

Ministry of Foreign Affairs – (Embassy Kabul)

Meeting in the Council for Development Policy 2 October 2018

Agenda item 2

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| 1. Overall purpose | For discussion and recommendation to the Minister |
| 2. Title: | Country Programme for Afghanistan 2018-2020 |
| 3. Presentation for Programme Committee: | 10 October 2017 |

Denmark Country Programme for
Afghanistan 2018-2020
Programme Document

Denmark Country Programme for Afghanistan 2018-2020

Key results:

Strengthened state institutions at national and sub-national levels to embed the social contract between duty bearers and rights holders and to counter corruption in order to end the culture of impunity.

- Increased the capacity of the public sector to perform its services in a transparent and accountable manner.
- Strengthened anti-corruption and human rights institutions in their fight against corruption and human rights abuses.
- Strengthened civil society to monitor the state and demand improved government performance.
- The competitiveness of Afghan producers and agri-businesses improved, leading to increased engagement in national, regional and international markets.
- Broader commercialisation of agriculture and increased job creation.
- Equitable access to general education in disadvantaged provinces increased, especially for girls.
- The quality of teaching-learning processes improved with an overall strengthened capacity and accountability for results.

Justification for support:

The objective of the Danish support to Afghanistan is aligned with the ANPDF – the GIROA's national development strategy.





- The ACP 2019-2020 builds on more than 15 years of Danish engagement in Afghanistan. The programme follows the path of existing country programmes but has been further focused to areas where Denmark is playing a lead role and has a comparative advantage.
- The ACP will have a focused and cross-cutting attention to anti-corruption where Denmark is a lead donor, utilising Danish comparative advantage.
- The focusing of the ACP will ensure that Denmark plays a key role in the support and policy dialogue for improved state performance.

Major risks and challenges:

- One of the major risks is related to security, including worsening stability of the government. Although significant worsening is not expected, the situation will almost certainly impact on effectiveness of implementation.
- Another is the high levels of corruption that reduce impact. Long-term risks are reduced due to regular monitoring activities.
- Low budget execution, weak resource allocation, mobilization and monitoring would undermine implementation.
- The programme will use partners' strong risk management system, which ensures monitoring, management and mitigation of fiduciary as well as programmatic risks.

File No.	2018-34656			
Country	Afghanistan			
Responsible Unit	Embassy of Denmark in Afghanistan			
Sector	Governance, agriculture- growth and education			
<i>DKK mill.</i>	2018	2019	2020	Tot.
Commitment	330			330
Projected ann. Disb.		171,5	158,5	330
Duration	2018-2020			
Finance Act code.	06.32.02.09			
Head of unit	Nicolaj Hejberg Petersen			
Desk officer	Natalie Faye Hicks			
Financial officer	Jan Hindhede Justen			

Relevant SDGs:

 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals	

Strategic objectives:

The objective of the Danish support is to reduce poverty and improve the welfare of the Afghan people by building a legitimate and effective state. The ACP will have an overall focus on enhancing transparency and accountability and combating corruption, which will be mainstreamed through the three thematic areas of the programme: (1) good governance, anti-corruption and human rights, (2) agriculture and private sector development, (3) education.

Thematic objective 1: Contribute to strengthening state institutions at national and sub-national levels to embed the social contract between duty bearers and rights holders and counter corruption in order to end the culture of impunity.

Engagement	Partner	Total thematic budget: [mill.]
1.1 Government reforms through ARTF	Afghanistan Reconstruction Trust Fund	95
1.2a ACJC	UNDP	20
1.2b anti-corruption CSOs through	UNDP	12
1.3a Technical assistance to anti-corruption strategy	Institute of State Effectiveness	7
1.3b Technical assistance to Ministry of Finance	Institute of State Effectiveness	7
1.4 Support to the Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC)	MEC	9
1.5 Support to the Afghanistan Independent Human Rights Commission	Afghanistan Independent Human Rights Commission	13
1.6 Support to Danner	Danner Afghanistan	5
Unallocated		23

Thematic objective 2: Contribute to developing agri-business in select value chains to increase job creation by stimulating a more vibrant private sector.

Engagement	Partner	Total thematic budget: [mill.]
2.1 Agriculture and private sector development	FAO	35
2.2 Agri-Business Charter – Accelerated Agri-Business Project	ARTF	30
Unallocated		10

Thematic objective 3: Increase equitable access to general education in disadvantaged provinces, especially for girls while improving the quality of teaching-learning processes with an overall strengthened capacity and accountability for results.

Engagement	Partner	Total thematic budget: [mill.]
3.1 Education supported through EQRA in the ARTF	Afghanistan Reconstruction Trust Fund	49
Unallocated		4
Programme support		11
Total		330

Abbreviations

ACJC	Anti-Corruption Justice Centre
ACP	Afghanistan Country Programme
AIHRC	Afghanistan Independent Human Rights Commission
ANPDF	Afghanistan National Peace and Development Framework
ARTF	Afghanistan Reconstruction Trust Fund
CARD-F	Comprehensive Agriculture and Rural Development Facility
CBR	Capacity Building for Results
CDC	Community Development Council
CMI	Chr. Michelsen Institute
CSO	Civil Society Organisation
DAARTT	Danish Assistance to Afghan Rehabilitation and Technical Training
DACAAR	Danish Committee for Aid to Afghan Refugees
DCA	Delegated Cooperation Agreement
DED	Development Engagement Document
DFID	Department for International Development
EQRA	Education Quality Reform in Afghanistan
EQUIP II	Second Education Quality Improvement Program
EVAW	Elimination of Violence against Women
FSP	Fiscal Performance Improvement Support Project
GIRoA	Government of the Islamic Republic of Afghanistan
GBV	Gender-based violence
HRBA	Human Rights-Based Approach
IEC	Independent Electoral Commission
IECC	Independent Electoral Complaints Commission
ISE	Institute of State Effectiveness
LOTFA	Law and Order Trust Fund for Afghanistan
MEC	Monitoring and Evaluation Commission
MoE	Ministry of Education
MoF	Ministry of Finance
NAPWA	National Action Plan for the Women of Afghanistan
NGO	Non-governmental organisation
NPP	National Priority Programme
NUG	National Unity Government
OECD-DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
OGP	Open Government Partnership
PFM	Public Financial Management
PSF	Peace and Stabilisation Fund
PSP	Peace and Stabilisation Programme
RDE	Royal Danish Embassy
ROI	Region of Origin Initiative
SDG	Sustainable Development Goal
SMAF	Self-Reliance through Mutual Accountability Framework
SME	Small and medium-sized enterprise
TMAF	Tokyo Mutual Accountability Framework
TP	Thematic Programme
UNAMA	United National Assistance Mission in Afghanistan
UNDP	United Nations Development Programme
UPR	Universal Periodic Review

1 Introduction

This programme document presents Denmark's Afghanistan Country Programme 2018-2020 (the ACP). The country programme is designed as part of concerted Danish efforts to apply development, security and humanitarian interventions aimed at improving stability and development in the country. This ACP has been developed on lessons learned in the current ACP programming with the aim of consolidating and building on achieved results so far and guided by the recommendations of (1) The Council for Development Policy follow up on the ACP Mid Term Review (September 2017), (2) Conclusions from the Programme Committee on the Afghanistan Country Policy Paper and Country Programme for Afghanistan (October 2017) and, (3) Recommendations from the Council of Development on the Country Policy Paper (October 2017).

The ACP builds on more than 15 years of Danish engagement in Afghanistan with past investments totalling around DKK 4.5 billion. Danish engagements in Afghanistan consist of four interlinked pillars. (1) The development programming outlined in this ACP is DKK 330,000 for 2018 – 2020, (2) The Peace and Stabilisation Fund is DKK 308.25 million for 2018 – 2020, (2) The Regions of Origin Programme is DKK 300 million for 2018-2020 and, (4) the military engagement to Resolute Support will encompass 160 soldiers, including advisors and mobile force protection teams. The Afghanistan Country Policy Paper provides the frame for these engagements.

In line with recommendations from the Council for Development Policy follow-up on the Mid-Term Review (MTR), the programme follows the path of the existing country programme priorities and engagements but has reduced the number of development engagements to focus on key areas, such as anti-corruption, where Denmark is playing a lead role and has a comparative advantage. Furthermore, the programme increasingly uses joint and multilateral mechanisms to allow for enhanced sustainability of the support also in light of the two-year country programme frame. This frame was announced by the Danish Minister of Foreign Affairs at the Brussels Conference on Afghanistan on 5 October 2016. A continued Danish commitment of DKK 1.7 billion– approximately USD 260 million - for the period 2017 – 2020 was committed. This means that Afghanistan will be the largest bilateral recipient of Danish development assistance until 2020. The focusing of the programme enables a leaner management set-up and a resource prioritisation allowing the Embassy to move the policy and development agenda forward in line with Danish interests. The design is in accordance with the Danish Afghanistan Country Policy Paper 2018-2020, with emphasis on the first pillar in the policy: *Promoting political and cross-cutting issues such as good governance, accountability, anti- corruption, human rights and equal opportunities for women and men in Afghanistan as well as cooperation on migratory issues, including the readmission of Afghan citizens without legal permission to stay in Denmark*

The objective of the Danish support to Afghanistan is aligned with the Government of Afghanistan's (GIROA)'s Afghanistan National Peace and Development Framework (ANPDF) core ambitions of reducing poverty (with a focus on private sector development) and improving the welfare of the Afghan people by building a legitimate and effective state. The ACP will have an overall focus on enhancing transparency and accountability and combating corruption, which will be mainstreamed through the three thematic areas of the programme:

- 1) **Good governance, anti-corruption and human rights:** focusing on enabling the state to deliver accountable and transparent services to citizens, strengthen state institutions and fight corruption in this process;
- 2) **Agriculture and private sector development:** designed to increase the commercial viability of selected agricultural value chains and create sustainable jobs in the agricultural sector, especially for women and youth; and

- 3) **Support access to education:** for girls in particular as well as boys through ensuring quality and gender sensitive schools, teachers and curriculum.

In the following, the ACP is presented in accordance with the Danida Aid Management Guidelines.

2 Strategic considerations and justification

2.1 Programme Context

Denmark has been engaged in Afghanistan since 2001 using its combined efforts in development, humanitarian, stabilisation, diplomacy and defence to support security and development of the country. Improvements have been made in selected sectors like education and livelihoods, as well as in terms of fiscal reform. However, Afghanistan remains challenged in terms of security, political stability, and development. Continued international support is crucial to move the country towards the desired trajectory.

The overall **security** situation has deteriorated through 2016 and 2018 with still more territory occupied by the Taliban or other non-state actors including Islamic State militants. The increased levels of insecurity have resulted in a further increase in the level of internal displacement to half a million people by the end of 2017. UNOCHA has reported a total of 222,500 verified IDPs in 2018 and this number is increasing due to severe drought conditions in the west and north of Afghanistan.¹ The numbers of IDPs and returnees highlight the importance of the development – humanitarian nexus which is elaborated upon in later parts of this ACP.

The National Unity Government under the leadership of Ashraf Ghani have formally committed to supporting the reform process. The reform initiatives have, however, been weakened by political divisions (including within GIRoA) and further challenged by the increased levels of insecurity and general mistrust in GIRoA. The appointment of key GIRoA positions according to patronage and along ethnic lines has fuelled ethnic tensions and further undermined the efforts of having a coordinated response to the insurgency by the different branches of the security apparatus. This underscores the importance of enhancing the state capacity and coherence to build a strong social contract with the citizens.

The internal divisions have also resulted in a delay in parliamentary and district **elections**, originally scheduled for 2015, which are now scheduled to take place on 20 October 2018. Previous elections have failed to deliver on the principles of free, fair and transparent processes and this has both hindered statebuilding in Afghanistan and weakened people's trust in the political system. Contentious issues remain to be solved before the parliamentary and presidential elections and accusations of fraud and a lack of constructive action by the opposition have hampered electoral preparatory processes. There is thus a need to monitor elections and provide strategic support if the right opportunity emerges.

The Afghanistan **economy** remains heavily dependent on foreign aid with the World Bank estimating that grants makes comprise 40% the country's total GDP.² There is some contestation on the reporting

¹ However the number of returnees to Afghanistan has reduced in 2018. According to UN (UNHCR) statements in Afghan media, far fewer Afghan refugees returned to the country than in 2017. The number dropped from 40,000-50.0000 to just about 12,000 until September in 2018.

² It isn't *necessarily* the case that an increase in domestic revenues would directly contribute to a decline in assistance as a percentage of the budget, because aid levels could decline but if more aid is channeled on budget then the budget would increase and aid as a

of accurate statistics in Afghanistan and this ACP uses figures provided by the World Bank which are considered most reliable. Following a period of political instability after the 2014 Presidential elections, the economy has slowly regained momentum and confidence restored. From a low of 1.5% in 2015, real GDP growth accelerated to 2.3% in 2016, and is estimated at 2.7 percent for 2017. Growth is projected at 2.4 percent in 2018³. Domestic revenues grew strongly for the third consecutive year in 2017, reaching \$2.4 billion. This exceeded budgeted revenues by around 5.5%. Nominal revenue growth in 2017 was around 15%, following total revenue growth of 20 percent in 2016 and 22 percent in 2015. In the absence of major tax policy changes, the improvement is largely attributable to tax and customs administration, enforcement, and increased non-tax revenues associated with new fees and charges. These improvements led to increases in the average value of customs declarations by around 6 percent, reflecting a reduction in under-valuation of imports. Revenue performance is now at a record high for Afghanistan. As a share of GDP, domestic revenues reached 12.3 percent of GDP in 2017, exceeding the previous peak of 11.7 percent achieved in 2011/12. Increased growth is dependent on a more stable security situation, improved political stability, and progress on the many reform areas identified in the ANPDF and driving agricultural growth through the Agri-Business Charter (ABC). The World Bank, however, also identifies agricultural development, market access, and investments as key drivers for future growth and investment in key value chains is a priority of GIROA underscored by the new National Export Strategy (NES).

A major impediment to economic development and an undermining factor for the statebuilding process is the high level of **corruption** in the country. Afghanistan is considered one of the most corrupt countries in the world (ranked 169th out of 180 countries in 2017 on the TI Corruption Perception Index), and Integrity Watch Afghanistan's 2016 survey found that, after insecurity and unemployment, corruption was the third biggest concern for Afghans. Being an endemic and systemic problem, corruption, along with the limited accountability and transparency at all levels, has significantly impeded the country's ability to maintain security for its citizens and deliver basic public services. Fighting corruption, therefore, is a key focus and of high priority on the agenda of GIROA.

