead development.

Part of the UN's communication work aims also to drive political and financial support by highlighting challenges and successes, countering narratives of despair, offering instead concrete examples of positive change.

UN agencies aim to enhance their transparency, as well as assist greater dialogue with Afghan audiences, by launching a One UN *for* Afghanistan website in mid-2018. The site is intended to provide consolidated information and features on a broad range of vital issues such as financing and tools enabling readers to gauge efficiency and effectiveness.

Under this One UN *for* Afghanistan UN agencies propose to enhance communication via traditional media such as television, radio, newspapers and on social platforms such as Facebook, Instagram, and Twitter to reach a wider and younger audience.

The UN's communication will be driven by the UN Communication Working Group. Thanks to the work of this group it will be possible to promote Afghan-led and UN-supported progress and development. Taking into account the ever-changing context of Afghanistan, communications will enable UN agencies to better gauge Afghans' perception of UN agencies' performance, position UN agencies as a reliable partner with expertise addressing Afghan needs, and communicate about the UN's performance and how it is making a difference. Communication together with UNAMA will foster more clarity on the link between peace, security and development, emphasising the centrality of stability to the success of the development enterprise.

9. Operating as one

Within the framework of inter-agency operations management and the principle of One UN, UN agencies have been working closely since late 2015 to: 1) harmonize administrative processes; 2) centralize UN common services for efficiency and cost-savings; and 3) unify UN procurement processes. The UN remains committed to being more cost-effective in terms of its operations and to this end would welcome the GoIRA's support in securing land and the provision of infrastructure.

Harmonizing administrative processes has included: a consistent range of pay rates for ancillary services in line with the local Afghan labour law (i.e. for skilled labour from AFN 30,900 to AFN 40,500 and for unskilled labor from AFN 23,900 to AFN 35,000 inclusive of all benefits per month); standardized per diem and local transport allowances for non-UN personnel; and a coordinated approach towards the contracting and outsourcing of unarmed guards with a standard pay scale package. The UNCT has established a Business Operations Strategy which is managed by the Operations Management Team

(OMT) and this enhances the administrative aspects of the UN delivering as one and leveraging economies of scale.

Centralizing UN common services refers to: logistics including the establishment of on-site fuel distribution and armoured vehicle maintenance and armoured vehicle tracking services; administrative services including the provision of mail, pouch services, visa processing and customs clearance as well as ICT support; and the provision of office and accommodation for UN staff; provision of procurement services by one agency to other UN agencies; and joint medical services in Kabul and regional offices.

Joint bidding and procurement services has led to: nineteen travel service contracts merged into two; eleven security service contracts merged into one; eight fuel supply contracts merged into one. The benefits of such joint bidding and procurement processes lie in the savings of both transaction costs and economies of scale. Specifically this covers various aspects of value for money, including volume discounts, on time delivery, reduced risk of delivery failure, reduced risks associated with cash based procurement, standardized goods and services and more importantly reduced administrative and procurement transactions associated with initiating one-off procurement processes. Over the last year UN agencies have saved over $500,000 this way. With harmonized procurement UN agencies will continue to save time and money while ensuring standardization of outputs, achieving economies of scale and avoiding delays in delivery. In addition, the UN is establishing the following Long Term Agreements for 2018: printing services; purchase of office furniture and equipment; and internet and mobile phone services.

10. The way forward: One UN for Afgahnistan and the new way of working

As this paper has set out, the UN is committed to working in a more coherent manner, i.e. as one, and at the same time having its programme more closely aligned to the development aspirations of Afghanistan, as articulated in the ANPDF. In this way it is not only following the direction it has been given by H.E. President Ghani, but is an early adopter of the vision provided in UN Secretary General Guterres' reports, *Repositioning the UN development system to deliver on the 2030 Agenda – Ensuring a Better Future for All* from June 2017 and *Repositioning the United Nations development system to deliver on the 2030 Agenda: our promise for dignity, prosperity and peace on a healthy planet*[39] The UN has identified initiatives for One UN *for* Afghanistan in the preceding sections of this paper, and these are encapsulated hereunder. These initiatives will be refined and taken further following the guidance of H.E. President Mohammad Ashraf Ghani and taking advantage of further possibilities as they emerge from the structural changes the Secretary-General envisages for UN agencies. To this end Delivering as One is fully in line with the standard operating procedures developed by the UNDG for countries adopting the Delivering as One approach and as recorded in the Resident Coordinators Annual Report of 2017.

<u>Mutual Accountability Framework</u>.[40] Secretary General Gutteres, in his second report on UN reform, notes that the "UN Development Assistance Framework will be positioned as the single most important UN country planning instrument in support of the 2030 Agenda"; that "UNDAFs will be reviewed and renamed to better reflect the comprehensive and integrated nature of the SDGs, which call for a reinvigorated partnership with Governments"; and he emphasises that "UNDAFs should become a clear, action-oriented

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[39] This report is still in draft at the time of this writing.
[40] Refer to Annex B. The UN is currently working on the Output Level Framework and the 2018 Joint Annual Work Plan (April 2018 – March 2019). The UN develops s Joint Annual Work Plan for April-March each year.

UN response to national development priorities in each country, integrating the Sustainable Development Goals". Reflecting this revised concept of the UNDAF, which concurs with H.E. President Ghani's request for a specific mutual accountability framework, the UN stands ready to develop such a framework, including benchmarks, under the lead of the government. The UN requires support of the Government, in particular of the Development Councils, in this regard; the UN alone cannot do it. Moreover, the Councils should lead the way on benchmarks. The mutual accountability framework will provide time-bound commitments both from the UN and the Government to achieve different outcomes and results, aligned to national priorities.

Alignment Action Plan. The UN is committed to aligning its programme and projects with the national and sector priorities. While the mutual accountability framework will work at the higher level, alignment is required at the levels of results and deliverables as well. Again, this will require further discussion with Development Councils or custodians of key initiatives, such as the NESP.

Development Assistance Database (DAD). The UN is available to work with the Government, in particular the Ministry of Finance, to report expenditure and results data to the DAD, thereby furthering transparency of international assistance and fostering closer coordination. The Ministry of Finance has recently informed the UN that it has strengthened its capacity in this regard and has renewed its call for the UN to report on 2016-2017 expenditure and offered the orientation and training to UN agency focal points. In addition, UN agencies will be required to also enter their data onto the International Aid Transparency Initiative, which is publicly accessible.

Comparative advantage based joint programming. Agencies commit to working jointly within the six thematic areas outlined in this paper.

Streamlining monitoring. While the existing monitoring mechanisms has been explained, the UN plans to streamline and realign monitoring systems within and across UN agencies, so that lasting impact and progress towards meeting outcomes can be better gauged. The UN would hope to align its systems with the Development Councils, their technical committees and other working groups. Doing so will help identify sustainable results, which in turn could mark opportunities for the UN to exit associated programme activities.

One voice. The UN's work in support of the Government is to be better communicated to demonstrate how the UN is behind the ANPDF. One such commitment is to provide officials with a simple 'one stop' access to the ways the UN is supporting the Government to achieve its development goals. Pursuant to guidance from the government to enhance transparency, by mid-2018, the UN proposes to share on a website what it does, the outcomes it helps the Government achieve and the associated costs by outcome, and the value it adds.