President Ghani has made commitments to civil service reform and more transparency in the management of public revenues and resources, as well as to improve accountability in the delivery of public services in a number of international forums since 2016. Measures initiated include the extended and clarified mandate of the Monitoring and Evaluation Commission (MEC) and Afghanistan's implementation of the Open Government Partnership (OGP) action-plan, the adoption of a new National Anti-Corruption Strategy (25 of the 67 indicators have already been achieved) and in September 2018 the new Anti-Corruption Law was passed by the Cabinet. A recent example of good results are the trials held by the Anti-Corruption Justice Centre (ACJC). The ACJC was established in 2016 to enable the conduct of credible prosecutions of high-level corruption crimes. Since the ACJCs inception, thirty-nine primary trials have been conducted (with 151 defendant), 38 appeal cases heard (118 defendants) and the Supreme Court has presided over 26 cases (with 80 defendants). As the cases increasingly become higher profile, there is in principle, a strong disincentive for senior state and public officials to continue to act with impunity. GIROA is also preparing an anti-corruption plan that will be presented by senior Afghan Government officials at the International Anti-Corruption Conference held in Copenhagen in October 2018. There are thus opportunities for supporting these new endeavours towards anti-corruption which is in line with recommendations from the Council for Development Policy (MTR Follow-Up) for the ACP to "maintain a strong focus on anti-corruption."

percentage of the budget would increase as well, but in this it actually is the case that domestic revenues have increased slightly while on-budget aid has declined relative to 2015

³ Afghanistan Economic Update – August 2018

GIRoA has engaged in an ambitious **reform agenda** since 2010, and it remains a key priority for the present ANDPF. One of the goals is to restore fiscal sustainability through increased revenues, with a special focus on the integrity of public finance and commercial banking. The latest status report on the Public Financial Management (PFM) reform from 2017 considers the overall implementation progress to be ‘satisfactory’. However, the overall risk rating is substantial, with the primary concerns being the capacity of the Ministry of Finance (MoF) to coordinate and sequence PFM reform efforts. There is thus a need to continue supporting this process. In parallel, GIRoA is working on civil service reform. A deeply politicized legacy permeated by patronage and corruption has led to large numbers of unqualified staff in the civil service, limiting the capacity for policy making, enforcement and service delivery. Progress is however seen at the community level. One of GIRoA’s priorities is to strengthen sub-national governance, which – given the weak delivery capacity of government ministries – is to be achieved through the Citizens’ Charter, a flagship GIRoA National priority Programme (NPP) aiming to increase citizens’ engagement and improve mechanisms for social service delivery. There are early signs of meaningful progress on development results for the Citizen’s Charter. Of the 6,000 Community Development Councils (CDCs) that have been formed, 48% have female representation. The Citizens’ Charter programme is also tasked with responding to the needs of returnees and IDPs.

Some progress can also be identified for **human rights** in Afghanistan. In the EU-Afghanistan Human Rights dialogue in August 2017, GIRoA shared a number of positives steps forward, including on women's rights, children's rights, torture and ill-treatment as well as freedom of expression. GIRoA also reiterated its commitment to improve the human rights situation through necessary judicial reforms in line with national and international obligations. Support to the national human rights infrastructure – including the Afghanistan Independent Human Rights Commission (AIHRC) – has also been on the agenda. However, despite the commitments to international human rights conventions, protection of human rights continues to be a serious challenge, including an upsurge in attacks against journalists in 2016 perpetrated by both GIRoA and terrorist groups. Both Integrity Watch Afghanistan and Human Rights Watch have observed that the implementation of the Access to Information Law, which came into effect in 2014, has remained limited. Thus, there is a need for continued engagement in the support for human rights, especially as it relates to access to information for citizen’s to hold the Government accountable for the delivery of services.

Although one of GIRoA’s priorities identified in the ANPDF and in the NPP for Women’s Economic Empowerment (WEE) is **women’s rights and equality**, protection and promotion of women and marginalised groups remains challenging. Key deficiencies include violence against women, poor enforcement of legislation on issues of women’s rights due to inadequate political will and access to justice for women. Gender gaps are wide across sectors such as access to health services, education, and economic participation. Women’s economic engagement is in most cases restricted to unpaid or low-paying work in insecure and vulnerable jobs. However, there is good potential for new opportunities for women in the small and medium-sized enterprise sector, particularly in horticulture and agri-business.

Civil Society Organisations (CSOs)⁴ in Afghanistan are incrementally becoming engaged to improve GIRoA's accountability and responsiveness, especially in budget oversight. In 2016, in accordance with

⁴ Civil society in Afghanistan can be conceptualised into two broadly different groups. The first of these are referred to as “quasi traditional groups” and consist of long standing patron-client relationships, religious groups, and neighbourhood Shuras (which do not encompass the new CDCs). The characteristics of these groups tend to be relationships built at a grassroots level and a plurality of forms that penetrate all areas of Afghanistan. The second group are more recent constructs in Afghanistan and are CSOs/NGOs

the Self Reliance and Mutual Accountability Framework (SMAF), GIRoA signed a memorandum of Understanding with CSOs/NGOS aimed at enhanced cooperation. ACP support to Afghan CSOs through the UNDP-managed Anti-Corruption CSO Fund aims to promote an active civil society role, including media, freedom of expression and access to information, especially at a sub-national level. Afghanistan has a good level of press freedom (compared to other countries in the region) and the CSO fund will contribute to building up skills on investigative journalism to contribute to Government accountability. Furthermore, the AIHRC also has “A” Status with both the International Coordination Committee (ICC) and the Global Alliance of National Human Rights Institutions (GANHRI) that provides a platform to the AIHRC to share their experiences for addressing human rights issues across the world and provide shadow reports to Human Rights Council. However, the space for CSOs is being weakened by encroachment of Taliban control and also GIRoA’s new registration and control measures. Furthermore, since December 2016, when GIRoA announced its desire to join the Open Government Partnership (OGP), there has been little progress towards developing and implementing an action plan through a multi stakeholder process with the active engagement of citizens and civil society. Thus efforts to bolster political commitment to the OGP are warranted.

The Afghan economy is based on **agriculture**. According to World Bank analysis in 2018, this sector accounts for 25% of GDP and is the second largest sector after services. This percentages becomes even higher if processing of agricultural products is included. More than 80 percent of the population and nearly 90 percent of the poor live in rural areas and agriculture plays a key role in their livelihoods. . The rural economy is experiencing an influx of young workers into the labour force, increasing competition for every new job. Female labour force participation in rural areas continues to be low (29%). Strengthening the private and agri-business sector is essential to generate growth in order to finance development in other sectors. In this respect, job creation is an important objective. Afghanistan has the potential to increase production in agriculture and focus will be on stimulating the commercialization of agriculture production and processing within value chains with the goal of increasing exports. This key development strategy is recognised in the ABC, particularly in relation to stimulating Afghanistan’s long tradition in horticultural production (especially indigenous varieties of fresh fruits such as pomegranates, grapes and apricots) because this sector represents a significant share of Afghanistan’s export basket. The World Bank estimates that these exports accounted for 21% of Afghan exports in 2016, valued at nearly USD 165 million.

Afghanistan has made great strides in access to **education**. In 2017, approximately 8.5 million youth and children were enrolled in general education schools, representing a nine-fold growth since 2001. However, enrolment rates do not present a full picture as many children are officially enrolled but not attending school. Furthermore, access is still a constraint for children in remote provinces, especially for girls and this is most pronounced at the upper secondary level. At this level, boys’ access is twice the rate of girls’ gross enrolment (Ministry of Education (MoE) Education Management Information System (EMIS). The top three reasons why girls do not attend schools, according to the ALCS 2014 survey are: (1) security concerns, (2) family does not allow them, and (3) no school or school is too far. The urban-rural breakdown of the ALCS data shows that lack of schooling is primarily a rural problem.

Afghanistan’s deteriorating security situation has further complicated both the supply and demand of basic education services. The large number of districts not under the control of GIRoA is making delivering and monitoring of education services challenging. The expansion of existing schools through additional classrooms and construction of schools have contributed to the positive growth in the

characterised by Western liberal-democratic values and largely encompass educated and urbanised citizens. This latter group are significantly dependent on international funding for their existence. It is this group that are mostly referred to in this ACP.

sector, yet half of all schools lack buildings while others do not have surrounding boundary walls. Education quality outcomes remain low with the teachers remaining generally underqualified. There is thus a need to further address the existing gaps and challenges in the sector and further improve girls' education, in particular.

For a more extended context analysis, please see Annex 1 as well as the background sections of the individual development engagement documents.

2.2 Strategic policy framework

The programme has been designed to meet the policy priorities and guidance of the Danish as well as the Afghan Government. It is fully aligned with the Danish Afghanistan Country Policy Paper 2018-2020 as well as the 'The World 2030' with a strong focus on:

- (1) *Freedom and development – democracy, human rights and gender equality.*
- (2) *Inclusive, sustainable growth and development.*

Together with the Regions of Origin (RoI) and Peace and Stabilisation funding (PSF), Denmark will support all four priority areas of the 'The World 2030'. The ACP is also aligned with the Danish commitment to continue a strong international engagement as specified in the Danish Foreign Security Policy Strategy. For the ACP, it is particularly relevant in light of the policy emphasis on limiting irregular migrants and refugees, as well as to reduce the terror threat against Europe and Denmark. The ACP is expected to - together with the other Danish instruments - contribute to a more stable and peaceful Afghanistan over time.

The strategic frame includes prioritisation in accordance with the Sustainable Development Goals (SDGs) as shown in table 2.1. The ACP is prioritising six goals which is a large number but all these identified goals are cross-cutting through all three thematic programmes of the ACP and also addressed through alignment with the RoI and PSF:

Table 2.1 ACP contribution to SDGs

SDG goal	Primary SDG targets
SDG 1: End poverty	1.1: By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty 1.a: Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies
SDG 4: Quality education	4.1: By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education 4.5: By 2030, eliminate gender disparities in education and ensure equal access to all levels of education
SDG 5: Gender equality	5.2: Eliminate all forms of violence against all women and girls in the public and private spheres 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making
SDG 8: Decent work and economic growth	8.2: Achieve higher levels of economic productivity through diversification, technological upgrading and innovation 8.5: By 2030, achieve full and productive employment and decent work for all women and men, including for young people
SDG 16: Peace, Justice and strong institutions	16.5: Substantially reduce corruption and bribery in all their forms 16.6: Develop effective, accountable and transparent institutions at all levels
SDG 17: Partnerships for the goals	17.9: Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the sustainable development goals 17.17: Encourage and promote effective public, public-private and civil

Denmark continues to be a strong supporter of the Afghan national policy development frameworks against which this programme is closely aligned. Since the London conference in 2009 and the beginning of the Kabul Process, civilian and military responsibilities have been transferred from international partners to Afghan government and civil society organizations in the areas of peace reconciliation, security, good governance, economic development, and regional and global cooperation. Guided by the desire to achieve the overarching goal of self-reliance for Afghanistan, the Tokyo Mutual Accountability Framework (TMAF) was first introduced, then revised into the Self-Reliance through Mutual Accountability Framework (SMAF) jointly by international donors and GIROA in 2015. The latter is accompanied by a discrete set of measurable deliverables for the period 2015-2018, laying the foundations for progress towards the goals of SDGs. A Geneva Mutual Accountability Framework (GMAF) is currently being developed for 2019 which will entail building on the current indicators of the SMAF. The ANPDF is being implemented through ten outcome focused thematic programmes – National Priority Programmes (NPPs) – that guide ministries towards collaborative problem solving. Most NPPs involve more than one ministry, and inter-ministerial working groups have been formed to synchronize timetables, budgets, and shared resources. NPPs are overseen and guided by Development High Councils.

2.3 Lessons learned

The long Danish engagement in Afghanistan has produced important lessons learned in terms of development prioritisation, modalities and management.

In terms of anti-corruption, Denmark has moved to take a stronger role as one of the lead donors and focal point in the High Council on Rule of Law and Anti-Corruption. Lessons learned from the past have shown that while the environment is challenging, a concerted effort with other donors and a focus on the major institutions can make a difference. For example, Danish technical support to the Secretariat for the High Council on Rule of Law and Anti-corruption has been pivotal to the implementation and monitoring of the new National Anti-Corruption Strategy. In September 2018, it was reported to the High Council on Rule of Law and Anti-Corruption that of the 67 objectives in the National Anti-Corruption Strategy, 37.4 % have been fully implemented, 38.8% are partially implemented, 17.9% with limited progress and 5.9% are yet to be implemented. The lesson from this particular engagement, which is now showing positive results, underlines the recommendation from the 2017 MTR which highlights the importance of maintaining a focus on anti-corruption while carefully considering the strategic value and impact of one-off activities while also the importance of maintaining access to a flexible technical assistance budget to take advantage of opportunities to contribute to technical expertise. Lessons learned also indicate the importance of mainstreaming anti-corruption into the other engagements of the ACP. Denmark took the donor focal point role in developing reforms in the ARTF in regards to instigating the new Anti-Corruption and Results Monitoring Action Plan (ACReMAP) which is now included in the 2018 Afghanistan Reconstruction Trust Fund (ARTF) Financing and Partnership Framework. Hence, the Embassy took into good account the recommendations from the Council for Development Policy on the Afghanistan Country Policy Paper (October 2017) to monitor and dialogue on anti-corruption mechanisms in Denmark's multilateral partners.

From a governance perspective, the past ACP experience has also shown how the most effective interventions are those where there is political commitment to change. This has in particular been strong in terms of fiscal reform processes resulting in enhanced budgetary control and revenue generation. There is thus room for continuing this process. Based on lessons from the ACP 2014 – 2018, this ACP will closely track catalytic reform indicators in the PFM project such as (1) Increased development budget execution rate and (2) effective implementation by budgetary units on external

audit recommendations. The ACP will also carefully monitor and engage in dialogue with the World Bank on the Incentive Programme (IP) to ensure that benchmark indicators relating to improving customs are showing improvement because improvement in this area is important in contributing to the regulatory and enabling environment for the agri-business private sector, which is the focus of thematic programme 2 of this ACP.

It has been observed over recent years that there is a shrinking space for civil society in Afghanistan on two axes. The first axis relates to encroachment of Taliban control and also the GIROA's increasing control measures over NGOs. The second axis was illustrated in a 2011 evaluation of support to The Civil Society and Human Rights Network (CSHRN) which illustrated a growing divide between large urban-centric NGOs and more traditional civil society groupings at a rural/grassroots level. This is a complex issue to address in terms of outreach into communities. Based on lessons learned from Danish support to the civil society Tawanmandi fund (2014 – 2018) this ACP will try to address this challenge by two engagements. The first is the UNDP civil society anti-corruption fund which aims to support civil society networks that have proven experience connecting to communities outside urban areas (in eastern Afghanistan). The continued support of the AIHRC is also important in maintaining space for civil society. Through its 14 provincial and regional offices and civil society liaison office, space is maintained for reporting, training and advocacy of civil society.