Annex A: One UN for Afghanistan Benchmarks

Thematic Areas	One UN *for* Afghanistan							
1 NORMATIVE	Outcomes	Indicators	Baseline (2017)	Target (2018)	Target (2019)	Target (2021)	MoV (Means of Verification)	SDGs
Outcome 1.1	The internationally recognized human rights of women and men, girls and boys in Afghanistan are respected, protected and fulfilled through compliance with international obligations, harmonization of national legislation and regular public reporting.	1.1.1. Timely and regular Government reporting to treaty bodies and UPR on implementation of normative human rights framework 1.1.2. Percentage of recommendations implemented from international human rights and rule of law mechanisms to which Afghanistan is a party	1.1.1. CEDAW report was due in July 2017; mandatory reports on ILO convention are due in March every 2 years 1.1.2. less than 30%	1.1.1. CEDAW, a second Treaty body report, ILO convention report & UPR reort are submitted 1.1.2 >30%	1.1.1. At least one report submitted 1.1.2. TBD	1.1.1. No report is overdue for more than 2 years 1.1.2. TBD	1.1.1. Public reports' submittal 1.1.2. review of recommendations informed by current policies and legislation	
UN Contribution	1.1.1. The national capacity is strengthened to regularly report on UN mechanisms and clear the reporting backlog by 2021 1.1.2 Increase in effective policy making, legislation and dissemination related to internationally recognized obligations through higher uptake of the recommendations through UN's advisory support							
Outcome 1.2.	The	1.2.1. Number of new		1.2.1. at	1.2.1 at	1.2.1 at least	1.2.1 official	1.2.1 All

				least 5 draft/ approved laws and laws;	least 4 draft/ approved laws;	2 draft/ approved laws;	gazette, ministries and parliament;	relevant; 1.2.2 all relevant;
	Government of Afghanistan shapes national policies and programmes observing international norms and standards, including multilateral agreements and the Sustainable Development Agenda.	national laws protecting and promoting rights of women, youth, minorities and other vulnerable populations with a view to "leaving no one behind" and to achieving the 2030 Agenda. 1.2.2. Number of new national mechanisms in place and/or sectoral policies or programmes implemented by the Government to meet national and international committments, including SDGs and 2030 Agenda	1.2.2. No baseline available	1.2.2. >3	1.2.2 >33 mechanism	1.2.2 at least 3 mechanism	1.2.2 Official gazette and other official documents establishing the mechanisms, launching programming, SOPs ToRs issued, appointments, meeting minutes	
UN Contribution	1.2.1 Capacity of the relevant line ministries are strengthened in drafting, dissemination, capacity development related to specific new laws that protect and promote the human rights in line with international obligations 1.2.2 Afghan policy makers and law makers can access and incorporate state of the art norms, goals and conventions							
Outcome 1.3	Robust data/information and statistics management in line with international standards, informs evidence-based decision-making across all sectors.	1.3.1. # of nationalized A-SDGs indicators with nation-wide data collection/analysis mechanisms providing disaggregated data to monitor progress, including by a) Conventional data collection methods (e.g. surveys); b) Administrative reporting systems; c) New data sources (e.g. big data)"	1.3.1 Baselines on nationalized A-SDGs indicators not determined	1.3.1. 50	1.3.1. 100	1.3.1. 190	1.3.1. review of SDGs progress databaseof CSO, MoEc, civil society organizations	

| UN Contribution | 1.2.1. The government's capacity is strengthened to design, implement and conduct analysis of the population census 1.2.2. The statistical agencies and line ministries demonstrate increased capacity to produce statistical year book and online A-SDG data repository using internationally agreed statistical methods | | | | | | | |

2 EDUCATION	Outcomes	Indicators	Baseline (2017)	Target (2018)	Target (2019)	Target (2021)	MoV (Means of Verification)	SDGs
Outcome 2.1	Quality and Relevance: All learners are prepared to contribute to the welfare of society and equipped for viable employment in the labor market through increased knowledge, skills, attitudes and values needed to be productive, healthy and responsible citizens. (NESP, Pillar 1)	2.1.1. Survival/retention rate in primary education	84.2% (Girls: 83.9% & Boys: 84.4%)	87%	90%	93%	MoE, Annual Education Statistics; DHS, MICS, ALCS	SDG 4 (all outcomes): ensure inclusive and equitable quality education and promote lifelong learning opportuities for all. SDG 5 (all outcomes): Achieve gender equality and empower all women and girls

UN Contribution	2.1.1 Education duty bearers and rights holders at national and sub-national level have increased capacity to plan for, implement and monitor a child-friendly education environment and develop and monitor student learning outcomes. 2.1.2 Government is supported in shift from knowledge- to competency-based curriculum, in line with national priorities. 2.1.3 Government supported in increasing the share of qualified female teachers, in areas with high gender disparity.						SDG 8 (outcome 3): Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
Outcome 2.2	Equitable Access: Increased equitable and inclusive access to relevant, safe, and quality learning opportunities for children, youth, and adults in Afghanistan, especially women and girls. (NESP, Pillar 2)	2.2.1. Primary education (1-6 grades) net attendance rate	57% (G: 48% & B: 65%) (ALCS 2016-2017)	61% (G: 54% & B: 68%)	65% (G: 60 & B: 70%)	69% (G: 65% & B: 73%)	MoE, Annual Education Statistics; DHS, MICS, ALCS	
		2.2.2. Number of out of school children (primary and lower secondary level)	3.5 mln (G: 2.5 mln & B: 1 mln)	3.15 mln	2.8 mln	2.5 mln	ESA, OOSC Country Report, EMIS	
		2.2.3. Gender parity index in net primary attendance rate	0.74	0.79	*0.86*	0.89	DHS, MICS, ALCS	
UN Contribution	2.2.1 Improved capacities of government and non-government organization to increase accessibility to and demand for inclusive quality formal and non-formal education. 2.2.2 Education authorities, families and communities are better able to support demand for, and access to primary and lower secondary education for girls. 2.2.3 National and sub-national education authorities have adequate capacity to mitigate, prepare for and respond to emergencies.						
Outcome 2.3.	Efficient and Transparent Management: Quality education services at national and	2.3.1. Share of Development Partners in Education which align their support with NESP III and Annual Operational Plan	<50%	>60%	>70%	>75%	Joint Education Sector Review Document (Annual); NESP III Operational Plan	

	sub-national levels are delivered transparently, cost-effective and efficiently. (NESP, Pillar 3)							
UN Contribution	2.3.1 Education authorities have increased capacity in evidence-based national and decentralised sector analysis, planning, coordination and management							

3 FOOD SECURITY, NUTRITION, LIVELIHOODS	**Outcomes**	**Indicators**	**Baseline (2017)**	**Target (2018)**	**Target (2019)**	**Target (2021)**	**MoV (Means of Verification)**	**SDGs**
Outcome 3.1	Food insecure populations, including crisis-affected people, have improved access to safe, nutritious and sufficient **food** all year round	3.1.2. % of food insecure population based on food security indicators	29%	28%	27.5%	26.5%	WFP/FAO/MAIL	SDG 2 (Target 1)
UN Contribution	3.1.1 Vulnerable people's food security is increased with access to nutritious food and improved livelihoods in order to meet their food and nutrition needs							
Outcome 3.2.	Vulnerable groups, in particular children	3.2.1. Percentage of children aged 6-59 months affected by severe acute malnutrition who are	87%	>75%	>75%	>75%	MoPH Nutrition MIS	SDG 2 (Target 2)

under five years, adolescent girls, and women of reproductive age, have improved nutritional status	discharged as recovered (cured)						
	3.2.2. No of children age 6-59 months who received Vitamin A supplements bi-Annually	8,544,672	9,800,000	9,800,000	9,800,000	NID reports	
	3.2.3. Number of adolescent girls (10-19 years) receive services for the prevention of anaemia (weekly, IFA)	1,584,585	1,305,087.00	1,305,087.00	1,305,087.00	WIFS database	
UN Contribution	3.2.1 Vulnerable people throughout the lifecycle – children 6-59 months, school children and adolescent girls, and PLWG – receive nutrition services, including appropriate specialized nutritious foods, and social and behavior change communication, in order to empower women and girls and prevent and treat malnutrition						
Outcome 3.3.	Small-scale subsistence farmers**,** including women, nomads, and pastoralists have improved sustainable crop and livestock production and productivity and increased access to markets	3.3.1 Average yearly income of vulnerable families including women from the selling of livestock and agriculture products	800	893	937	984	MAIL (SDGs)	SDG 2 (Target 3)
		3.3.2. Average irrigated/rainfed wheat production (MT/ha)	2.45/1.03	2.6/1.04	2.71/1.06	2.82/1.08	MAIL (SDGs)	
		3.3.3. Rainfed areas that come under the irrigation system (ha)	800,000	5000	5000	5000	MAIL (SDGs)	

UN Contribution	3.3.1 Agricultural production and productivity are increased through irrigation expansion and resilient farming practices 3.3.2. Income of small scale farmers is increased through sustainable food production systems							
Outcome 3.4	Rural communities and authorities have strengthened capacity to adapt to and mitigate climate change and increased resilience to cope, prevent and recover from climate-related and other natural disasters	3.4.1. Number of national/provincial development and key sectoral plans in which climate change and disaster risk reduction are explicitly addressed (national/provincial/sectoral)	0	1	5	10	Report to UNISDR, government strategy and law documents	SDG 1 (Target 5); SDG 2 (Target 4); SDG 13 (Target 1)
		3.4.2. Direct disaster economic loss in relation to the GDP	TBD	TBD	TBD	TBD	ANDMA (SDGs) **SDGs 1.5.2**	
		3.4.3 Number of national/provincial operational early warning systems (national/provincial)	0	1	5	10	government strategy documents, budget allocation, progress report	
UN Contribution	3.4.1 Vulnerable people's lives and livelihoods are protected with enhanced emergency preparedness and reduction of disaster risks 3.4.2.Government institutions have strengthened capacity to mitigate and adapt to climate change 3.4.3.Local communities have strengthened capacity to adapt to climate-induced disasters and mitigate climate change including through sustainable natural resources management							
Outcome 3.5	People have improved private sector-led opportunities for income,	3.5.1 Unemployment rate, by sex, age and persons with disabilities	%17 (1) %35 (2)	%16 (1) %32 (2)	%15 (1) %29 (2)	%14.5 (1) %27 (2)	CSO (SDGs)	SDG 8
		3.5.2 % of subsidy for producer of agriculture products	75	65	60	55	Ministry of Commerce, MAIL	

	employment and trade, including through value-added activities and value chains	3.5.3. % of provinces benefiting from strengthened agriculture value chains, by value chain	TBD	TBD	TBD	TBD	WFP	
		3.5.4. Average hourly earnings of female and male employees, by occupation, age and persons with disabilities	1.08	1.31	1.54	2	Asia Foundation	
UN Contribution	3.5.1 Local economies are improved through private-sector development 3.5.2. Jobs are created and unemployment is reduced through market-oriented skills development 3.5.3. Value chains are developed through public-private partnerships							

4 HEALTH	Outcomes	Indicators	Baseline (2017)	Target (2018)	Target (2019)	Target (2021)	MoV (Means of Verification)	SDGs
Outcome 4.1.	Strengthened, expanded, and sustained health system with well-functioning institutions, focusing on improving public perception of the health sector, national and local capacity for effective health planning, human	4.1.a: Proportion of children fully immunized 4.1.b: Proportion of out of pocket expenditure by household 4.1.c: Doses of roputine vaccines (BCG, Penta, Pneamococal, Measles) supplied	4.1.a 60% 4.1.b 73% 4.1.c: Penta 3.9 Million, BCG 1.3 Mln, Measles 2.6 Mln Pneumococal 1.3 Mln	TBD 4.1.c: Penta 3.9 Million, BCG 1.3 Mln Measles 2.6 Mln. Pneumococal 1.3 Mln	TBD 4.1.c: Penta 3.9 Million, BCG 1.3 Million, Measles 2.6 Million, Pneumococal 1.3 Million	4.1.a: 85% 4.1.b 60% 4.1.c: Penta 3.9 Million, BCG 1.3 Mln, Measles 2.6 Mln, Pneumococal 1.3 Mln	4.1.a DHS/AHS 4.1.b NHA 4.1.c Program records	

	resources, health information, health regulation and practices, diagnostic capacity of the health facilities, access and quality of health services, health financing mechanisms and increased domestic and international resource allocation for health							
UN Contribution	4.1.1 Provision of routine vaccine, provision of cold chain equipment, traiing of staff 4.1.2. Free upply of anti TB drugs, drugs for the treatment of PF Malaria, Anti Retrovirals and Long Lasting insecticide treated Bednets for the provention of Malaria 4.1..3. Provision of routine vaccine 4.1.4. Strengthened diagnostic capacity by establishing 6 regional reference lab 4.1.5. MDR TB managment strengthened by construction and equiping MDR wards in Gardiz and Kunduz							
Outcome 4.2.	Improved access to and utilization of high quality reproductive (including family	4.2.1 Under Five Mortality Rate (Per 1000 LBs) 4.2.2. Maternal Mortality Ratio (Per 100,000 LBs) 4.2.2.1 % skille birth attendance 4.2.3 % Contraceptive	4.2.1 70 4.2.2 est 629 4.2.3 20%	4.2.1 xx 4.2.2 est 597 4.2.3 24%	4.2.1 xx 4.2.2 est564 4.2.3 26%	4.2.1 46 4.2.2 est 500 4.2.3 30%	4.2.1 UN/IGME 4.2.2 UN/WHO 4.2.2.1 AHS/ALCSs 4.2.3 AHS/AfDHS 4.2.3.1	SDG 3

	planning), maternal, neonatal, child and adolescent health **(RMNCAH)** preventive and curative services	Prevalence Rate 4.2.3.1. Number of clients using different methods of family planning.					MoPH/HMIS report	
UN Contribution	4.2.1 Strengthened capacity of frontline workers on BEmONC, CEmONC, ENC, AdNC, IMNCI, FP, RMCH/FP counseling, MNDSR, CRVS, ICD-10, ETAT, STI, and Adolescent Health 4.2.2. Capacity of midwives strengthened, provision of RMNCAH services, including in remote white areas, midwifery helpline 4.2.3. Evidence based introduction of long term reversible and emergency contraceptives, contraceptive demand generation 4.2.4. RMNCAH Service clinical guidelines and training packages updated. 4.2.5. Support national civil registration and vital statistics						
Outcome 4.3.	Polio Eradication and Immunization : 90% coverage with all basic antigens at the national level and interrupt poliovirus transmission with certification standard surveillance	4.3 Interruption of wild polio virus circulation and maintain polio free status	13 cases	0	0	0	AFP Surveillance	

UN Contribution	4.3.1 Procurement and distribution of 100 millions doses of Polio vaccine to support campaigns 4.3.2. Support the implementation of 3 NIDs and 6 SNIDs in 2018 4.3.3 Coordinate the surveillance for poliovirus. Maintain a reporting network of more than 25,000 reporting volunteers and 3,500 health facilities across the country 4.3.4 Social mobilization activities through a chain of social mobilizers at the community level in high risk districts 4.3.5. Through regional and national certification committees facilitates certification and containment processes 4.3.6 Monitoring of quality of vaccination campaigns using post campaign monitoring in all districts as well as LQAS in selected high risk areas 4.3.7 Mobilize financial resources for operational cost of vaccination campaigns, vaccination of children on move, vaccine procurement, social mobilization and surveillance activities							
Outcome 4.4.	Health Emergencies: reduced death, illness and disability in the most acutely vulnerable population while complementing and strengthening existing health institutions to adequately prepare for and respond to conflicts, outbreaks and natural disaster-related health crises	4.4. Timely (24 - 48h) identification and response to the impact of emergencies on population health	750,000	60%	80%	100 % (1.4 Million)	Program records	

UN Contribution	4.4.1 Strengthen capacity of trauma care at provincial and districts hospitals level (provision of emergency kits, truma kits and consumables). Procurement and delivery of MISP, PHC, midwifery and trauma kits for emergency health services to crisis affected population. 4.4.2. Strengthening capacity of frontline Health Workers.							
Outcome 4.5.	CDs and NCDs: improved capacity to monitor the trends and delivery of integrated quality services that is inclusive and free of stigma and discrimination to help reduce the burden of communicable and non-communicable diseases	4.5.a. Case detection rate for all forms of tuberculosis 4.5.b. Mortality between ages 30 and 70 years from cardiovascular diseases, cancer, diabetes or chronic respiratory diseases	4.5.a. 69% 4.5.b. 31% (2014)	4.5.a. 70% 4.5.b. 35%	4.5.a.73% 4.5.b.35%	4.5.a.75% 4.5.b.33%	4.5.a.Annual TB Report 4.5.b. WHO NCD Country profiles	
UN Contribution	4.5.1. Doses of anti-TB medicines supplied (46,656 doses of for the treatment of TB, 450 doses for drug-resistant TB, 20,000 prophylaxis for 20,000 children under 5 years) 4.5.2. Assessment on prevalence of risk factors contributing to non-communicable diseases in Afghanistan, and facilitating evidence-informed decision making for control of non-communicable disease							
5 Return & Reintegration	**Outcomes**	**Indicators**	**Baseline (2017)**	**Target (2018)**	**Target (2019)**	**Target (2021)**	**MoV (Means of Verification)**	**SDGs**