In terms of agri-business and job creation, Denmark recognises the importance of private sector-led initiatives designed to increase private investment and improve the competitiveness of firms in key national, regional and international markets. Sustainable job creation for women and men in agriculture is the product of investments in strategic value chains designed to address the critical constraints on improving market share and access to new markets. This includes more private investment into agriculture processing, improved knowledge of best practices in production and processing, better quality certifications, a more enabling business environment for the private sector (and specifically agri-businesses), less post-harvest losses and spoilage, and higher levels of export to regional and global markets. An important lesson learned from the CARD F project is the importance of targeting and building upon existing production capacities rather than supporting new agri-business initiatives that may take many years to yield results. Of critical importance is also the need to reform the policy and regulatory environment to provide an enabling environment for the private agri-sector to flourish. Policy and regulatory reform will be a keen focus of the ABC and operationalized under the ARTF.

Valuable lessons have been learned through Denmark's engagement on the CARD F project (to be concluded in November 2018). The reasons to not extend the programme pertain to the complex and ineffective governance structure and lack of clarity on formal accountability and reporting. There were also serious challenges in the implementation of infrastructure by the Ministry of Rural Rehabilitation and Development (MRRD). High administration costs also led the Embassy to search for more value for money in future agriculture and private sector programming. As a result of these factors, DFID (who was the Lead Donor in a delegated cooperation agreement with Denmark) found that CARD F was very resource intensive in ensuring maximum control, effectiveness and efficiency. The context has changed since the design of the project and some of the approaches that CARD-F took in the past are not aligned to new realities. New national strategies have been developed, for example, the ABC to which all new programmes should be aligned.

In the education sector, where there has been significant progress in the past, there has also recently been some setbacks. This is partly a consequence of the deteriorating security situation and partly a consequence of poor school construction and recruitment of unqualified teachers. The Danish-funded Ministry Wide Vulnerability to Corruption Assessment (MVCA) conducted by the Independent Anti-Corruption Monitoring and Evaluation Commission (MEC) highlighted, inter alia, challenges in teacher recruitment and attendance. These lessons were taken into account in the new ARTF project –

Education Quality Reform in Afghanistan (EQRA). This project will assist the Ministry of Education with new guidelines and monitoring arrangements for school constructions and introduce a digital scoring system which ensures merit-based recruitment. This is also an example of where Danish-funded projects across different thematic areas can be mutually reinforcing.

Denmark's past engagements in Afghanistan illustrate the strong linkages between governance, stabilisation and displacement. The three are interlinked, with poor governance furthering instability and eventually increasing displacement in the country. Based on this assessment, this programme has been designed to complement the RoI and PSF engagements in Afghanistan by focusing on government legitimacy as well as the provision of key livelihood opportunities and public services. To ensure that these synergies are maximised between the ACP, RoI and the PSF, the Embassy will take over project implementation oversight and management for the latter two programmes (a management organogram is provided in section 4).

In line with recommendations from the MTR, this current ACP takes into account the need to prioritise multilateral engagements to maximise staff resources at the Embassy. This strategy has proven effective in enhancing alignment with government priorities and improving aid effectiveness with less transaction costs for the recipient as well as the Embassy contributing to a leaner management arrangement. This process will be continued in the ACP 2018-2020 with DKK 241 million of DKK 330 million to be channelled through multilateral mechanisms. There is also an unallocated budget of DKK 37 million (spread across the three thematic programmes) which are flexible funds that can be channelled into more multilateral mechanisms, should this be deemed appropriate for maximising ACP programming. In 2018, the Embassy has closed 12 old projects and thus further streamlined and reduced the size of the project portfolio in Afghanistan.

Taking into account the Council for Development Policy's guidance on matching programming ambitions and manpower at the Embassy, there has been careful consideration of the number of engagements that the Embassy can manage. A key lesson in this regard is to ensure a strategic focus on the selection of engagements that are mutually reinforcing and also taking into consideration the division of labour with other like-minded donors and especially the Nordic+ group.

2.4 Programme Justification

The ACP 2018-2020 will be the most focused and lean programme implemented by Denmark in Afghanistan so far in three thematic programmes aligned with the needs and priorities of Afghanistan. There has been a reduction in three bilateral engagements in thematic programme 1 in the ACP (2014 – 2018).

The ACP is built on the overall assumption that poverty reduction, stability and economic growth in Afghanistan rests on the need for improving the social contract between citizens and the state, by enabling the state to deliver services, security and sustainable jobs in a transparent, accountable and participatory manner. Denmark has been supporting Afghanistan according to this rationale in the last ACP and will in the next phase further focus the programme on areas which are assessed as being particularly important for improving the effectiveness and accountability of the state. The Danish support for 2018-2020 will not in itself achieve this target but is expected to be an important contribution to a longer process.

As particularly supported by The Council for Development Policy follow up on the ACP MTR (September 2017), an overarching theme for the ACP will be a strong focus on **anti-corruption**. First and foremost, Denmark will enhance its already strong engagement in the sub-sector by focusing on the full flow of anti-corruption efforts, from strategy implementation to prevention, oversight, civil

society monitoring, and prosecution. Denmark is already the lead donor in this field and the contribution will be complemented by allocating resources and technical assistance to the institutions identified as most pertinent in the fight against corruption. On the side of the state, this means facilitating strategy implementation by strategic technical support to the Secretariat to the High Council of Rule of law and Anti-Corruption under the Office of the President as well as support to the newly established ACJC which will focus on investigation and prosecution. On the side of the rights holders, CSOs will be supported to undertake studies of government practices and monitor government implementation to enhance transparency. Special attention will be given to monitoring and advocacy around the implementation of the Access to Information law, which is a cornerstone in exposing and combatting corruption. To enable the state to deliver and minimise the risk of corruption, the programme will focus on capacitating **government reforms** by engaging with the fiscal reform process, civil service professionalization, as well as through community driven local level service delivery, all of which are supported through the ARTF. These programmes are on budget and fully aligned with government priorities.

The support to GIRoA is complemented by the continued focus on improving the **human rights** situation through financial and diplomatic support to the AIHRC. The human rights focus will enable women and men of Afghanistan to hold the state accountable on key human rights issues. To further insure the protection of women in this process, the ACP will help to consolidate the newly established Afghan Danner NGO to provide shelter for victims of **gender based violence** (this Embassy support and challenges are described in more detail in section 3). Support to Danner was highlighted by The Council for Development Policy follow up on the ACP MTR (September 2017) to be an “example of a small intervention with a good impact.” The future support will aim to further help an institutionalisation of Danner as a national entity aimed at enhancing the protection of women by the state and also with a focus on training key Government Ministries, such as the Ministry of Hajj and Religious Affairs, to recognise, protect and promote the rights of women under Islamic Law.

The UNDP-administered CSO fund will have strong synergies to promoting human rights, gender equity and inclusion of youth. Continuation of support to this fund is highly relevant to increasing/empowering civil society’s role in Afghanistan and has significant synergies with strengthening rights-bearers in the field of human rights generally. The small grants facility aims to reach and work with CSOs at a sub-national level (down to community level) to empower citizens to understand and claim their rights.

Denmark will continue to follow **elections** closely and participate in the policy dialogue and joint donor efforts in support of free and fair electoral process. However, the lean approach being taken to the ACP means that Denmark will no longer provide electoral support directly. This decision is based on the need to have a more focused programme aligned with Danish comparative advantages as lead on anti-corruption. Furthermore, the electoral support is well covered by like-minded donors such as the UK, EU, Germany and the US. Denmark will however, use its flexibility – which is recognised and appreciated by the international community in Afghanistan – to utilize part of the ACP’s unallocated funds for strategic interventions to support more legitimate and credible presidential elections if the right opportunity emerges.⁵

Denmark will continue its focus on supporting **private sector**-led engagements in priority **agriculture** value chains that stimulate new job opportunities for women and men, including young people, in rural

⁵ There is no unallocated funds in the PSF 2018-2020 which could have been used for peace initiatives. Should the context change and windows of opportunities emerge for such required engagements, the Embassy will review potential use of unallocated ACP funds for such value-added purposes. .

economies. This approach builds on Afghanistan's considerable economic resource base (i.e., agriculture and in particular, horticulture) and support stronger linkages between farmers, processors, traders and exporters. Through the commercialisation of farming practices and the development of a more competitive agri-business sector, rural economic growth will be increased, and new private sector jobs created.

Denmark has long been involved in the **education** sector and the new programme will continue this with emphasis on ensuring education for girls across Afghanistan. The continued support to education is justified by the need to get more girls to attend school (and stay in school), which is proving particularly difficult in light of the current security situation and to ensure that they get quality education. Not least in the more remote areas of the country.

Gender equality and women's empowerment will be at the heart of several engagements of the new programme and mainstreamed throughout. In all engagements, Denmark has prioritised and will closely monitor indicators aimed at improving gender equality and women's empowerment. As an example, in the Citizen Charter programme, 48% of the Community Development Councils (CDC) members are women. In the education programme, special attention is given to design schools where there are female teachers, secure perimeters and girls' bathrooms and importantly ensuring long-term enrolment of girls in education. In the ARTF, Denmark will follow and provide input to include and improve the use of gender disaggregated data in reporting and continue to play an active role in the ARTF gender working group. Despite the key roles that women play in harvesting and post-harvesting processing, there is little or no training on quality control, sanitation or higher-value varieties. Therefore Denmark's support for agriculture and private sector development will intervene in strategic value chains that directly affect the economic and employment opportunities for rural women and will create new, market-oriented mechanisms for enterprise development and economic growth. Finally, in the support to Danner Afghanistan, the emphasis is specifically on the protection of women against gender based violence and training of strategic Government officials to recognise and promote women's rights to protection. The support is backed by a full-time gender and civil society expert at the Embassy.

From a **youth** perspective, the programme will have elements of support to youth in all three thematic programmes. First and foremost in TP3, which will focus on primary and secondary education. In TP2, the programme's emphasis on agriculture and the rural economy will engage young business owners and workers and job-seekers through the strengthening of commercial, market-oriented value chain interventions. Finally, in TP1 civil society organisations fighting corruption and holding the Government account for service delivery will ensure that the youth are mobilised in this process. This includes youth's role in monitoring state operations, budgets, court meetings etc.

The programme will apply a **human rights based approach**. Partners have been selected with an HRBA focus and the Embassy is highlighting the need to adapt the principles in the dialogue with the implementing partners. Strong partners in the programme now have enhanced focus on targets and indicators which relate to the HRBA principles. The ACP has focused on these indicators to ensure that the Embassy will be able to keep track of HRBA aspects during the programme's implementation. Participation, accountability, transparency and non-discrimination are addressed in greater detail in Annex 1.3 (HRBA and gender).

2.5 Partner selection

The programme is focused so that the majority of funding goes to enable GIROA in delivering against its mandate but this is also balanced with funding for monitoring and engagement with GIROA to provide civil oversight and to strengthen the role of right holders. Consequently, the development portfolio contains a few large interventions funded through multilateral modalities combined with

smaller strategic interventions funded through joint arrangements or with Denmark as the sole funder. This strategy is in accordance with The Programme Committee feedback on the Country Policy paper and Country Programme (October 2017). This strategy is achieved while still maintaining a balanced portfolio utilising a twin-track approach whereby both duty bearers (supply side) and rights holders (demand side) are strengthened.

The programme has selected partners against key criteria to ensure that these are likely to deliver against the programme objectives (these are elaborated upon in more detail in Annex 2). Criteria include:

- *Partner effectiveness.* The extent to which the implementing partner has a good probability of meeting programme objectives. This is based on: (a) an assessment of past results and ability to adapt to the changing environment and learn from the lessons of the past. As an example, the ARTF has been changing education programming (from EQUIP to EQRA) with enhanced focus on effective school construction and girls' education. And (b) new interventions that are critical for meeting the objectives, such as support to the new ACJC.
- *Aid effectiveness.* Partner arrangements which comply with the aid effectiveness criteria aimed at enhancing ownership and alignment, improve donor coordination and limit transaction costs for the recipient and for Denmark. As a consequence, there is emphasis on multilateral engagements aligned with the ANDPF and the NPPs such as the ARTF and the UNDP trust fund (see also below).
- *Risk management.* Work with partners who have a strong risk management system in place, which ensures monitoring, management and mitigation of fiduciary as well as programmatic risks. The 2017 U4 vulnerability to corruption study on Danish aid programming highlighted some areas where the World Bank could reduce its risk to potential corruption (and donors increase their oversight of the ARTF). However, the U4 study also noted, "From the reporting provided, it appears that ARTF so far has avoided serious funds abuse, to which the multi-layered control system and strong involvement of Bank staff play key roles."⁶ The 2017 External Review of the ARTF further concluded that, "The ARTF is highly strategic, providing not only predictable and large-scale core funding to a large country under stress, but also constituting an important institutional "pillar" through its transparency in decision making and reporting, and accountability to donors and national authorities."⁷
- *Danish comparative advantage and influence.* Partners and programmes where Denmark can make a difference in the form of technical support, policy dialogue and finance. As an example, Denmark's support to ACJC through the UNDP trust fund is complemented by Denmark's lead role in the anti-corruption donor group. Similarly, the Danish advisory support to GIROA funded through Institute for State Effectiveness (ISE) and with the Ministry of Finance as a partner, provides a unique Danish engagement in the dialogue on anti-corruption efforts.
- *Attention to Danish priority areas including a human rights based approach, gender equality and women's empowerment and youth.* Priority is on partners which have strong attention to these key Danish priority areas, not only in the programme description, but equally so in indicators and targets against which the programme will be measured, as well as in the capacity of the partner organisations themselves. As an example, Danner focuses explicitly on gender based violence and gender sensitisation work in this regard. Furthermore, the focus on agriculture and private sector development embraces the challenges faced by young people, many of who are entering the rural labour market in considerable number, with limited immediate employment prospects.

⁶ "Robustness and vulnerabilities to corruption in Denmark's aid funding modalities in Afghanistan," (CMI/U4, June 2017), p.12

⁷ External Review of the ARTF (Scan team, December 2017), p.69

2.6 Programme Thematic Objectives and Results Framework

The Danish support will be aligned with the development efforts as described in the fiscal and the development strategy of the ANPDF. The Danish support is focused on three key priority areas:

- 1) Good governance, anti-corruption and human rights
- 2) Agriculture and private sector development
- 3) Education

For thematic programme 1 (TP1) the ACP will focus on increasing the capacity of the public sector to perform its services in a transparent and accountable manner and to the anti-corruption and human rights institutions in their fight against corruption and human right abuses in combination with support to strengthening civil society to monitor the state and demand improved government performance. This leads to the overall objective and indicators for TP1:

Thematic Programme		Good governance, anti-corruption and human rights	
Thematic Programme Objective		Contribute to strengthening state institutions at national and sub-national levels to embed the social contract between duty bearers and rights holders and counter corruption in order to end the culture of impunity	
Impact Indicator		Degree of implementation of the Afghanistan National Strategy for Combatting Corruption	
Baseline	Year	2019	50% January 2019
Target	Year	2020	95% of identified activities in the strategy are implemented
Impact Indicator		Afghanistan score on the World Bank Government Effectiveness indicator score	
Baseline	Year	2019	0.47
Target	Year	2020	0.50

For thematic programme 2 (TP2) the ACP will focus on supporting the commercialisation of agriculture (specifically focusing on pomegranates and grape value chains in in south-east and west Afghanistan) and stimulating higher levels of private investment into priority value chains and improving the regulatory environment for the private sector. This leads to the overall objective and indicators for TP2:

Thematic Programme		Agriculture and the Private sector	
Thematic Programme Objective		Contribute to an enabling environment for the private sector to strengthen export-oriented agricultural value chains leading to increased value added production and job creation	
Impact Indicator*		Increased incomes from pomegranate and grapes as a result of improved production, quality and market price	
Baseline	Year	2019	TBD January 2019
Target	Year	2020	15% increased income in producers attending Farmer Field Schools
Impact Indicator**		Streamline or amend laws, regulations, administrative acts and taxation arrangements that create an unnecessary burden or unjustified cost to the private agri-business sector	
Baseline	Year	2019	0
Target	Year	2020	6 regulatory processes reformed/initiated

*This is based on the second draft project document provided by FAO ("Promoting Value Chains in South east and West Afghanistan." It is subject to revision.