Outcome 5.1	Access to basic services is increased and community resilience and social cohesion enhanced	5.1.1 # persons of concern have access to basic social services (education, health, food assistance, emergency shelter etc.) 5.1.2 # of communities experiencing enhanced social cohesion and community resilience 5.1.3 % of persons of concern with Specific Needs receiving services, including psychosocial support	222,266 5.1.2 0 5.1.5 20% from Iran	5.1.1 130,000 5.1.2 25 5.1.3 50% from Iran and Pakistan	5.1.1 TBD 5.1.2 50 5.1.3 50% from Iran & Pakistan	5.1.1 tbd 5.1.2 75 5.1.3 50% from Iran & Pakistan	Project Reports MoV• CDC data and reporting in relevant provinces • Project reports) IOM Beneficiary Selection Assessment Form (BSAF), Post Return Monitoring results	
UN Contribution	5.1.1 The UN provides the expertise, means of assistance, tools, and services to facilitate access to assistance to all returning Afghans. 5.1.2. The UN, in coordination with GoIRA, creates innovative and sustainable programmes, in coordination with and maximising GoIRA in line with NPPs, to foster social cohesion 5.1.3. The UN provides targeted expertise to uphold global, regional, and national standards to ensure that PSNs receive enhanced protection services to mitigate their vulnerability 5.1.4. As lead of the ES-NFI cluster in country, support GoIRA to provide the needed expertise, tools, and services to ensure the provision of winterisation assistance							
Outcome 5.2.	Returnees and IDPs have improved access to adequate Land and Housing	5.2.1 # of properties surveyed and returnees registered and selected for Land and Housing, including Land Allocation Schemes5.2.2 # of occupancy certificates issued for returnees/IDPs5.2.3 # of returnees/IDPs/families receiving shelter assistance through cash grant, construction	5.2.1 12,600 jeribs/2,525 ha of state land (UN-Habitat, ARAZI)5.2.2 3,200 families5.2.3 1,200 families	5.2.1 12,600 jeribs/2,525 ha of state land (UN-Habitat, ARAZI)5.2.2 2,500 families5.2.3 2,500 families	5.2.1 25,300 jeribs/5,050 ha of state land (UN-Habitat, ARAZI)5.2.2 500 families5.2.3 500 families	5.2.1. TBD5.2.2. TBD5.2.3. TBD	5.2.1 Land Bank Project Report, Satellite imagery, land transfer documents 5.2.2 SHURA project report, Beneficiary & Land Selection Assessment Report, Land Title Distribution	

	materials, and rental accommodation support						List; ARAZI, IDLG, Municipalities 5.2.3 SHURA project report, Shelter List5.2.3 UN-Habitat/SHURA
UN Contribution	5.2.1 At the request of the GoIRA the UN will provide the specific expertise, tools, and services to support the GoIRA in drafting policy related to the technical procedures for land and beneficiary selection. 5.2.2. The UN provides the specific expertise, tools, and services to design a profiling exercise that will inform beneficiaries selection and access to shelter and ensure accountability and transparency in that the registration and beneficiaries selection of beneficiaries for land is fair, accountable, transparent, and free of corruption 5.2.32. Technical support to the GoIRA to provide the needed expertise, tools, and services to ensure in the provision of land documentation.						
Outcome 5.3	Access to livelihoods and jobs enhanced through market based programmes	5.3.1 # of returnees, IDPs and host communities receiving business support including seed capital grant, production/tool kits, and entrepreneurship / business guidance and training 5.3.2 # of returnees, IDPs and host communities receiving job placement and TVET trainings 5.3.3 # of Persons of Concern with specific needs receiving livelihoods suport through cash, vouchers, seed capital grant etc.	5.3.1 0 5.3.2 0 5.3.3 0	5.3.1 150 5.3.2 300 5.3.3 1,300	5.3.1 300 5.3.2 600 5.3.3 2,600	5.3.1 460 5.3.2 1000 5.3.3 4,000	• ILO Afghanistan income generation data – by province. • TVET service providers' reports • Project reports

UN Contribution	5.3 Access to livelihoods and jobs enhanced through market based programmes 5.3.1 The UN supports the GoIRA to ensure access to entrepreneurship, vocational and literacy training for Afghans 5.3.2. The UN will support the GoIRA to provide job placements for Afghans (including PSN) and support business groups 5.3.3. Support the GoIRA to facilitate access to financial services.						
Outcome 5.4.	Voluntary, gradual and safe return, regular and responsible migration and mobility facilitated through the implementation of well-planned and managed policies	5.4.1 % of Afghans who have returned voluntarily in safety and dignity through UNHCR's Voluntary Repatriation and IOM's Cross Border / Assisted Voluntary Return and Reintegration programmes 5.4.2 Counterparts (including development agencies and private sector) are engaged in strategic planning and implementation	5.4.1 80% from Pakistan; 5% from Iran 5.4.2 IOM - YES (RADA Steering Committee)	5.4.1 80% from Pakistan; 5% from Iran 5.4.2 IOM - YES	5.4.1 80% from Pakistan; 5% from Iran 5.4.2 IOM - YES	5.4.1 80% from Pakistan; 5% from Iran 5.4.2 IOM - YES	DiREC meeting minutes IOM Beneficiary Selection Assessment Form (BSAF), Post Return Monitoring results RADA Steering Committee meeting minutes
UN Contribution	5.4.1Support the GoIRA by border monitoring and post return assistance in encashment and transit centers. 5.4.2. Support the GoIRA in conducting return monitoring as well as displacement tracking analysis so to inform coordinated response through DiREC. 5.4.3. Support GoIRA to develop national policy related to return and sustainable reintegration.						
Outcome 5.5	Access of the returnees, displaced populations, and host communities to the infrastructural services in areas of high	5.5.1 # of technically qualified staff to provide quality management support, service delivery and data analysis for informed decision making in MoPH and MoI5.5.2 % of households provided with NFIs, winterization assistance.5.5.3 % of	5.51 1,380 5.5.2 85% of returnees from Pakistan5.5.3 85%	5.5.1 1950 (law personnel and healthcare givers)5.5.2 80%5.5.3 80%	5.5.1 1350 (law personnel and healthcare givers)5.5.2 80% 5.5.3 80%	5.5.1 750 Law personnel5.5.2 80%5.5.3 80%	IOM Beneficiary Selection Assessment Form (BSAF) and Post Return Monitoring results

	return and displacement, including (or particularly) in the returnee townships is enhanced.	targeted households whose basic needs are met with multi-purpose cash grants or vouchers (returnees from Pakistan)							
UN Contribution	5.5.1 Support the GoIRA to provide the needed expertise, tools, and services to enhance the provision of ensure the provision of insfrastructural services 5.5.2 Support provided to the GoIRA to rehabilitate and construct small infrastructures (ie irrigation, road construction, water points) in areas of high return and displacements								

6 Rule of Law & Governance	**Outcomes**	**Indicators**	**Baseline (2017)**	**Target (2018)**	**Target (2019)**	**Target (2021)**	**MoV (Means of Verification)**	**SDGs**
Outcome 6.1	The government's Justice Sector Reform initiatives supported leading to an impartial, transparent, and accountable justice system and application of law; improved delivery and enforcement of court judgements and decisions;	% of population perceiving the dispute resolution institutions as fair and trusted: a) Huquq department b) state court c) local shuras/jirgas # of first instance decisions made by the ACJC (annually)	a) 74 b) 63 c) 82 93 individual sentences in 24 cases (date 1 Jan 2017 - 26 November 2017)	a) 75 b) 65 c) 85 Target to be set by Government, Indicative target: 150 individual sentences in 35 cases	a) 77 b) 67 c) 87 Target to be set by Government, Indicative target: 150 individual sentences in 35 cases	a) 79 b) 69 c) 88 Target to be set by Government, Indicative target: 150 individual sentences in 35 cases	Afghanistan Survey - Asia Foundation ACJC - Completed Cases Tracker (Resolute Support) based on ACJC data	16

	improved access to, delivery, and use of the formal justice system; increased trust in judicial services; and a fully operational and independent Anti-Corruption Justice Centre.							
UN Contribution	6.1.1. Implementation plan of MoJ / AGO / SC / MoIA / AIBA / Constitutional Oversight Commission under JJRP implemented 6.1.2. National Anti-Corruption Strategy implemented and ACJC fully operational							
Outcome 6.2.	Strengthened electoral and representative institutions and systems better able to ensure full public participation, representation, and transparency in electoral processes	Availability of revised and approved regulations, procedures and plans for (1) voter registration, (2) candidate nominations, (3) polling procedures and (4) results management are adopted and implemented by the IEC. (Score: 1-4) % of electoral complaints, which are timely adjudicated by the ECC as per the national electoral legal framework	0 8994 (for 2014 Presidential elections)	1 100	4 100	4 100	IEC/UNUESP records	16

		(applicable only during electoral years)	0	TBD	50%	TBD	Parliamentary records	
		Progress towards meeting IPU benchmarks for democratically elected legislatures						
UN Contribution	6.2.1 . Electoral reform measures approved and adopted, operational, planning and budget-related issues addressed. 6.2.2. Administrative capacity of the Parliament of Afghanistan developed to enable the Parliament to fulfil its constitutional mandate.							
Outcome 6.3.	More capable and inclusive provincial and municipal governments are better able to plan, monitor and budget for accountable and transparent service delivery in accordance with the Sub-National Governance Policy and National Priority Plan	Number of decentralization policies developed that are referenced in the Sub-National Governance Policy and Governance National Priority Plan. - subject to the number of decentralization policies referenced in the SNGP% of population that have access to data on government budgets allocation # of reports of activities of the Oversight Commission on Access to Information that are made publicly available]	0 - since SNGP and Governance NPP are not developed	1	2	4	Budget Performance Report?OBI global score	10, 16

UN Contribution	6.3.1. Public sector management and aid effectiveness mechanisms developed and implemented. 6.3.2. Evidence base established for sub-national policy and planning processes. 6.3.3. Provincial Development Plans and subnational policies developed through participative processes, including civil society engagement.							
Outcome 6.4.	Increased participation of women in civil service and public life; full implementation of the Government's commitment to women's empowerment through the National Priority Programme on WEE (priority 2.6, ANPDF), Citizen's Charter, NAP on UNSCR 1325, UNSCR 2250 and other mechanisms of rule of law and governance	% of females in the civil service % of females who are decision-makers in government positions: a) parliamentary staff; b) provincial council; c) out of rank; d) over rank; e) Grade I; f) Grade II; g) Grade III; h) Above over rank % of recommendations refered to in the final report on progress against NAPWA 2007-2017 imple mented	22,48% (2016 Survey) a) 31.3; b) 21.7; c) 20.3; d) 14; e) 4; f) 6.7; g) 11.3; h) 6 0	25 a) 31.3; b) 21.7; c) 20.3; d) 14; e) 6; f) 8; g) 12; h) 7 0	27 a) 33; b) 21.7; c) 20.3; d) 14; e) 8; f) 9; g) 13; h) 8 50	30 a) 33; b) 25; c) 22; d) 15; e) 10; f) 10; g) 15; h) 10 100	Women and Men in Decision Making Survey (CSO) Females in civil service (CSO) MoWA	5

UN Contribution	6.4.1. Ministry of Women's Affairs capacity enables it to play its coordinating role on gender mainstreaming accross state institutions. 6.4.2. National human resource pool of gender experts and support to women's economic empowerment initiatives established.							
Outcome 6.5.	Improved security and reduced conflicts for communities and enhanced law enforcement capacity to combat drug trafficking and transnational organized crime.	Level of safety and security at district level: % who believe (A) security improved; (B) Security situation has no positive or negative change; (C) security has deteriorated in the past 12 months.	a) 16 b) 24	a) 20 b) 25	a) 22 b) 27	a) 25 b) 30	Asia Foundation (Q4, Q5, Q14, Q54)	16
		% of population perceiving that the Afghan National Police helps improve security	83	85	88	90		
		% of the population confident in reconciliation efforts between the Government and Taliban.	52.3	55	57	60		
		# of narcotics traffickers prosecuted at the Counter Narcotics Justice Center (?) [TBC]- NB: included in the Ministry of Counter Narcotics' Afghan National Drug Action Plan 2015-2019	660	TBD by Government, Indicative target: 700	TBD, Indicative target: 700	TBD, Indicative target: 700	Ministry of Counter Narcotics Data	
UN Contribution	6.4.1. MOIA and ANP capacited to enable the ANP to fulfill its mandate as a professional police force. 6.4.2. The High Peace Council capacited to facilitate the reconciliation process. 6.4.3. National Drug Action Plan implemented.							

In 2016, the Islamic Republic of Afghanistan (GoIRA) launched the Afghanistan National Peace and Development Framework (ANPDF) to carry the country forward from 2017 to 2021. The United Nations Mission in Afghanistan (UNAMA) and the United Nations Agencies, Funds and Programmes (hereafter 'UN agencies') recognize the ANPDF, and the development planning system that underpins it, as the single coordinating structure for development assistance. This comprehensive framework serves to focus all development assistance to Afghanistan around the priorities of the GoIRA, ensuring that Afghanistan's development is Afghan led and owned.

The UN has developed a One UN *for* Afghanistan to support the ANPDF while reflecting the global objectives of the United Nations, in particular the 2030 Agenda for Sustainable Development. The programme includes 6 thematic areas, namely: education; food security, nutrition and livelihoods; health; norms; return and reintegration; and rule of law. The Government of Afghanistan has requested the creation of a fund to support the programme. The UN Resident Coordinator has requested the UN Multi-Partner Trust Fund Office as a centre of expertise on pooled financing to support the design and establishment of this MPTF.

The UN in Afghanistan has successful experience in working together via country-based pooled funds, in the context of the humanitarian portfolio, where a pooled funding instrument - the Afghanistan Humanitarian Fund (Afghanistan CHF)-, managed by OCHA and administered by the MPTF Office, was established to support the umanitarian response plan (HRP). Similar, joint multi-partner trust funds of scale have not previously been established in support of the UN development framework and plan in Afghanistan.

EXPERIENCE WITH UN POOLED FUNDS: THE AFGHANISTAN COMMON HUMANITARIAN FUND

The Afghanistan Common Humanitarian Fund is a pooled fund established in 2014 for humanitarian activities in Afghanistan. Under the overall authority of the Humanitarian Coordinator (HC), it is intended to give the HC greater ability to address the most critical needs, and enable efficient, rapid response to unforeseen circumstances. The Fund has mobilized over US $ 196 million over 4 years.

- 9 Donors have contributed to the fund: DFID, Australia, Korea, Switzerland, Sweden, Norway, Germany, Denmark and the Netherlands.
- A total of 8 agencies have received funding as implementing partners.
- OCHA serves as Managing Agent to transfer funds to the NGOs

A multi-partner trust fund for Afghanistan

Experience shows that well designed, capitalized and rapidly operationalized pooled funds can act as gravity centres to improve aid effectiveness by promoting policy coherence, support under-funded priorities and leverage the capacity of a wide range of partners.

Comparative Advantage

- National ownership and leadership is ensured through the Fund governance structure, where the Fund Steering Committee would be co-chaired by the Government of Afghanistan with the UN Resident Coordinator.
- It would build on and complement the UN's existing work in Afghanistan - territorial presence, mechanisms and implementation partners, and alliances with national and local actors.
- The Fund would finance and build bridges across the humanitarian, peace and development, building in the Delivering as One experience and in line with the current reforms of the UN Secretary-General and integrated nature of the SDG agenda.
- The legal agreements with the United Nations agencies (MOU) and donors (SAA) are pre-cleared, standardized and are legally recognized by all institutions, which allows the Fund to be established rapidly, i.e., within a matter of days.
- The Fund enables the adoption of a streamlined project appraisal and approval cycle, with the possibility of reducing the cycle timeline up to 1 week.
- The Fund is a flexible mechanism that adapts to any change, allowing to perform a review of the terms of reference, to open new thematic components or new implementation windows, and the participation of new implementing entities among others.