** This is extrapolated from the ARTF's concept note on the project, "Accelerated Agri-Business Development project." It is subject to revision.

For thematic programme 3 (TP3), the ACP will focus on increased access to quality education for girls and marginalised communities. This leads to the overall objective and indicators for TP3:

Thematic Programme		Education	
Thematic Programme Objective		To increase equitable access to primary and secondary education, particularly for girls, in selected provinces, and to improve learning conditions in Afghanistan	

Impact Indicator		Students attending school regularly in selected provinces, by province and gender	
Baseline	Year	2019	4,318,473
Target	Year	2020	4,413,492

2.7 Aid effectiveness

Development coordination and harmonisation is managed by the Ministry of Finance, and has in the past been weak, but has been improving in 2018. To complement these efforts, the donors coordinate through the existing structures under UNAMA, EU as well as in the relevant fora of the key implementing modalities such as the ARTF where GIROA is also represented. The coordination is however also constrained by the security situation limiting movements across Kabul.

Denmark currently participates in 25 different fora/donor meetings of which 12 are engagement specific. Denmark will continue its active efforts using the Nordic+ as a key platform for coordination and ensuring a joint policy dialogue as well as an effective division of labour among the donors in Afghanistan. The cooperation between the Nordic+ representations in Afghanistan has deepened and it is intended to continue to strengthen the group. With a combined aid volume that places them among the top five contributors to Afghanistan, the Nordic+ group shares membership of the 5+3+3 group, which constitutes the key vehicle for political and development dialogue between GIROA and the international community in Afghanistan. In order to maximise resources and expertise amongst the Nordic+ Group, each country takes the lead in different thematic areas, for example, Denmark leads on anti-corruption and Finland leads on UN Resolution 1325 and Sweden and Norway leading on gender. The role of the Nordic+ is particularly relevant in a situation where the EU representation has been significantly reduced due to security concerns. Denmark will however, continue to engage in joint EU policy dialogue and coordination.

2.8 Synergies between stabilisation, regions of origin and development assistance

The ACP is one of several tools used in the Danish support for stability and development in Afghanistan – together these provide a strong development-stabilisation-humanitarian nexus of support. The ACP has thus been designed to ensure complementarity with other instruments including diplomacy and policy dialogue as well as the other Danish funding streams to the country. For both of the ROI and the PSF, the ACP's focus on enabling the state to deliver services is expected to contribute to enhanced service delivery to returnees, host communities and internally displaced and returnees and to the overall stability of the country.

For the ROI, the most significant alignment is the additional contribution of DKK 90 million to the ARTF and the commitment to closely monitor and provide inputs to the Citizen's Charter programme, particularly in regard to prioritising assistance to returnees and IDP's. This RoI engagement aligns closely with the ACP's technical assistance provided to the Ministry of Finance to roll-out the Citizen's charter throughout the country. As such, the ACP assistance will most closely track the effective implementation of the governance mechanism of the Citizen's Charter while the RoI will focus more on tracking this NPP's ability to respond to those most in need in the form of assistance such as community grain banks. This synergy captures the state building goals of TP 1 while also contributing to Denmark's policy of ensuring that no one is left behind. In addition, the Citizen's Charter is also aligned to the results of the EQRA project with responsibility for community education development projects.

The PSF supports stabilisation efforts in two ways. Firstly by supporting the AIHRC with core grants allowing the institution to perform its mandate and have the capacity to undertake human rights

training for the security forces. Secondly, by providing police salaries and capacity building through the UNDP Law and Order Trust Fund (LOTFA). It is expected in 2019, that LOTFA will transition into a multi-partner-donor-trust fund (MPD'TF). This new mechanism will encompass new pillars of support on justice and anti-corruption. The anticipated ACP engagements on ACJC and the anti-corruption civil society fund will be situated in the anti-corruption pillar. This alignment of PSF and ACP funding will provide opportunities for greater synergies in programming between the PSF and ACP and ease the administrative and monitoring burden on the Embassy if funding is through one trust fund. The Embassy development team will assume management for the LOTFA component of the PSF with additional resources in the form of a national advisor to support this added responsibility.

2.9 Danish strengths, interest and opportunities

The programme is designed to ensure that Danish comparative advantages are utilized most efficiently. This is done through:

- 1) Having Denmark as lead in anti-corruption based on the long track record of Denmark in combatting corruption in Afghanistan;
- 2) Remaining engaged in the education sector and feeding Danish bilateral education experience into the ARTF EQRA programme;
- 3) Supporting institutions where Denmark has played a key role in their establishment and implementation such as AIHRC, MEC and Danner; and
- 4) Supporting private sector-led engagements in strategic value chains aimed at enhancing market mechanisms for economic growth while simultaneously working with World Bank expertise on improving the regulatory environment for the private agri-business sector.

There are no Danish private sector interests in Afghanistan of note, however, multiple Danish NGOs, or NGOs of Danish origin, operate in the country and there is thus a Danish interest in development and formal Danish presence. The development assistance through the ACP also provides value in terms of leveraging policy dialogue. Danish and Afghan NGOs also provide support directly and indirectly to the various Danish engagements, such as DACAAR's support to the ROI programme as well as their role as sub-contractor to the ARTF Citizen Charter.

Finally, the Danish assistance is part of joint efforts (especially those of the US and UK) to stabilise Afghanistan. By supporting the development and stabilisation of Afghanistan, Denmark is also showing its commitment to its like-minded partners.

2.10 Contextual risk scenarios and response

This ACP is a two-year programme, which limits the scope of potential changes in the Afghan context that will affect the programme before it ends in 2020. This is the logic for maintaining existing ACP engagements and capitalising on the results shown so far. However, the context remains fragile in terms of the political, economic, and security situation and it therefore remains relevant to identify possible scenarios and actions.

Three potential scenarios are foreseen with the first scenario being the most likely. The full details of each scenario are presented at the start of Annex 1.

- 1) *Continuation of status quo* - Actions: implementation in accordance with this programme document with regular monitoring of the ACP risk matrix for each development engagement.
- 2) *Strong Improvement in the situation* - Actions: Enhance the funding to GIROA through on-budget initiatives like the ARTF and capitalise on key windows of opportunity in the reform agenda.

- 3) *Worsening situation scenario* - Actions: reduce funding where reforms are not progressing and increase funding to rights holders and demand side to push Government back on reform track. Work with international partners to motivate increased intra-governmental dialogue to solve the impasse.
- 4) *Worsening situation scenario b* - Actions: emergency response needed requiring additional humanitarian funding as well as funding to NGOs able to provide basic services and protection needs.

2.11 Sustainability in Afghanistan

Sustainability of development assistance in Afghanistan is particularly challenged by the security situation and the level of poverty versus the revenue generated in the country, which are all interlinked. The development assistance to the country covers core functions from service delivery to technical assistance and salary support to GIRoA and the security forces. Afghanistan is thus dependent on security and development support in the short to medium term to sustain government operations and provide services and security to the people (in government controlled areas).

The ACP is designed taking account the sustainability challenges faced by the country. Priority has therefore been given to support key government functions and assist in alleviating some of the weaknesses which undermine the development process, such as corruption and lack of proper livelihoods and education. The programme will assist with this process but will not have achieved the objectives within the two-year timeframe. However, the ACP choices are based on an assessment of the longer-term commitment of like-minded donors to the development of Afghanistan in the medium to long-term and are thus not based on stand-alone Danish assistance. This furthermore underscores the importance of prioritising joint and multilateral interventions.

2.12 Budget for the programme at thematic programme level

The budget at the thematic programme level is accordingly:

Thematic programme	Amount
1: Good governance, anti-corruption and human rights	194,000
2: Agriculture and private sector development	77,000
3: Education	54,000
Long-term technical assistance and contingencies	5,000
Total in DKK ('000)	330,000

3 Programme Overview

The programme has three thematic areas aligned with the priorities and needs of the Afghan context: (1) good governance, anti-corruption, and human rights; (2) agriculture and the private sector; and (3) education. The full programme with individual engagements is presented in figure 3.1 below.

Figure 3.1 ACP programme overview

Thematic Programme	1								2		3
Engagement* #	1.1	1.2a	1.2b	1.3a	1.3b	1.4	1.5	1.6	2.1	2.2	3.1
Beneficiary	GIRoA	ACJC	Civil Society	GIRoA	GIRoA	MEC	AIHRC	Danner	FAO	GIRoA	GIRoA
Implementer	ARTF	UNDP	UNDP	ISE	ISE	MEC	AIHRC	Danner	FAO	ARTF	ARTF

* All thematic programmes have unallocated funds to be used for strategic partnerships and scaling up on potential projects with good results

3.1 Thematic Programme 1 – Good governance, Anti-Corruption and Strengthening Human Rights

The following sections present Thematic Programme 1 (TP1), which focuses on good governance, anti-corruption and human rights.

3.1.1 Strategic considerations and justification of the thematic programme

TP1 will work with three sub-themes which are all mutually supportive. The first sub-theme focuses on improving fiscal and public sector reforms to enhance GIROA's ability to deliver accountable and transparent services, this will also limit the possibility of corrupt practices or misuse of funds. This eventually underpins the second sub-theme, which focuses on enhancing the capacity of the anti-corruption institutions in Afghanistan supporting the full flow of anti-corruption prevention, detection and prosecution. To further protect civil society's as well as women's ability to operate in this difficult environment, the third sub-theme will continue the strong Danish focus on enhancing key human rights institutions and promoting the role of civil society in this endeavour.

The theory of change of TP1 is: *If* Denmark contributes to the capacity development of key state institutions to enable these to deliver against their mandate, and in parallel supports rights holders through civil society and with independent state institutions with a focus on transparency and accountability. *Then* the state will move towards merit-based and gender inclusive recruitment and improved integrity and fiscal performance monitored by independent civil society and state actors. *Contributing to* a reduction in the level of corruption and an improvement in the human rights situation, which eventually *will lead to* strengthening the social contract in Afghanistan.

The theory of change builds on a number of key assumptions. These include:

- 1) Enhanced GIROA willingness and capacity to engage in substantive reform processes, including deeper dialogue on progress towards NPPs and ANPDF priorities
- 2) GIROA willingness to support the investigation and prosecution of high level suspects of corrupt practices
- 3) Space for civil society to operate and engage in monitoring of state performance and advocacy for improved reform processes
- 4) A continued joint donor commitment to support the Afghan reform processes and continue the funding in the medium to long-term

The support is justified against the OECD-DAC quality criteria as presented in table 3.2 below.

Table 3.2 Justification against the OECD-DAC quality criteria

OECD-DAC criteria	Assessment
Relevance	The thematic programme is fully aligned with the major reforms within anti-corruption, fiscal and public sector policy as expressed in the ANPDF and GIROA policies. It furthermore strengthens civil society and independent institutions in a situation where the space for civil society has shrunk. The support thus enables duty bearers to perform and rights holders to hold these to account. Specific attention has also been given to ensure protection against GBV and enhanced attention to women and youth in line with Danish policy priorities
Effectiveness	A key criterion for ensuring effectiveness under the thematic area is expected to be achieved through a combination of: (a) relevance and ownership as guaranteed by the considerable on-budget support through the ARTF. As described above alignment with policy objectives and policy dialogue is further expected to facilitate change. Furthermore, the pressure from the rights holders will help facilitate this process. And, (b) expected effectiveness as documented through delivery of results in the past from key implementing partners from ARTF to AIHRC and Danner
Efficiency	Efficiency is sought by focusing the major budget inputs on multi-donor trust funds such as the

OECD-DAC criteria	Assessment
	ARTF as well as through joint financing agreements with the UN, independent institutions and CSOs. Furthermore, the thematic programme builds on the division of labour among donors where Denmark takes a lead on anti-corruption but relies on others to take the lead on e.g. elections and fiscal reforms. Efficiency will however have to be monitored across all DEDs as the programme develops as there will be risks for increased management resources, which will be monitored during the implementation
Impact	The unstable context of Afghanistan means that it is only feasible to expect incremental steps towards impact under TP1. However, as the support is assessed to be relevant and effective the probability of impact in several areas is expected. This includes improved fiscal reforms; implementation of anti-corruption strategies and the holding of transparent elections
Sustainability	Sustainability is sought first and foremost by emphasising capacity development of state and civil society institutions to enable these to perform their assignments. However, Afghanistan remains dependent on foreign aid to enable GIRoA to operate. The support to ARTF is expected to over time enhance revenue and capacity to enable the state to operate with a degree of fiscal independence, but this is a long-term strategy. Similarly, sustainability is also an issue when it comes to the support to civil society organisations. None of these receive substantial funding from their constituency and the support is thus not immediately sustainable. However, the support is expected to provide sustainable results as they will help facilitate the reform processes

3.1.2 Thematic Programme summary

The objective of TP1 is to *Contribute to strengthening state institutions at national and sub-national levels to embed the social contract between duty bearers and rights holders and counter corruption in order to end the culture of impunity.* This will be done through multilateral and bilateral mechanisms and will be assessed against the following indicators (table 3.3):

Table 3.3 Thematic programme 1 indicators

Impact Indicator		Degree of implementation of the Afghanistan National Strategy for Combatting Corruption	
Baseline	Year	2019	50%
Target	Year	2020	95%
Impact Indicator		Afghanistan score on the World Bank Government Effectiveness indicator score	
Baseline	Year	2019	0.47
Target	Year	2020	0.50

The indicator refers to the progress on the implementation of the anti-corruption strategy, which is a key pillar in the ACP. The implementation of the strategy not only refers to the anti-corruption institutions, but equally so the progress made towards fiscal and public sector reform. Denmark will thus also be measuring TP1 progress against the overall reform progress, the progress on parliamentary and council and presidential elections as well as the human rights situation

In support of the thematic objective, six engagements have been identified covering complementary and mutually supportive sub-themes of financial and public sector reform; anti-corruption; and human rights. All development engagements have a theory of change which is elaborated in each of the DEDs.

Engagement 1.1 - Government reforms through ARTF

In support of the GIRoA fiscal and public sector reform, the programme will provide funding to GIRoA through the ARTF. The funding will be provided as non-preferenced funding. With this funding and the Danish seat in the ARTF Strategy Group, the Embassy will closely follow the implementation of three specific projects all aimed at enhancing GIRoA's ability to deliver effectively in a transparent and accountable manner. The three projects are:

- 1) The Fiscal Performance Improvement Support Project (FPISP) focusing of fiscal reform processes

- 2) The TAGHIR or Public Administration Reform project which focuses on the professionalization and effectiveness of the public sector with emphasis on recruitment
- 3) The Citizen Charter project which enhances local level service delivery and citizen's participation in this process

The ARTF has an extensive number of indicators at overall and individual project level. The Embassy has decided to focus on indicators relevant to the Danish priorities from the three projects followed by Denmark. The results framework at the outcome level are presented in table 3.4 below.

Table 3.4 ARTF outcome level results framework

Fiscal Performance Improvement Support Project			
Outcome 1.1		Effective implementation by budgetary units on the external audit recommendations	
Outcome indicator		Percentage implementation rate	
Baseline	Year	2018	15%
Annual target	Year	2020	40%
End target	Year	2022	60%
Citizen Charter			
Outcome 1.2		CDCs in rural and urban areas able to plan and manage their own development projects	
Outcome indicator		Number of CDCs in rural and urban areas	
Baseline	Year	2018	6,600 CDCs
Annual target	Year	2020	10,500 CDCs, 10,000 rural out of the final target of 12,500, 500 urban out of a final target of 600
TAGHIR			
Outcome* 1.3		Reforms of merit-based recruitment and salary scheme implemented	
Outcome indicator		Status of reform	
Baseline	Year	2019	Reform approved
Target	Year	2020	Reform implemented

** Indicative as the project is still in the design phase. Final document expected end-2018.*

The ARTF has been selected as the modality for supporting the fiscal and public sector reforms of GIROA because it is the only modality which provides these options while also being on budget. In particular in relation to fiscal reforms, the ARTF has proven effective in the past as stated in the latest External Review and confirmed by the MFA's 2017 mid-term review of the 2014-2018 ACP. Equally important, the ARTF has a thorough monitoring and risk management arrangement in place to safeguard the implementation. To continue strengthening programme performance and development impact, ARTF will introduce Annual Country Portfolio Performance Reviews (CPPR). As a result of the 2017 ARTF External Review, the ARTF will increase use of third party monitoring mechanisms as well as forensic audits to minimise fiduciary risks. Furthermore, there is now a new Anti-Corruption and Results Monitoring Action Plan (ACReMAP) which is included in the 2018 ARTF Financing and Partnership Framework which will significantly enhance donor oversight. Donor funding for the new ARTF Partnership Framework and Financing Program (PFFP) covering 2018-2020 is described in more detail in annex 4. Depending on whether donors fully commit to their pledges, there may be a shortfall in the financing for the ARTF. The Embassy will maintain vigilance in monitoring the ARTF funding flow and use of scenario planning should funding be less than pledged.

The budget is thus presented at an overall level in the table below (table 3.5).

Table 3.5 TP1 non-preferred funding to the ARTF

ARTF non-preferred under TP1	2019	2020	Total
Contribution in DKK ('000)	48,00	47,00	95,00

Total	48,00	47,00	95,00
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For further details see development engagement document 1.1.

Engagement 1.2a – ACJC

Note: engagement 1.2a and 1.2b are de facto in the same formal engagement agreement with UNDP.

In support of the implementation of the GIROA anti-corruption strategy and longer term efforts for dealing with corruption, Denmark will continue to provide support to the ACJC. The support is expected to significantly enhance the number of cases the ACJC can manage at any given time.

A number of donors have been supporting ACJC since its inception, inter alia, the US, UK, Resolute Support (RS), Japan and Germany – both in financial and in-kind resources. Funding has been through a number of ad hoc channels and thus it is not possible to quantify. However, and it is hoped that the planned UNDP MTPTF will bring more alignment, clarity and coordination to this funding in 2019.

UNDP is in the process of designing the support to ACJC based on the lessons learned from the ongoing Project Initiation Plan (PIP) for the ACJC which includes ongoing processes of feasibility studies and consultations with key stakeholders. The results framework at the outcome level is thus preliminary and based on UNDP inputs and Embassy consultations with the key partners. The final results framework will be included in the ACP once the project document is in place. Results are presented in table 3.6 below.

Table 3.6 ACJC outcome level results framework

Outcome		ACJC is empowered to effectively investigate, prosecute, and adjudicate corruption cases under its jurisdiction in a timely, fair, accountable and transparent manner.	
Outcome indicator		No. trials conducted through ACJC to trial or appeal	
Baseline	Year	2019	118
Target	Year	2020	200

The support will be channelled either bilaterally to UNDP's Rule of Law programme or through the LOTFA MDPTF (yet to be established). UNDP has been selected based on the organisation's long engagement in the sector and its work on the PIP. UNDP has a comprehensive monitoring framework in place for progress and risk management.

The budget for engagement 1.2a is presented in the table below (3.7).

Table 3.7 Budget for UNDP support to ACJC

UNDP support to ACJC	2019	2020	Total
Support to ACJC (in DKK '000)	10.000	10.000	20.000
Total (in DKK '000)	10.000	10.000	20.000

For further details see development engagement document 1.2a.

Engagement 1.2b - Anti-corruption civil society

Note: engagement 1.2a and 1.2b are de facto in the same formal engagement agreement with UNDP.

In support of the implementation of the GIROA anti-corruption strategy and longer term efforts for dealing with corruption, Denmark will provide support to civil society to provide independent oversight of the operations of the state. Grants and capacity will be provided for national and local civil society to undertake e.g. monitoring of state execution of national and legal budgets, service delivery as well as potential conflict of interest which may be reported to the media, the ACJC or the police. Special emphasis will be paid to the utilisation of the Access to Information law.

UNDP is in the process of designing the support to this anti-corruption civil society fund based on the lessons learned from the ongoing PIP, as described above. The final results framework will be included in the ACP once the project document is in place. Results are presented in table 3.8 below.

Table 3.8 CSO outcome level results framework

Outcome		Citizens are enabled to hold GIROA accountable for effective and transparent service delivery	
Outcome indicator		Number of women and men accessing Government information through the Access to Information electronic and manual system	
Baseline	Year	2019	0
Target	Year	2020	100

The support will be channelled either bilaterally to UNDP's Rule of Law programme or through the LOTFA MDPTF (yet to be established) as described above.

The budget for engagement 1.2b is presented in the tale below (3.9).

Table 3.9 Budget for anti-corruption support to CSOs via UNDP

UNDP support to anti-corruption CSOs	2019	2020	Total
Support to anti-corruption CSOs (in DKK '000)	6.000	6.000	12.000
Total (in DKK '000)	6.000	6.000	12.000

For further details see development engagement document 1.2b.

Engagement 1.3a Technical assistance support to GIROA anti—corruption reform process

Note: engagement 1.3a and 1.3b are de facto in the same formal engagement agreement with ISE.

Technical assistance will be provided to GIROA through ISE. The funding will cover technical support to the head of the Anti-Corruption Secretariat of the High Council. The head of the Secretariat will lead the coordination of the implementation of the anti-corruption strategy on behalf of GIROA.

ISE was established in 2006. The organization has a strong record of providing context-specific technical expertise to reform processes in the field of governance in Afghanistan. ISE is in a unique position in that it has a longstanding Memorandum of Understanding (MoU) with the Afghanistan Ministry of Finance (MoF) to provide technical assistance in areas identified by the Government itself. Therefore, the two technical assistance development engagement documents to be (re-signed) with ISE are also countersigned by the MoF. This has three advantages (1) it ensures that technical assistance is aligned with Government priorities and thus Afghan-led, (2) this modality ensures that Denmark is in compliance with indicator 23 in the Self Reliance and Mutual Accountability Framework that requires “All new technical assistance to government to be approved by Ministry of Finance,” and, (3) ISE is a well-established and finically compliant organisation (based in Washington DC) and thus this modality reduces the fiduciary risk.

The results framework at the outcome level is linked to the progress of GIROA anti-corruption reforms as made explicit in the anti-corruption action plan. The results framework at outcome level is presented in the tale below (3.10).

Table 3.10 Technical assistance to GIROA anti-corruption reforms

Outcome	The special Secretariat to the High Council on Law, Justice and Anti-Corruption is fully operational
Outcome indicator	Staffing level

Baseline	Year	2018	50%
Annual target	Year	2019	80%
Target	Year	2020	100%

The TA will report to the Embassy of Denmark on a regular basis. The budget for the engagement is presented in the table below (3.11).

Table 3.11 Budget for technical assistance to GIROA anti-corruption reform advisory services

Technical assistance for reforms	2019	2020	Total
Contribution in DKK ('000)	3.500	3.500	7.000
Total (in DKK '000)	3.500	3.500	7.000

For further details see development engagement document 1.3a

Engagement 1.3b Technical assistance support to GIROA reform implementation in Ministry of Finance

Note: engagement 1.3a and 1.3b are de facto in the same formal engagement agreement with ISE.

Technical assistance will be provided to GIROA through the Institute of State Effectiveness in the modality described above. The funding will cover technical support to the implementation of the Citizen's Charter.

The results framework at the outcome level is linked to the progress of GIROA reforms. The results framework at outcome level is presented in the table below (3.12).

Table 3.12 Technical assistance to GIROA reforms in Ministry of Finance

Outcome		Citizens' Charter Programme rolled out as per the agreed results framework of the CCAP World Bank project	
Outcome indicator		Number of beneficiaries benefitted from CCAP	
Baseline	Year	2019	5.3 million
Target	Year	2020	8.5 million

The TA will report to the Embassy of Denmark on a regular basis. The budget for the engagement is presented in the table below (3.13).

Table 3.13 Budget for technical assistance to GIROA

Technical assistance for reforms	2019	2020	Total
Contribution in DKK ('000)	3.500	3.500	7.000
Total (in DKK '000)	3.500	3.500	7.000

For further details see development engagement document 1.3b

Engagement 1.4 MEC

Denmark will continue its ongoing support to MEC as a key institution in the flow of anti-corruption institutions in Afghanistan. As in 2018, the funding will specifically be earmarked for Ministry-wide Vulnerability to Corruption Assessments (MVCAs) which provide holistic appraisals throughout a Ministry at both national and sub-national level. These will feed into the plans for improved performance and integrity of the ministries in Afghanistan.

MEC conducts MVCAs and VCAs as per its annual work plan, and ministries in most cases take on the recommendations from the MVCAs to improve performance and MEC follows-up on the

implementation of their recommendations. The results framework at outcome level is presented in the table below (3.14).

Table 3.14 MEC results framework at outcome level

Outcome		Ministries develop action plans based on MEC's MVCAs	
Outcome indicator		Numbers of ministries developing action plans based on MVCAs (cumulative)	
Baseline	Year	2018	3
Annual target	Year	2019	5
Target	Year	2020	7

Denmark will rely on MEC's financial management and annual external audits for financial reporting. MEC has an annual budget of around USD 2.7 million. In the past major donors have included the UK, the US, Denmark and Norway. Their commitments for 2019 onwards are still to be finalised. The budget is presented in table 3.15 below.

Table 3.15 Budget for MEC

MEC	2019	2020	Total
Contribution in DKK ('000)	4,500	4,500	9,000
Total	4,500	4,500	9,000

For further details see development engagement document 1.4.

Engagement 1.5 AIHRC

Denmark will continue its long-term support to the AIHRC. The support will be core support and thus be provided in order to ensure the full operations of the institution. The AIHRC has a good track record as a human rights defender and proven effectiveness in addressing Government misuse of authority and working with both rights holders and duty bearers. This was recognised by an external evaluation issued in July 2018 which states, "The Commission has positioned itself appropriately between the Government and civil society and has gone a long way towards gaining the trust of both." The AIHRC provides one of the few platforms for formally combatting gender-based violence and improving women's rights.

The AIHRC is still to develop a strategy beyond 2018 (this will be finalised in October 2018). However, the Danish Embassy has been in dialogue with the AIHRC to ensure that supporting civil society continues to be a fundamental component of their future activities.

Continued support to the AIHRC is considered as both a value added for Denmark and Afghanistan and the AIHRC is not over-funded. The July 2018 Independent Evaluation Report states that, "Reductions in funding have impacted financial, administrative and human resource management and made staff retention more challenging as it has been difficult to offer competitive salaries for some posts." In 2018, the AIHRC has a budget of over \$ 8,243,000. So far the AIHRC has secured only 3, 285,587 from donors which is a shortfall of USD 4 million. The current donors to the AIHRC are Canada, Australia, Norway, Switzerland and GICoA contributions.

The results framework at outcome level presented in the table below (3.16) is thus preliminary and will need to be reassessed once the AIHRC strategy is in place.

Table 3.16 Support to the AIHRC

Outcome*	Increased public awareness on human rights results in reduced level of violence against women and children
Outcome indicator	Number of human rights violations reported to and resolved by the AIHRC across Afghanistan

Baseline	Year	2019	TBD
Target	Year	2020	TBD

* The baseline and target will be determined when the new strategic plan is completed in October 2018

The financial management is in accordance with Afghan Law and based on this AIHRC will use its internal financial and procurement systems and procedures. The AIHRC will aim to increase its share of budget funded by the national budget over the forthcoming years thus progress towards enhancing its sustainability. The Danish funding will contribute to the annual external independent audit of the institution. The budget is presented in table 3.17 below.

Table 3.17 Budget for support to AIHRC

AIHRC	2019	2020	Total
Contribution in DKK ('000)	6,500	6,500	13,000
Total	6,500	6,500	13,000

For further details see development engagement document 1.5

Engagement 1.6 Danner

Denmark has been supporting the long-term work of Danner in the capacity development of shelter's in Afghanistan and related up-stream policy work. Denmark will continue its support to Danner now that it has become a national Afghan NGO. In the next two years Danner will need to ensure that the institution becomes consolidated as a local Afghan institution with a broader funding base. The support will in particular be aimed at ensuring an institutional footprint to combat gender-based violence ensure safe access to shelters across Afghanistan. Danner has planned a number of capacity building events for the staff of Ministry of Hajj and Religious Affairs (MoHRA) and Ministry of Women Affairs (MoWA). These trainings would benefit the Ministries staff on central and provincial levels. The trainings would be held based on the needs assessment to build the capacities of the relevant staff to ensure an institutional footprint to effectively combat gender-based violence.

The results framework at outcome level is presented in the tale below (3.18).