Scope and Architecture

The Afghanistan Fund for the SDGs would be established under the umbrella of a broader UN collaborative framework with Government and partners and where the nexus between development-peace and humanitarian outcomes is materialized. A strategic SDG platform would be established to ensure the coordination and the complementarity of all the UN action, including the identification of collective outcomes in the development-peace-humanitarian domains that would bring the greatest benefit to the people of Afghanistan.
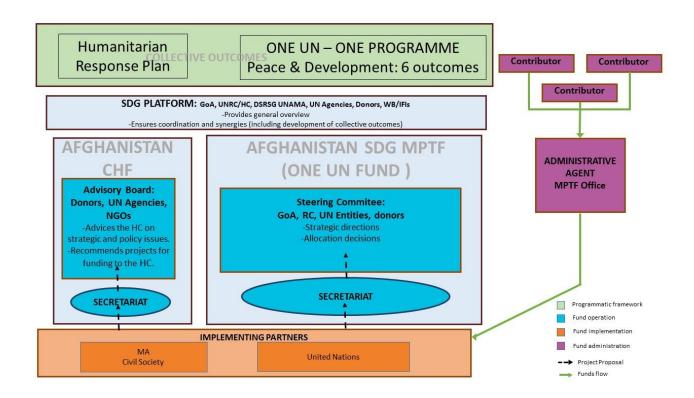
The MPTF Afghanistan SDG Fund will finance prioritized *synergetic areas within the 6 thematic areas* of the One UN Programme:

➢ Education;
➢ Food Security, Nutrition and Livelihoods;
➢ Health;
➢ Norms;
➢ Return and reintegration; and
➢ Rule of Law.

Pooled Fund Capitalization

Experience with country based Multi-Partner Trust Funds indicates that the target level of capitalization of these flexible pooled instruments should be approximately 15% over the overall development expenditure of the UN System in the country. This is similar to the 15% target confirmed in the World Humanitarian Summit for the capitalization of humanitarian pooled funds as a proportion of HRP funding. This allows for the flexible, joint instrument to respond and adapt to joint priorities of the One Programme, for the fund to act as a center of gravity for joint priorities, be sufficiently influential to respond to changing needs across sectors, but not compete with agency specific funding. At this target level, the Afghanistan SDG MPTF would expect be capitalized at a level of approximately $150 million per year.

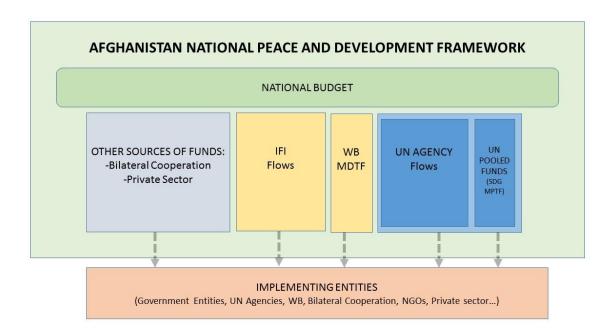*Figure 1: Proposed Governance Architecture of the One UN for Afghanistan MPTF*

I. Other considerations

Links with other funding instruments

The UN MPTF would represent an additional financing instrument supporting the outcomes to be attained via the ANPDF. The fund would have a clearly defined and complementary role, and add value within the broader financing ecosystem. The fund's terms of reference would articulate coordination between various instruments to ensure country priorities are addressed in a coherent manner, minimizing the risk of duplication and gaps.

The existence of several pooled funds is not a constraint provided that the programmatic scope and function of each fund be clearly spelt out and that an umbrella governance structure be established to provide some common strategic direction and oversight. Indeed, pooled funds can combine resources and/or sequence efforts to meet complex strategic needs. The UN and WB have experience on joint initiatives where the World Bank Group and the UN system maximize their comparative analytical, financial, technical and project management strengths to support Governments' agendas.

Figure 2: Financing Architecture/Structure

AFGHANISTAN NATIONAL PEACE AND DEVELOPMENT FRAMEWORK

Other Functions of the Fund

The Fund could also serve to finance a series of cross-cutting activities that advance the overall coherence and efficiency of the UN's work in the country:

➢ Coordination including support to the SDG platform.
➢ Monitoring and Evaluation, including providing data to the National M&E system for the ANPDF.
➢ Risk management.

Steps to establishing a fund

The concept for the Afghanistan SDG MPTF (One UN Fund) is a proposal of the Government, UNCT and other entities; therefore, the scope, target activities, and governance architecture for the proposed Fund are to be discussed and agreed with these partners.

Once a decision is made on the key elements of the proposal, the Resident Coordinator in Afghanistan has the authority to request the establishment of the Fund to the MPTF Office. The steps to establish the Fund are:

1. The RC, supported by the MPTFO, prepares the Terms of Reference of the Fund, including:
➢ Developing the fund's results framework to guide its allocation decisions: (i) define the fund's programmatic scope; (ii) articulate the theory of change (TOC) to achieve these objectives; (iii) translate this TOC into measurable outcomes and outputs at the fund level; and (iv) estimate the fund's financial needs.
➢ Define the fund governance architecture to ensure a transparent and accountable process for resource allocation, monitoring and reporting in line with the fund results framework. The governance architecture is made up of: (i) Fund Operation—the Steering Committee and Secretariat; (ii) Fund Administrator—the MPTF Office; and (iii) Fund Implementation—UN organizations and nongovernmental organizations (NGOs).
2. The RC requests the MPTF Office to act as Administrative Agent (AA) of the Fund.
3. The Executive Coordinator of the MPTF Office agrees to act as Administrative Agent.

4. The Administrative Agent signs a Memorandum of Understanding (MOU) with Participating UN organizations (2 agencies minimum to establish the Fund).
5. The Administrative Agent signs the contribution Standard Administrative Agreements (SAAs) with donors.

Examples of comparable UN multi-partner trust funds

Malawi

In 2012, the Steering Committee of the Malawi One Fund decided to open a Humanitarian Window to convert this pure development instrument into a pivot fund. The aim was to address both humanitarian and development needs under strong national leadership and ownership. The ancillary benefits have been considerable, with the Window increasing transparency, strengthening coordination and hastening disaster response. The Humanitarian Window supports the government-led emergency response plan and is co-chaired by government. With proposals developed in consultation with humanitarian cluster members, it has increased coordination among UN agencies, as well as Implementing Organizations. The Humanitarian Country Team provides a platform where priority setting and implementation is discussed, further increasing transparency among humanitarian actors. Before the establishment of the Humanitarian Window, resource mobilization invariably commenced after a disaster occurred, delaying the response to affected communities. The existence of the Humanitarian Window during the 2015 floods, for instance, enabled a quick activation of relief efforts, averting further human misery.

Colombia

The UN Post-Conflict MPTF for Colombia represents an important strategic alliance between the Government of Colombia, the UN and the international community, which are working together to advance the post-conflict peace, development and stabilization agenda in Colombia in support of the SDGs. The Fund is strategically aligned with the National Development Plan for 2014-2018, Todos por un Nuevo País (in Spanish), and the UN´s Development Assistance Framework for 2015-2019. It is also an integral part of the new institutional structure, the Colombia in Peace Fund, created by the Colombian Government to bring about close coordination between the different international cooperation funds. The Fund operates through 3 implementation windows: (i) for the United Nations, (ii) for the National Government, and (iii) for civil society (with UNDP acting as managing agent). The Steering Committee, supported by the technical committee, has ensured that the windows work together, guaranteeing both complementarity and an effective response to the funding gaps for critical post-conflict intervention. The Fund has established 8 results based on the post-conflict strategy of the Colombian government, and to which each of its interventions respond. With 12 donor contributors, the Fund is capitalized at $75 million in its first year of operation.

Comparative advantage of pooled funds

Flexibility

Pooled funding mechanisms are flexible tools that can easily be remodeled to address specific challenges and enable more efficient ways of working. Solutions to overcome the humanitarian-development-peace nexus challenges have already been successfully piloted through pooled funds at both global and country

levels. Innovation can happen at the design phase of the fund, as illustrated by the Ebola Response MPTF or, it can be integrated during the course of implementation, as in the case of the Humanitarian Window of the Malawi One Fund. Pooled Funds are versatile and offer the ability to adapt to quickly changing situations.

Coherence

Well capitalized pooled funds act as centers of gravity to improve effectiveness, reduce duplication and promote alignment among UN agencies and beyond. Their governance mechanisms allow a wide range of partners (notably UN, development partners, national government and civil society) to collectively agree on priorities and strategies. As a result, they create synergies and complementarities with programmes funded from other sources and implemented by other partners.

Collective Outcomes

Pooled funds are investment vehicles designed to promote integrated, cross-cutting initiatives over a long period of time. Compared to individual projects from a variety of implementing entities, well designed pooled funds can support comprehensive theories of change. These can articulate the causal linkages and actions required by all humanitarian-development and peace partners to achieve collective outcomes.

Managing Risks

Pooled funds offer a number of options to better manage risk for individual development partners, particularly in fragile and conflict-affected contexts. The governance arrangement of a pooled fund, which brings the government, UN and development partners regularly together in a steering committee setting, provides a unique platform for developing a shared understanding and coordinated management of risks. This allows for a better balance between contextual risk, programmatic and institutional risks. Shared decision making and oversight in pooled funds spread individual donor exposure to political and reputational risk.

Annex C: Examples of Value for Money

UNICEF Pharmaceutical supplies

The UNICEF global pharmaceutical procurement programme is frequently cited as an example of a programme providing excellent value for money. UNICEF's has contracts with partners in over 100 countries and procured vaccines worth USD 1.643 billion in 2016. As an example, UNICEF has been able to halve the cost of the important pentavalent vaccine, saving an estimated USD113.7 million between 2012 and 2016 for its customers. With a catalogue of over 2,000 items and global high volume agreements, UNICEF supplies high volume life-saving items in the most efficient, safe, secure and simplified manner

possible while delivering value for money in terms of both cost and quality. All pharmaceuticals and vaccines comply with Good Manufacturing Practice guidelines and WHO standards and requirements.

In the case of Afghanistan around $45 million of supplies were sourced in 2017 alone in support of various country level programmes managed by UN agencies, with savings estimated at $5 million.

UNDP LOTFA Payroll Management

One principle outcome of the LOTFA activities is the payment of accurate, timely salaries to the police and other staff at the MOIA. Over the last year, for example, out of 153 payroll stations nationwide, only 1-2 stations per month experienced a delay in salary processing, due principally to late submission of time sheet data, resulting in more than 99% of targeted staff receiving their salary in a timely manner.

This service is provided by a team comprising 35 national staff of the SPM project, 6 NTAs based at the MOIA, all overseen and technically supported by 3 full-time international staff. This service is both significantly improved over the years in delivering outputs, namely the payment of timely and accurate salaries (2.3bn Afghanis per month), whilst it is provided by a largely national team with a significant reduction in required international staff support in recent years.

UNFPA - Remote Sensing Project: Population Estimation using High Resolution Satellite Imagery

Current and spatially precise population estimates are a critical data input for effective governance and planning. The last national population census in Afghanistan was conducted in 1979, and this covered only 67% of the districts due to security reasons. Ongoing insecurity has hampered recent plans to conduct a full population census. Starting in 2011, the Afghanistan Central Statistics Office (CSO) has been conducting a form of the rolling census, the Socio-Demographic and Economic Survey, one or more provinces at a time, which includes a full household enumeration and detailed data collection for 50% of households. Due to a pressing need for spatially disaggregated, recent population data for the whole country, high-resolution population mapping was identified as an innovative approach, quicker in delivering the results and cheaper regarding investment. The project has been implemented by the CSO with the technical assistance of UNFPA and in collaboration with the Flowminder Foundation, a UK based well recognized Research Institution for population estimation using remote sensing technology.

Population predictions make use of a range of ancillary datasets which have a statistical relationship with population counts such as the number of individual compounds, the area of each EA which is "settled," satellite-derived enhanced vegetation index, satellite-derived night-time lights and slope. Population counts are a critical data input for efforts in governance, planning, implementation and monitoring of development programs and projects for implementation of the ANPDF and sector strategic plans. In addition, the population estimation provides the basis for monitoring the SDG indicators. The project cost just $630,000 and is a temporary bridge to provide improved population data, pending a full census which is projected to cost in the region of $100 million.

Normative: Reducing Civilian Casualties by Pro-Government Forces

During and immediately after the transition of combat functions from international military forces to Afghan National Defence and Security Forces at the end of 2014, the UN documented a steady increase in civilian casualties attributable to Pro-Government Forces, particularly harm caused by the Afghan National Army during ground engagements. As the conflict intensified, civilian casualties attributed to Pro-Government Forces reached a peak in 2016 of 2,731 (905 deaths and 1,826 injured).

In response, the UN increased its engagement with the Government. This included structured tactic- and location- specific information sharing with security bodies; advocacy, particularly on the need for a

National Policy on Civilian Casualty Prevention and Mitigation; and outlining concrete steps which could be taken by Afghan National Defence and Security Forces to reduce the harm to civilians.

The UN's targeted advocacy accompanies its efforts to document and verify every single civilian casualty within a conflict, and to de-conflict reports of casualty incidents with government interlocutors, enabling the UN to help the government (and other parties to the conflict) to improve the protection of civilians.

Key Achievements

The National Policy on Civilian Casualty Prevention and Mitigation was formally adopted by the Government in October 2017 following support and advocacy from the UN. The National Policy on Civilian Casualty Prevention and Mitigation institutionalises existing measures being taken by the Government to prevent conflict-related harm. It includes engaging in its own monitoring, and creating incident reports which enable the various Government security institutions to follow up on individual incidents resulting in civilian casualties, both to assist in preventing recurrence of similar incidents, and also, where applicable, to hold those responsible to account. UN figures covering the first nine months of 2017, noted an overall six per cent decrease in civilian casualties – 8,062 civilian casualties recorded in the first nine months of 2017 compared to 8,531 during the same period in 2016, and a 15 per cent reduction in civilian casualties from ground engagements between parties to the conflict – recording 2,817 civilian casualties from ground engagements compared to 3,319 during the same period in 2016. The six per cent overall reduction in civilian casualties arose from a substantial decline - 38 per cent - in the number of civilians killed or injured by Pro-Government Forces during ground fighting.

The UN welcomes the continued commitment of the Government to adopt measures to mitigate civilian casualties as evidenced by the National Policy on Civilian Casualty Prevention and Mitigation, as well as by the Government's ratification in August 2017 of the Convention on Certain Conventional Weapons, including Protocol V concerning Explosive Remnants of War. The UN will continue to work closely with the Government to support implementation of all measures to protect civilians.

Education: Improving access to learning opportunities for girls in Afghanistan through community based education

Despite an eight-fold increase in primary school enrolment since 2001, a combination of system, supply and demand factors act as barriers to girls' accessing schools. Primary school net attendance rate for girls is 48 percent and for boys 65 percent. Gender equality, though improving remains, a challenge. Girls' enrolment seems to have plateaued over the past year and sustained support is required to keep the 8.7 million children in school and to enrol and maintain an estimated 3.5 million out-of-school children (75 percent girls) in school.

Key Achievements

Afghanistan's Education programme is guided by the National Education Strategic Plan (NESP III, 2017-2021). UN agencies and partners have been supporting Community-Based Education (CBE), which has a track-record being one of the most effective means to increase enrolment and maintenance of children, especially girls in schools, to expand learning opportunities, especially for girls. CBE offers an opportunity to provide learning and access to schools within walking distance; setting up CBE classes is based on community demand and is in line with the Government CBE policy; and teachers are identified locally which leads to a greater acceptance and willingness to send girls to school. While the community provides a space for CBE classes, the government's curriculum and training for teachers is taught. Each CBE class

receives a minimum package of teaching, learning and classroom materials. Provincial and District Education Directorates (PEDs/DEDs) play a key role in overseeing CBE implementation and work closely with the communities, and work in partnership with NGOs, particularly where access is difficult have been established. **In 2017, estimated 393,453 children accessed 14,728 CBE classes**.