Table 3.18 Support to the Danner

Outcome 1		Ensuring adequate and sustainable protection for victims of VAW and in relation to reintegration in the society with support of duty bearers	
Outcome indicator 1		Status of women leaving the shelter	
Baseline	Year	2018	Some women stay for a very long period in the shelters and do neither have proper means to reintegrate in the society nor acceptance by their families. Shelters do not have the capacity to tackle this issue and there is a lack of policy support to deal with this
Annual target	Year	2019	70% of all women in the shelters reintegrate into society
Target	Year	2020	90% of all women in the shelters reintegrate into society
Outcome 2		Enhanced policy framework supporting the work of shelters	
Outcome Indicator 2		Status of policy framework for women's shelters in Afghanistan	
Baseline	Year	2018	Policy framework still inadequate to ensure women's protection
Annual target	Year	2019	Policy framework from 1 leading ministries updated improving women's rights and legal status around shelters
Target	Year	2020	Policy framework from 2 leading ministries updated improving women's rights and legal status around shelters

Danner has legally finalised its transition into a national NGO and this has meant new policies and regulations have been developed according to Afghan NGO laws. In light of this, the Embassy has conducted a financial and administrative monitoring review of Danner in July 2018 and identified areas that must be improved in finance and administration and an action plan for Danner to follow. The

Embassy will be monitoring Danner's implementation of this plan as well as changes to risks. The Embassy may utilize external short-term technical assistance to assist in this process if deemed necessary. The budget for Danner is presented in table 3.19 below.

Table 3.19 Budget for support to Danner

Danner	2019	2020	Total
Contribution in DKK ('000)	2,500	2,500	5,000
Total	2,500	2,500	5,000

For further details see development engagement document 1.6

Unallocated funds

In light of: (a) the fragile context in Afghanistan and changing strategic opportunities to support reform processes, (b) the now more streamlined TP1, which requires less management resources than what was first suggested, and (c) the past positive results from funding strategic relevant smaller interventions, DKK 23 million has been set aside as unallocated funds specifically for TP1. The funds will be used strategically to meet the TP1 objective. Potential engagements include (but should not be limited to):

- 1) Funding of studies/TA support to the election process if these can provide strategic inputs towards more legitimate and credible elections
- 2) Scaling up the anti-corruption civil society fund (administered through UNDP), if results indicate that this is appropriate
- 3) Strategic smaller grants to Afghan institutions such as the Afghan Analyst Network or youth initiatives, which are assessed to be key in providing analysis or advocacy work which can influence policy makers or provide new information on how to combat corruption in the country

The unallocated funds will be managed by the Embassy in accordance with the Danida Aid Management Guidelines. The budget for unallocated funds is presented in table 3.20 below.

Table 3.20 Budget for unallocated funds

Unallocated funds for TP1	2019	2020	Total
Contribution in DKK ('000)	13,000	10,000	23,000
Total	13,000	10,000	23,000

To minimise the potential management burden, it is suggested that the Embassy limits the number of open engagements funded by these unallocated funds at any given time.

3.2 Thematic Programme 2 – Agriculture and the Private Sector

The following sections present Thematic Programme 2 (TP1), which focuses on agriculture and the private sector to promote growth and employment.

3.2.1 Strategic considerations and justification of the thematic programme

With the ending of the CARD F project, the Embassy has needed to define a new engagement on this thematic programme and TP 2 is yet to be appraised. It is planned that a project document will be finalised between the Embassy and FAO in late October and a field appraisal will take place in early December 2018.

TP 2 will work on two mutually reinforcing sub-themes. The first sub-theme focuses on targeted interventions on two potentially high yielding value chains to improve quality and quantity in production and processing which will enhance producer incomes and contribute to sustainable job generation. The second sub-theme focuses on improving the policy and regulatory environment for the agri-business sector to increase exports.

The theory of change for this thematic programme is based on the logic that agriculture dominates the Afghanistan economy and is the single largest provider of jobs and incomes for women and men, especially in rural areas. Investments made in environmentally and socially responsible improvements in value addition agricultural value chains will increase rural job opportunities and contribute to a reduction in poverty. Thus: If Denmark supports private sector led value chain improvements. Then these private sector initiatives will result in enhanced effectiveness and quality of produce. Leading to enhanced job opportunities and economic growth.

The theory of change builds on a number of key assumptions. These include:

- 1) The GIRoA will continue to prioritise agriculture as a major sector for national economic development, as outlined in the Agri-Business Charter and National Export Strategy.
- 2) The demand for agricultural products will increase as the constraints in agricultural value chains are addressed through efforts that focus on increasing new market opportunities in the region.
- 3) Major ‘shocks’, such as heightened conflicts and drought will not have an adverse effect on agriculture production, processing and trade.

The support is justified against the OECD-DAC quality criteria as presented in table 3.21 below.

Table 3.21 Justification against the OECD-DAC quality criteria

OECD-DAC criteria	Assessment
Relevance	The thematic programme is fully aligned with the relevant major GIRoA policy frameworks including the recently released National Export Strategy and the draft Agri-Business Charter, both of which highlight the importance of trade in agriculture markets and the role of a more competitive and diversified private sector among national, regional and international markets.
Effectiveness	Effectiveness in this thematic area is achieved through the relevance of private sector-led, off-budget and on-budget interventions that complement and bolster public policies and programmes, articulated through the emerging Agri-Business Charter.
Efficiency	Programme efficiencies are achieved through interventions that complement and support government policy frameworks and broader agriculture development measures. In addition, the programme supports value chain interventions that involve a co-investment by the private sector, which leverages private investments and creates public-private partnerships designed to generate new business opportunities, higher levels of economic growth and new jobs.
Impact	By working with market systems, this thematic programme initiates change within strategically positioned firms that open up new markets and improve the competitiveness of Afghan firms in national, regional and international markets. It supports the creation of more productive jobs in the private sector.
Sustainability	Sustainability is an issue within this theme at two levels. The first concerns the sustainability of interventions within selected agriculture chains. These interventions are sustained through a careful analysis of the value chains and the design of interventions that are market-oriented. Thus, programme interventions within value chains are sustained through the development of market mechanisms that strengthen the connection between agriculture producers, intermediary traders and buyers. The second level of sustainability is concerned with the sustainability of the thematic programme. This is addressed through a robust alliance with public policy frameworks, such as the Agri-Business Charter, and private sector-led mechanisms. The thematic programme demonstrates the role value chain analysis and strengthening enlarges the opportunities for commercialising agriculture and

OECD-DAC criteria	Assessment
	developing the private sector in agriculture.

5 3.2.2 Thematic Programme summary

The objective of TP 2 is to *Contribute to an enabling environment for the private sector to strengthen export-oriented agricultural value chains leading to increased value added production and job creation*, and will be assessed against the following indicators:

Impact Indicator*		Increased incomes from pomegranate and grapes as a result of improved production, quality and market price	
Baseline	Year	2019	TBD January 2019
Target	Year	2020	15% increased income in producers attending Farmer Field Schools
Impact Indicator**		Streamline or amend laws, regulations, administrative acts and taxation arrangements that create an unnecessary burden or unjustified cost to the private agri-business sector	
Baseline	Year	2019	0
Target	Year	2020	6 regulatory processes reformed/initiated

*This is based on the second draft project document provided by FAO (“Promoting Value Chains in South east and West Afghanistan.” It is subject to revision.

** This is extrapolated from the ARTF’s concept note on the project, “Accelerated Agri-Business Development project.” It is subject to revision.

The first indicator refers to the progress made on engagement 2.1 implemented by FAO which supports the first sub-theme on targeted interventions on two potentially high yielding value chains to improve quality and quantity in production and processing which will enhance producer incomes and contribute to sustainable job generation. The second indicator relates to progress on engagement 2.2 implemented by the World Bank through the ARTF which supports the second sub-theme on improving the policy and regulatory environment for the agri-business sector to increase exports.

In support of the thematic objective, two engagements have been identified covering complementary and mutually supportive activities.

Engagement 2.1

In line with strategy of the ABC, the project will support to strengthen export oriented pomegranate and grape value chains in South East and Western Afghanistan, which will lead to increased value added production and employment, especially for women in the harvesting and processing stages of the value chain. The key strategies and focus of the project will be to improve target farmer produce, strengthen the linkage and connectivity of the producers to the buyers, and the buyers to the testing services to improve much needed facilities and capacities to acquire standard quality certification for their products. This will ultimately increase their access to domestic, regional and international markets.

Building on the achievements and lessons learned from CARD F, the project will consider what is tangible to achieve in a two-year period, with synergies to existing similar projects, but without making any duplication of services. Emphasis will be given to identify and design interventions that will have large-scale, long-lasting impacts in improving the productivity of Afghan smallholding farmers and improvements in the competitiveness of agri-food enterprises in local and international markets. Best production practices, especially those that would not just improve production but add new value to pomegranate and grape, will be introduced through Farmer Field Schools which will be gender-balanced in their target farmers. The introduction of a contract farming system will create stronger linkages between the farmers and the private sector agribusinesses or agri-food enterprises. Lack of quality standards and internationally recognized certifications are the key barriers to Afghan fruit crops (including pomegranate and grape) gaining access to international and regional markets. Establishment

of internationally recognized testing laboratories and facilitating quality certification will be a major intervention to addressing these barriers and thus key gaps in these two value chains.

This project is an off-budget engagement with FAO and will build on complementarities with other similar donor-funded FAO projects in Afghanistan. These include the EU-funded project for Geographical Indicator (GI) certification and the USAID-funded, “Promoting Value Chains in the West Afghanistan,” (started in 2017). This project is also based on lessons learned in previous FAO projects such as the “Integrated Dairy Schemes in Herat” implemented by FAO from 2007-2012 in which an integrated dairy processing plant, feed mill, inputs and service providers network, and collectors network, was set up and has been operating successfully to date. Under the Seed Enterprises Project from 2006-2014 FAO engaged with the local private sector in Herat to develop and expand their capacity for the development of improved and higher quality seed. This included innovative public private partnerships with the local private sector to produce clean and certified high value wheat seed. It has proven to be quite successful with many of those enterprises now expanded and many have made additional investments in more technology. The livelihood project in Herat “Support to Agriculture and Rural Development in Karokh and Zindajan districts” promotes and enhances sustainable and resilient livelihoods among the most food insecure and vulnerable households, and enhances institutional capacities and market linkages.

The results are described in table 3.22 below

Table 3.22 FAO outcome level results framework

Outcome 1*		Enhanced production techniques in pomegranate and grape cultivation	
Outcome indicator 1		Number of private enterprises such as traders, processors and private companies, producers groups and women groups that applied new technologies or management practices as a result of the project support	
Baseline	Year	2019	0
Target	Year	2020	50
Outcome 2		Quality testing is improved to increase export potential of pomegranate and grapes	
Outcome indicator 2		Agri-business firms have access to calibrated testing equipment in laboratories	
Baseline	Year	2019	0
Target	Year	2020	2

*Indicators and outcome are subject to revision with finalised project document

The Embassy is currently completing full due diligence checks on FAO as a partner to ensure fiduciary and implementation risks are accounted for and managed.

Table 3.23 FAO budget

Promoting Value Chains in South east and West Afghanistan	2019	2020	Total
Contribution in DKK ('000)	20,000	15,000	35,000
Total	20,000	15,000	35,000

Engagement 2.2

Denmark intends to increase its support to the World Bank project, “Accelerated Agri-Business Development Project,” which will be implemented through the ARTF through an on-budget modality. This project is a core pillar of the Government’s Agri-Business Charter. It is currently at the Concept Note stage. Consultations with the World Bank indicate that a draft PAD will be produced by end of 2019 with Board approval in April 2019. It is envisaged as a 5 year project totalling USD 175 million of which USD 150 million will be financed through the ARTF.

The project is comprised of three components:

Component 1: Improving the enabling environment and quality of support services for agribusiness development: The objective is to ensure an enabling policy and regulatory environment,

and delivery of support services that can foster a competitive and sustainable development of the agribusiness sector in Afghanistan, essentially through public provision of enabling environment, goods and services.

Objective 1.1: Support to policies and regulations. (i) *business policies*: streamline or amend laws, regulations, administrative acts, other controls and taxation arrangements that create an unnecessary burden or unjustified cost to private activities; ensure an enabling regulatory and operating environment for agriculture finance that will influence the level of funding allocated to agriculture/ agribusiness development; (ii) *trade policies*: establish a national sanitary and phytosanitary system fit for the purpose of fostering investment and initiatives in food systems; ensure that appropriate food safety/ quality regulations and facilities are available to enable the country to compete on export markets;

Component 2: Support of agri-spatial solutions and access to finance: The objective is to enhance the productivity of Afghan smallholders' farmers and competitiveness of agri-food enterprises in domestic and international markets, and maximize their ability to access formal financial services. This will be achieved by: (i) promoting agri-business development at the micro level, in specific regions combining a territorial and value-chain focus, and public-private partnerships that have strong backward linkages with farmers; and (ii) facilitating access to finance.

Objective 2.1 Support of agri-spatial solutions. Transform the Afghan agri-business sector by moving supply side barriers (inconsistent raw material supply, lack of productive infrastructure, insufficient access to storage/ transport services and energy sources, etc.) and enable the country's sector to become competitive and mobilize its potential comparative advantage.

Objective 2.2 Facilitating access to finance by removing constraints that govern the weak context for agriculture finance, and increase the availability of sustainable and appropriate financial services for agricultural value chain actors (farmers, intermediary agents, traders, processors and exporters). This will be achieved through financial outreach and capacity building, development of new financial delivery channels and products, and provision of matching grant financing.

Component 3: Crisis Prevention and management, and Project Coordination and M&E: The objective it to strengthen crisis preparedness and management mechanisms for the project-targeted value chains; it will also support project implementation and coordination capacities, including Monitoring and Evaluation activities.

Objective 3.1 Crisis Prevention and Management: To strengthen the readiness of relevant institutions to face emergencies and crises related to the agribusiness productive and marketing base.

Objective 3.2: M&E: Particular attention will be given to statistics regarding targeted value chains and the data required for project M&E activities

The ACP will focus on tracking Component 1 most closely in line with the sub-theme outlined for TP2 and results are presented in table 3.24 below.

Table 3.24 ARTF Accelerated Agri-Business Development project outcome level results framework

Outcome 1*		Quality certification for Afghan agri-businesses to increase sustainable exports	
Outcome indicator 1		Number of private enterprises that have achieved regionally or internally recognised certification recognition	
Baseline	Year	2019	TBC
Target	Year	2020	15 (TBC)
Outcome 2		Increased productivity of Afghan smallholders' farmers	
Outcome indicator 2		Afghan smallholders' farmers have access to formal financial services	
Baseline	Year	2019	TBC
Target	Year	2020	30 (TBC)

*Indicators and outcome are subject to revision with finalised project document

The funding under TP2 to the ARTF will be preferenced to this project. The ARTF has been selected as the modality for supporting the ABC because it is in line with GIRoA policies and has the capacity to work at scale, in particular on the regulatory and policy enabling environment. The ARTF risk management system is described in the ARTF engagement for TP1.

Table 3.25 ARTF budget

Accelerated Agri-Business Development project	2019	2020	Total
Contribution in DKK ('000)	15,000	15,000	30,000
Total	15,000	15,000	30,000

Unallocated funds

In light of the fragile context in Afghanistan and potential to scale-up the FAO or ARTF project, if the results indicate the need for this, the ACP has reserved DKK 10 million in unallocated funds for TP2.

The unallocated funds will be managed by the Embassy in accordance with the Danida Aid Management Guidelines. The budget for unallocated funds is presented in the table below:

Table 3.26 Budget for unallocated funds

Unallocated funds for TP2	2019	2020	Total
Contribution in DKK ('000)	5,000	5,000	10,000
Total	5,000	5,000	10,000

3.3 Thematic Programme 3 – Education

TP3 will have one engagement supporting education through the ARTF.

3.3.1 Strategic considerations and justification of the thematic programme

Denmark will contribute to improved education in Afghanistan through the World Bank's EQRA project to further increase equitable access to primary and secondary education in selected disadvantaged provinces, especially for girls and to improve learning conditions in the education sector.

The project goes beyond just enrolment and focuses on bringing children into school and ensure a high attendance level. Attaining and sustaining improvements will be contingent on GIRoA instituting much needed reforms in the Ministry of Education (MoE) and ability to access shrinking development space due to security constraints, which is also a key risk for the engagement. The theory of change for TP3 can be described as follows:

If Denmark continues its funding to education through the ARTF. *Then* the MoE at central, regional and local level will have the capacity to deliver services in a transparent and accountable manner; schools will be constructed; teachers trained and recruited; and the curriculum updated. *Leading to* improvements in equal access for girls and boys to education, enhanced linkages in education between the centre, provinces and districts and improved teaching- learning processes. *Contributing to* preparing skilled and competent citizens to sustain Afghanistan's socio-economic development and social cohesion.

The theory of change is based on the following assumptions:

- 1) That there is a continued commitment from GIRoA to uptake reforms
- 2) That strengthened state capacity and accountability improves the results at all levels of the education sector

- 3) That specific focus on girls and under-served populations in rural areas will act broadly as a driver for change, reinforcing consistency with non-discrimination principles
- 4) The security situation does not deteriorate further and reduce access to government run schools

Below, the thematic programme is assessed against the OECD-DAC quality criteria (table 3.23).

Table 3.27 Justification against the OECD-DAC quality criteria

OECD-DAC criteria	Assessment
Relevance	The thematic programme is aligned with GIROA's education sector strategy (the NESP III) and is based on the lessons learned from past education support. This is expected to meet the educational needs of girls and boys at primary and secondary level. Furthermore, there will be extended focus on girls' education which has been declining in recent years
Effectiveness	Denmark, as well as the World Bank, has been engaged in support to the education sector for more than a decade in Afghanistan. The support identified builds on these lessons learned to ensure effectiveness. This among other includes enhanced focus on girls in the access to schools and the move towards constructions of community level schools
Efficiency	Efficiency is sought through the use of ARTF as the financing modality. Using the ARTF Denmark will provide funding on budget, which is fully coordinated with other donors in the sector and led by the MoE
Impact	As with TP1 and TP2, the unstable context of Afghanistan means that it is only feasible to expect incremental steps towards impact. However, as the support is assessed to be relevant and effective the probability of impact in several areas is expected. This includes an increased number of girls and boys in school receiving quality education
Sustainability	Sustainability is sought by ensuring that the funds are on budget and that GIROA (and not the donors through instruments such as the ARTF recurrent cost window) are the primary funding source for teacher salaries. Secondly, the programme has a strong focus on capacity development to enable the MoE at all levels perform its functions effectively

3.3.2 Thematic Programme summary

The objective of TP3 is to *increase equitable access to general education in disadvantaged provinces, especially for girls while improving the quality of teaching-learning processes with an overall strengthened capacity and accountability for results* (table 3.28):

Table 3.28 Thematic programme 3 indicators

Thematic Programme		Education	
Thematic Programme Objective		To increase equitable access to primary and secondary education, particularly for girls, in selected provinces, and to improve learning conditions in Afghanistan	
Impact Indicator		Students attending school regularly in selected provinces, by province and gender	
Baseline	Year	2019	4,318,473
Target	Year	2020	4,413,492

In support of the thematic objective, one engagement has been identified, which is the only country wide educational support programme through GIROA.

Engagement 3.1 – Education supported through EQRA in the ARTF

Denmark will provide preferenced support to EQRA. Support for education through the ARTF has been traditionally over-funded by donors in Afghanistan and consultations with the World Bank (September 2018) indicate that EQRA will follow this trend therefore the Danish commitment will be modest to take this into account.

The support is contingent on a number of external factors, such as MoE's reform ownership and drive; the security situation which proves it more challenging to ensure girls participation in non-government controlled areas; as well as the GIROA's efforts (with support from the ACP) to combat corruption and improve the quality of teachers in more remote areas. Because of these challenges, EQRA is likely to

have improvements and setbacks during the programme implementation period, but overall expected to improve the current education situation.

The results framework at outcome level is presented in the table below (3.29). The indicators are derived from the ARTF EQRA appraisal (programme) document.

Table 3.29 Support to the EQRA

Outcome 1		Increase numbers of qualified teachers in schools	
Outcome indicator 1		Teachers meeting subject specific qualification	
Baseline	Year	2018	52%
	Year 2	2020	57%
Target	Year	2023	72%
Outcome 2		Increase equitable access to basic education facilities especially for girls in selected disadvantaged provinces	
Outcome indicator 2		Schools constructed or expanded with classrooms, boundary walls, water points, and gender segregated latrines	
Baseline	Year	2018	TBC
	Year 2	2020	900 (700 school buildings and 200 missing components)
Target	Year	2023	2,646 (1,946 school buildings and 700 missing components)

EQRA is funded through the ARTF as it is the only modality which provides the option of on budget reform led by the MoE. ARTF has proven effective in the past in supporting GIROA reform processes and have implemented the previous joint donor funding programme EQUIP II. However, to ensure that Danish lessons learned from education in Afghanistan and elsewhere are fed into the programme, Denmark will participate in EQRA implementation/monitoring missions.

The ARTF has a thorough monitoring and risk management arrangement as described for the ARTF engagement for TP1 (above)

The funding under TP3 to ARTF is preferenced. The budget is thus presented at an overall level in the table below (table 3.30).

Table 3.30 TP3 Preferenced funding to EQRA through the ARTF

Funding to EQRA through the ARTF	2019	2020	Total
Contribution in DKK ('000)	24,500	24,500	49,000
Total	24,500	24,500	49,000

For further details see development engagement document 3.1.

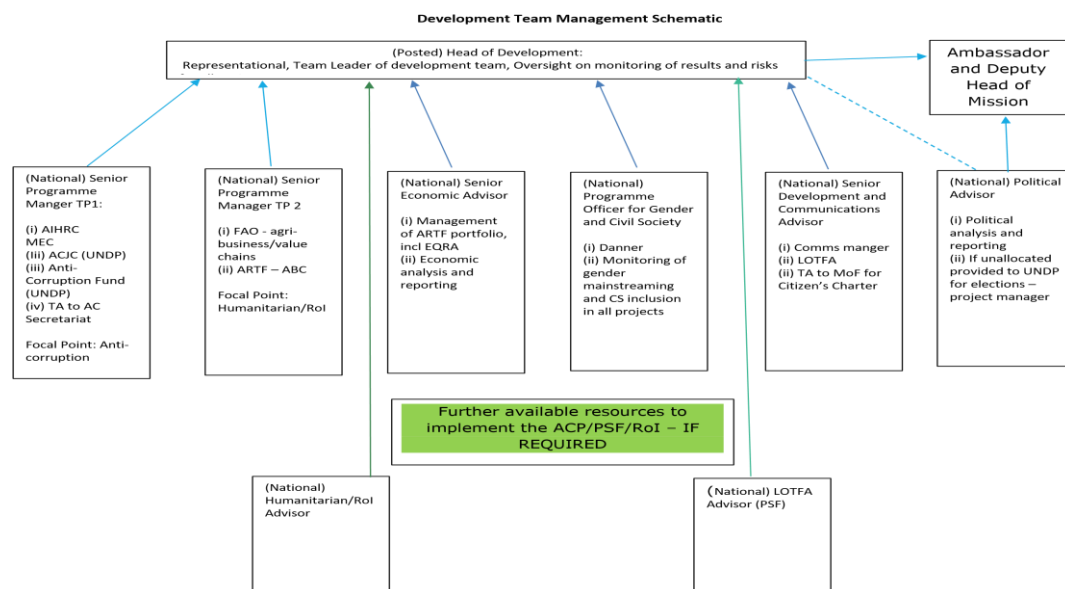
4 Overview of management set-up

The programme is managed by the Embassy of Denmark in Kabul. The Embassy will manage the programme bilaterally or through the multilateral mechanisms. In the majority of cases, this means that Denmark will have access to project boards and other management structures established for the ARTF and UNDP and other joint funding arrangements. All of these are already well established and include external supervisory roles that limit fiduciary risk.

Within the Embassy, the thematic programmes each fall under one of the thematic teams. To assist the Embassy with the implementation of the programme in this challenging environment, the programme

will provide funding for one international and two national full time Advisors⁸. These will provide technical backstopping to advise implementing partners on the projects and programmes in bilateral and steering committee meetings and monitor and report on progress for the Embassy. There is already at the Embassy a very strong cadre of national development managers and senior advisors who with the new technical experts have increased in numbers even if posted staff numbers have been attenuated.

The schematic below indicates development staff resources to manage the ACP, components of PSF and the RoI:



4.1 Monitoring, reviews, and risk management

The Embassy has a very comprehensive reporting framework for results and risk monitoring and management. The risk and results matrices are updated bi-monthly, and changes and deviations reacted to immediately as required and discussed during fortnightly meetings in the Embassy development group. On a quarterly basis all projects and programmes are assessed in terms of level of progress against indicators as well as changes to risk and risk mitigating strategies and inserted into the internal reporting framework allowing individual officers as well as Embassy management to have a full overview of the ACP. The exercise also provides the basis for reporting back to the Ministry of Foreign Affairs of Denmark.

The Embassy's result and risk monitoring is first and foremost based on the implementing partners monitoring frameworks including the third party monitors in place for most of the engagements. The Embassy's own staff will also undertake monitoring visits when security allows. Thus, in light of the severe security situation, the Embassy is more dependent on partner reporting than in other context requiring partners to provide a solid monitoring framework. However, the Embassy CFO is conducting visits to both the ARTF and UNDP to oversee financial systems and compliance to Danida rules. For the largest recipient of Danish assistance – the ARTF – monitoring is prioritised through a robust system of internal monitoring, third party monitoring and project level monitoring. The latter includes remote monitoring practices as well using GPS and photo surveillance. At the other end of the spectrum smaller institutions like AIHRC and in particular Danner needs additional Danish attention.

⁸ Due to the security situation in Kabul, these Advisors can only be located within the Embassy and under duty of care of the Embassy.

In these cases, more meetings with the organisations are required as well as the use of external reviews to assess progress and risk management (see also individual descriptions in the development engagement documents). Finally, the Embassy may choose to hire technical experts to undertake monitoring of specific activities and engagements as deemed necessary.

As a principle the partners supported are encouraged to use their own reporting format as long as this is in line with the Danida aid management guidelines. The following reports are expected submitted by each individual grant recipient:

- Strategic plans and budgets
- Half-yearly or quarterly financial reports
- Half-yearly or quarterly progress reports
- Yearly audit reports
- Annual progress reports
- End of programme reports if required
- Specific reporting on capacity development activities and the adaptation of these.

The ACP will be subject to a mid-term review by TQS in the Ministry of Foreign Affairs in Denmark, as well as joint reviews of individual engagements supported as part of the Embassy's management. Several of the engagements supported include the provision for review (particularly ARTF projects) and the Embassy will take advantage of these to engage with the projects. This is in particular the case with the EQRA programme, where Danish participation will serve to ensure that Danish lesson learned are fed into the programme.

The programme mid-term review in late 2019 will assess risks, assumptions and progress against indicators of the individual development engagements and provide an opportunity to reflect contextual changes. This is necessary given the volatile context and provisional nature of certain of the development engagements at the time of programme formulation. Results frameworks, in particular, require further clarification and development and this is dependent upon activity amongst partners and implementing agencies. This is the case for the CBR follow-up, the ACJC funding as well as the use of unallocated funds. The mid-term review will take account of updated project information as well as the results of any reviews and appraisals undertaken by other actors.

4.2 Financial management and anti-corruption measures

The 2017 U4 assessment of Vulnerability to Corruption in Danish Aid programming concluded the Danish Embassy has very robust systems in place. As a guiding principle the programme will, as in the past, use the financial management systems and procedures of the organisations supported. Alignment includes acceptance of use of accounting systems, procurement systems, as well as internal control and audits. If exceptional circumstances call for it additional external control measures can be applied. Funds channelled to the organisations will, as in the past, be reflected in the overall budget of the organisation and reflected as income in the organisation's global annual financial statement. The standards applied are in accordance with Danida's financial management guidelines.

The Embassy will have the overall financial responsibility for the programme, while the implementing partners will be responsible for the funds channelled to them by the Embassy. Denmark will at any point be entitled to undertake an audit of the use of the Danish funding in the organisations supported. The working assumption is that the annual audit will be joint donor audits where feasible, within the agreements in the joint financing arrangements and that only in the case of bilateral funding, will a specific Danish audit be conducted (Danner and possibly unallocated funds). The CFO, Finance

Manager and a development team project manager also conduct visits to the implementing partners to ensure that their finance, admin and HR systems are in line with Danida guidelines and best practices.⁹

In addition to the strong anti-corruption focus of the programme, the Embassy has strong internal anti-corruption measures in place. Denmark has a zero-tolerance policy towards corruption. No corruption in any form or shape is tolerated and the Embassy respond to all substantiated suspicions of irregularities or mismanagement of Danish development funds. The Embassy also carefully follows the OECD Recommendations on Managing the Risk of Corruption.

The Embassy has – and will continue to – provide training courses in the field of anti-corruption to key Danish development partners in Afghanistan. The support is not only limited to capacity building, but also helps partners to develop anti-corruption policies for their own organizations in light of the internationally accepted anti-corruption standards and Danida anti-corruption policies.

The Embassy recognizes that there is a risk of corruption. All possible measures to mitigate or minimise the risk in Danish financed activities are taken. Main activities in this regard are:

- Implementation of Danida anti-corruption policies outlined in a Five-point Plan and guidelines <http://um.dk/en/danida-en/about-danida/danida-transparency/>
- Mapping of all Danida partners' approach to fiduciary control and anti-corruption in their programs with view of identifying best practices. Through the CMI, the Embassy conducted a study on the Robustness and Vulnerabilities to Corruption in DK Aid Funding Modalities in Afghanistan. The study revealed that the Danish Ministry of Foreign Affairs and the Royal Danish Embassy in Kabul have an impressive set of anti-corruption policies, guidelines and practices in place. The study provides concrete recommendations to strengthen Denmark's ability to prevent, monitor and respond to corruption in development aid programming in Afghanistan.
- Implementation of a robust and iterative risk and results reporting system (see above)
- Danish Embassy in Afghanistan Anti-Corruption Strategy

4.3 Communication

In 2018, the Embassy has benefitted from recruiting a Communications Specialist. As a result, the Embassy drafted its first full communication strategy. The strategy focuses on external as well as internal communication. The communication will build on the information coming from implementing partners (progress reports, social media messages (which can be relayed), press releases etc.) as well as the Embassy's own reporting from e.g. project monitoring missions. For a more detailed overview of the communication strategy, see Annex 7.