Health: Eradicating polio

Target (as outlined in the National Polio Eradication Emergency Action Plan 2018), is to stop wild poliovirus transmission in Afghanistan by the end of the low transmission season (July 2018), with no case of wild poliovirus thereafter. The UN worked together with the Ministry of Public Health as members of the Emergency Operations Centre (EOC) to ensure streamlined coordination among partners and granular data analysis to guide quick decision-making across the programme. The National Polio Eradication Emergency Action Plan continues to serve as the principle document guiding polio eradication activities in Afghanistan and clarifying roles and responsibilities of all partners in the country. Particularly challenging is that 23,000 children in Nangarhar and Kunar have remained inaccessible for more than 3 years; and off prohibition and limitation of movement and intervention by anti-government forces in many high-risk districts of Helmand and Kandahar; and high population movement between Afghanistan and Pakistan resulting in repeated cross infection.

Key Achievements

- Number of cases reduced from 80 in 2011 to 13 in 2017. Most of Afghanistan is polio free, transmission limited to 1 province in the East and 2 provinces in the Southern region.
- New transmission of 2015-2016 in the Eastern, Southern and Southeast regions stopped successfully. New transmission of 2017 in Kunduz, which was inaccessible for more than 15 months, stopped successfully.
- Highly sensitive surveillance system for polio maintained with all indicators exceeding global requirements. Environmental surveillance established and expanded to cover all regions of country.
- 4 Nationwide and 6 subnational campaigns targeting more than 9 million and 5 million children respectively in each campaign conducted in 2015, 2016 and 2017.
- In 2017, 800,000 children up to 10 years of age crossing Afghanistan-Pakistan border were vaccinated with OPV. 11 million doses given to children in movement within the country during 2017.

Return & Reintegration: Ensuring that returnees (625,591- 2016 & 2017) from Pakistan and Iran are provided with coordinated, immediate humanitarian assistance upon return as well as mid to longer-term development assistance

At a 2017 meeting of the High Commission on Migration, H.E Chief Executive Abdullah Abdullah remarked that the returnee response should be viewed as a model of cooperation between Government Ministries, the Government and the international community, and across the UN. It is an example of the UN humanitarian and development actors providing concerted support to the achievement of a government priority outcome.

Key Achievements

Support to the Government for policy development, coordination and implementation: In late 2016 and early 2017, the UN supported the government to establish an integrated platform for the returnee

response- DiREC. In 2017, the UN supported the drafting of the DiREC policy framework and operational response plan, later endorsed by H.E. President Ghani. In addition, the UN supports the DiREC policy and thematic working groups to ensure that matters related to the documentation and registration of returnees, provision of humanitarian assistance upon return, access to land, and access to livelihoods are addressed. The UN (as Housing, Land and Property (HLP) Taskforce co-chairs) has supported the government in drafting the Technical Procedures for Land Allocation Scheme in relation to the revised policy on Land Allocation for returnees. The UN further supported Ministry of Refugees and Repatriation (MoRR) to launch the Afghan Returnee Information System (ARIS) to ensure the registration of all undocumented Afghans returning from Pakistan as well as Persons with Specific Needs returning from Iran. Following approval of the country-wide DiREC framework, the UN has supported the government to develop a Provincial Action Plan in Nangarhar Province, to design a profiling exercise in areas of high return and establish Provincial Re-integration Committees (PRCs) to ensure a coordinated response to development assistance for returnee and reintegration at the Provincial level.

Provision of humanitarian assistance and livelihood support: In 2016 and 2017, the UN facilitated the return of 431,374 registered refugee returnees (2016- 372,557; 2017- 58,817) biometrically registered in Pakistan and Iran. One hundred percent of all registered refugees were provided with a cash grant which amounted to an average of USD 400 per person, then maintained at USD 200, over 2016, to cover transportation costs and immediate humanitarian needs. In addition, the UN provided assistance to 194,217 undocumented Afghan returnees, mainly from Pakistan but also Iran. The UN together with partners (government entities, civil society) as well as MORR and Ministry of Public Health (MoPH) also provided the following services at Encashment and Transit Centres at the main border crossing points/urban return centres (Kabul, Herat, Nangahar, Khandahar, Nimroz): transit facilities for overnight accommodation, screening and identification of People with Specific Needs (PSNs), basic health services, food, protection assistance including referral to specialized actors for psychosocial or legal assistance to obtain civil documentation (tazkira), vaccinations for children, mine-risk awareness, child friendly spaces, back to school campaign, livelihoods support. In 2016 and 2017, the winterization programme reached 89,350 vulnerable returnees, refugees, IDPs and host community members (indirectly benefitting 536,100 persons. Finally, the UN supported community based protection measures implemented in high return/displacement areas that benefited more than 105,660 returnee, internally displaced and host community families, as well as vocational training and small businesses to support livelihood capacities for returnees.

Development of return and displacement monitoring system: The UN (UNHCR and IOM) conducted returnee protection monitoring to assess reintegration progress and identify protection risks for adequate planning and advocacy. A data sharing agreement has been signed with the World Bank to strengthen return and reintegration data analysis and reinforce the humanitarian development nexus. In addition, the UN developed the Afghan Displacement Tracking Matrix which is now operational in country. It forms an integral part of the response in terms of mapping mobile and displaced populations as well as their needs to ensure improved targeting of assistance.

Set up of accountability mechanism: The UN is finalizing a system-wide call centre to ensure beneficiary feedback mechanism.

Rule of Law: **Improving Afghanistan's compliance with international standards and norms in criminal justice and incorporating modern best practices in criminology.**
The new Penal Code (the Code) is Afghanistan's first comprehensive codification of penal norms and represents a milestone in criminal justice reform. The Code was legislatively decreed on 4 March 2017 and

will enter into force on 15 February 2018. During the last four years, the Ministry of Justice's Criminal Law Reform Working Group drafted the Code with expert support of the UN.

The Penal Code currently in force was enacted by presidential decree in 1976. Criminal provisions are also scattered in numerous other laws. In 2012, the Ministry of Justice's (MoJ) Criminal Law Reform Working Group (CLRWG), began drafting a revised, modernized code, incorporating all penal provisions in one comprehensive law and aligned to international standards. The UN supported the process throughout. Following endorsement by the Council of Ministers, the Code was legislatively decreed by H.E. President Ghani on 4 March 2017. It was published in the Official Gazette of 15 May and will enter into force nine months after this date on 15 February 2018. The Parliament is currently reviewing the Code and may approve it in an amended form. The UN supports the legislative committee in the review.

Key Achievements

The new Penal Code implements Afghanistan's substantive treaty obligations under the Rome Statute of the International Criminal Court (war crimes, crimes against humanity and genocide and command responsibility as a mode of liability), expands the 1976 definition of the crime of torture to comply with the UN Convention against Torture and codifies crimes under the UN Convention against Corruption and the UN Convention against Transitional Organized Crimes (UNTOC) and its three protocols. In addition, the Code responds to crime patterns specific to Afghanistan and codifies the crime of land usurpation and the submission of incorrect asset declarations. A separate chapter on Bacha Bazi (sexual abuse of minors) prohibits related acts, including knowingly attending a Bacha Bazi performance. The Code takes a more progressive approach to sexual offences and facilitates their application. Rape is defined in a gender neutral way and incorporates the definition of modern consent. Reforming the sanctions regime, the Code introduces alternatives to imprisonment, which the judges have the discretion to impose when sentencing to terms of imprisonment below five years and have to mandatorily impose if the incarceration is less than three months. Albeit not abolishing the death penalty, the Code reduces the number of crimes subject to capital punishment.

The advice provided by national and international UN experts enabled the Government to incorporate standards and norms of UN treaties in national legislation.