5 Programme budget

The total budget for the ACP 2019-2020 is DKK 330 million with DKK 171,500 million allocated for 2019 and DKK 158,500 million allocated for 2020. The difference in the two years is based on the assumption of the need to front load funding for the new engagement under TP2 to be designed in 2018. TP1 is the largest recipient with a total allocation of DKK 194,000 million. This total allocation is based on Denmark's role as lead on anti-corruption and the importance of making GIROA an effective service provider and thus the need to support the ARTF. This is followed by TP 2 with 77,000 million

⁹ In 2018, 3 monitoring visits were conducted to bilateral partners

and TP3 with 54,000 million which is channelled through the ARTF and where Denmark will be one of many donors.

In addition, four million have been set aside for long-term technical assistance as per the management section above as well as one million contingencies. A combined 6 million has also been allocated for short-term technical assistance, communication inputs, and reviews across the three TPs. This level is based on the assessed needs for supportive technical assistance and monitoring in this very fragile environment. The full budget is presented in table 5.1 below.

Table 5.1 ACP 2019-2020 programme budget (in '000 DKK)

Afghanistan Country Programme Budget 2019-2020				
Engagement no.	Engagement name	Year 2019	Year 2020	Total
Thematic programme 1 – Good governance, Anti-Corruption and Strengthening Human Rights				
DED 1	ARTF	48,000	47,000	95,000
DED 2a and 2b	ACJC – AC CSOs	16,000	16,000	32,000
DED 3a and 3b	TA to A/C secretariat	7,000	7,000	14,000
DED 4	MEC	4,500	4,500	9,000
DED 5	AIHRC	6,500	6,500	13,000
DED 6	Danner	2,500	2,500	5,000
TP1 Unallocated		13,000	10,000	23,000
TP1 Reviews, comms. short-term TA		1,500	1,500	3,000
Total TP 1:		99,000	95,000	194,000
Thematic programme 2 – Agriculture and Private Sector Development*				
DED 7	FAO – Market value chains	20,000	15,000	35,000
DED 8	Accelerated Agribusiness Development Project - ARTF	15,000	15,000	30,000
TP 2 Unallocated		5,000	5,000	10,000
TP2 Reviews, comms. short-term TA		1,000	1,000	2,000
Total TP2:		41,000	36,000	77,000
Thematic programme 3 – Education				
DED 9	ARTF	24,500	24,500	49,000
Unallocated		2,000	2,000	4,000
TP3 Reviews, comms. short-term TA		500	500	1,000
Total TP3:		27,000	27,000	54,000
Technical assistance (long-term)				
		2,000	2,000	4,000
Contingencies				
		500	500	1,000
Total		171,500	158,500	330,000

* TP2 proposed projects have yet to be appraised and will be appraised at the start of December 2018

Percentage breakdown to ARTF by TP: TP 1 = 48.9%, TP2 = 38.9%, TP3 = 90.7%

Total of funding to ARTF is DKK 174 mio: Total of unpreferred funds to ARTF = 95 mio,

Total unpreferred to ARTF = 79 mio

Annexes:

Annex 1: Context Analysis

Annex 2: Partner Assessment

Annex 3: Result Framework

Annex 4: Budget details

Annex 5: Risk Management Matrix

Annex 6: List of supplementary materials

Annex 7: Plan for communication of results

Annex 8: Process Action Plan for implementation

Annex 9: Signed table of appraisal recommendations and follow-up actions taken

**Annex 10: Terms of reference for long-term technical assistance and Development
Roles/Responsibilities Matrix**

Annex 1: Context Analysis and Scenario Analysis

- 1) *Continuation of status quo.* The programme is designed against the current political-economy and security situation. In this scenario, the political leadership will still be challenged by internal disputes, yet GIRoA will be able to make minor reform improvements. The upcoming 2019 presidential elections are also expected to be implemented with a new government sworn in, which will cause a delay in the reform process. The expected development improvements will remain challenged by the security situation with insurgents limiting the positive effects of development efforts in major parts of the country. Corruption will remain high, but cases will be brought forward to prosecution and serve as examples, thereby reducing impunity and acting as disincentives for corrupt practices. Fiscal reforms are expected to remain on a steady trajectory enabling continued revenue generation and budgetary control. The economy will continue to grow, but at a slow pace. Human rights remain a concern with small incremental improvements, in particular for women and youth. GIRoA will remain dependent on foreign development assistance in the immediate to medium term to enable progress against key development indicators – not least to cover expenses of the security apparatus.

Actions: implementation in accordance with this programme document with regular monitoring of the ACP risk matrix for each development engagement.

- 2) *Strong Improvement in the situation.* Parliamentary elections are held on 20 October 2018. The electoral outcome contributes to enhanced unity within GIRoA, which again promotes enhanced progress on key reform areas improving civil service performance and providing a more sustainable outlook for future GIRoA funding of state employees – also in the education sector. The improved unity within GIRoA results in security forces enhancing coordination and joint efforts reducing the insurgency footprint and allowing for enhanced economic growth, private sector development and jobs for women and youth.

Actions: Enhance the funding to GIRoA through on-budget initiatives like the ARTF and capitalise on key windows of opportunity in the reform agenda.

- 3) *Worsening situation scenario a.* Elections are postponed and disputes at central level result in increased ethnic divisions in the country. This permeates to the security forces further hampering a concerted security effort leaving more room for insurgents to further destabilise the country and a further increase in internal displacement. The unstable situation means that the private sector has limited investment opportunities and as a consequence the economy worsens with enhanced youth and women unemployment. The fiscal and anti-corruption reforms are halted and/or reversed limiting development. At the same time there is an increase in the number of human rights violations, including an increased level of gender based violence.

Actions: reduce funding where reforms are not progressing and increase funding to rights holders and demand side to push Government back on reform track. Work with international partners to motivate increased intra-governmental dialogue to solve the impasse.

- 4) *Worsening situation scenario b.* The US decides a draw down in troops and a further reduction in development assistance. This process is mirrored by like-minded donors. The draw down results in substantial security setbacks in the rural and many urban areas and a failure of GIRoA to respond to development and humanitarian needs. The unstable situation means that the private sector will be constrained, and jobs and livelihoods will be lost. As a consequence of the worsening situation there will be an increase in the number of human rights violations, including an increased level of gender based violence and internal displacement.

Actions: emergency response needed requiring additional humanitarian funding as well as funding to NGOs able to provide basic services and protection needs.

1. Overall development challenges, opportunities and risks

Briefly summarise the key conclusions from the analyses consulted and their implications for the programme regarding each of the following points:

General Development Challenges

The security situation is fragile with terrorist, insurgent and criminal interests posing a challenge to stability across the country. This instability, in conjunction with the international troop draw down in 2014 has impacted negatively on development in Afghanistan. Poverty (SDG1) is growing. The poverty rate increased to 39.1 percent in 2013 – 2014, up from 36 percent in 2011 – 2012. According to the World Bank analysis, poverty is increasing most rapidly in rural areas and throughout the country, every Afghan citizen has got poorer by USD 90 per annum. It expected that Danish support to agriculture and the private sector will help stimulate job creation. This intended intervention is in line with the World Bank recommendation that, “Agricultural development and increased investment in human capital can drive economic growth and job creation.”

Afghanistan’s Human Development Index value for 2015 was 0.479 which puts the country in the low human development category – positioning it at 169 out of 188 countries. However, positive trends have emerged since 2000, inter alia, an increase in life expectancy (from 55 years in 2000 to 61 years in 2015), and an increase in expected years of schooling (5.9 years in 2000 to 10.1 years in 2015). However, development in Afghanistan is uneven and through Danish support to education and agriculture in this ACP, it is important to prioritise reaching marginalised groups, in particular women and girls.

In 2016, GIROA promulgated the ANPDF which is considered to be a solid and well thought out development strategy that will be implemented through 10 NPPs. It is a five year strategic plan for Afghanistan to work towards self-reliance. The ACP formulation process will help to ensure Denmark’s added value in supporting the following GIROA priorities identified in the ANPDF: (1) Reform of the public sector through support to the Citizen’s Charter; (2) Rooting out corruption; (3) Creating jobs by development of the private sector; (4) Growing human capital to drive economic growth and; (5) Women’s rights and equality.

During 2016 more than 600,000 Afghans returned from Pakistan as a result of a strong push on the Pakistan side and a proactive return policy from the Afghan government inviting the largely Pashtu Afghan community in Pakistan back. The returns in 2017 have, however, not reached expected levels and are now estimated to be around 200,000. The returns from Iran remain at a high level but are very different in composition because the cross border human movement between Afghanistan and Iran almost entirely consists of younger job seeking men. However, there is still significant pressure on the state to provide services for returnees and IDPs. The ACP will strongly support GIROA

implementation of the Citizen's Charter as a way to provide targeted support, especially in terms of service delivery, to these vulnerable groups. When addressing the situation of returnees and IDPs the ACP will ensure adequate focus is maintained on providing services in key urban centres.

See also context analysis in main programme document.

Development in key economic indicators

Afghanistan's economic outlook remains mixed. Real GDP growth grew from 1.1 percent in 2015 to 2.2 percent in 2016. The World Bank estimates that Afghanistan's growth rate is going to marginally increase to 1.8 percent in 2017 and to 3 and 3.6 percent in 2018 and 2019, respectively. The World Bank has observed a slight overall increase in employment (SDG 8) with the most recent household survey (2016-2017) showing an increase of 1 percent in the employment rate over the past two years. However, positive dividends of economic development are not shared by all. The 2016 Women, Business and the Law report shows that Afghanistan is among the bottom 3 countries in Asia-Pacific in regards to having the most legal gender barriers that impede women's economic opportunities.

Public Financial Management reforms have started, in certain areas, to bear fruit. For example, the World Bank has reported that revenue collection performance has improved significantly over the past two years, a reversal from the decline recorded in 2014. Domestic revenues increased by nearly 15 percent in 2016, exceeding the budget target by around 5 percent. However, there are concerns that aggressive taxation policies are a disincentive to the nascent, but weak, private sector in Afghanistan. It is this sector that requires stimulation if Afghanistan is to successfully address the objective of import substitution and with a long term prospect for export promotion particularly on areas where it has a clear comparative advantage over countries in the region.

According to the World Bank, there has been an increase in exports and a decrease in imports (due to weaker domestic demand). The large trade deficit continues to be mostly financed by foreign aid, with a small surplus expected to be recorded in the current account balance in 2016, at around 4 percent of GDP. Despite better than expected ODA commitments at the Brussels conference in 2016, aid will decline and there is an urgent need to develop Afghanistan's natural resources such as the extractive industries and implement new financial instruments to encourage private investment, despite the high risks of this endeavour.

The GIROA has achieved some success in the region by improving economic cooperation and establishing the foundations for Afghanistan to become a regional trade and transport hub in Central Asia. In 2016, Afghanistan, Iran, and India signed the Chabahar port agreement. The arrival of first freight train in Afghanistan's Hairatan port from China via Kazakhstan and Uzbekistan in November and inauguration of the Turkmen part of trilateral railway in Turkmenistan, which connects Afghanistan to an international railway

network, were other significant steps in the right direction. These developments will help ensure more reliable trade and transit opportunities for Afghanistan in the future.

See also section 3 below.

Status and progress in relation to SDGs, in particular those that are special priorities for Denmark.

The Government of Afghanistan acknowledges that the Millennium Development Goals effort was limited by the problematic economic, political and security context. However, the Self Mutual Accountability Framework, with associated deliverables, coupled with national and international monitoring has helped to lay the foundations for improved progress towards the goals of SDGs. The SDG goals are aligned with key Afghan development strategies such as the ANPDF. Furthermore, the Government has divided the 17 goals into 8-socio-economic sectors to simplify planning and implementation processes for the line ministries and agencies.

There remain some key challenges to progressing towards the SDGs in Afghanistan. Aside from the security and economic context, there is a very weak data collection system outside of the main cities and the knowledge about the SDGs is currently Kabul-centric. However, knowledge is slowing spreading through advocacy efforts. One such effort was the RDE supported Youth Thinkers Symposium in April 2017, which brought together six-hundred participants from all over Afghanistan to focus on six of the SDGs.

Through the framework of the ACP, the Embassy of Denmark will work closely with the Government, Afghan civil society and international community to support and monitor the results, with a particular focus SDGs 1, 4, 5, 8, 16 and 17.

Political economy, including drivers of change

Political divisions in the National Unity Government (NUG) continue and have served to weaken GIROA reform efforts and institutional capacity to deliver services, especially at sub-national levels. Progress has been made in increasing numbers of qualified technocrats appointed to senior and mid-level ministerial positions and the establishment of the The Independent Administrative Reform and Civil Service Commission is likely to provide momentum to establishing a civil service based on merit. However, ethnic divisions within institutions and patronage systems remain apparent and a challenge to instituting much needed reforms and addressing corruption.

Parliamentary and district elections have been announced for October 2018. Presidential elections are slated for 2019. Previous elections have failed to deliver on the principles of free, fair and transparent processes and this has both hindered the state building enterprise in Afghanistan and attenuated people's trust in their political system. The lead up to the elections is expected to drive further instability in the country. However, potential drivers of positive change maybe the establishment of broader political coalitions

that are more inclusive of wider public opinion.

Corruption is a systemic problem in Afghanistan that undermines the social contract between citizens and their Government and contributes to insecurity and fragility. There are a number of key underlying causes and drivers of corruption in Afghanistan, *inter alia*, the entrenched political economy of patronage, a deluge of international money post 2002 with weak accountability mechanisms, a culture of impunity in governance systems and, a weak private sector. Addressing these challenges will be a long term process involving a broad spectrum of actors.

The underlying causes and drivers of corruption are broad and Danish programming seeks to focus on three pillars of engagement. First, contribute to institutional strengthening. Second, promote best practices in the stewardship of Danish development assistance. Third, promote a public conversation about corruption by enhancing the agency of the nascent Afghan civil society to hold the Government to account on issues of corruption and thus help to end the culture of impunity. This latter pillar also aims to enhance Afghanistan's intention to fulfil its commitments to the Open Government Partnership through improved access to information. These three pillars aim to target key areas in the anti-corruption agenda that maximize both Denmark's experience and resources. Fighting corruption will be a key focus in TP 1. This reflects both the high priority of this issue on the agenda of the GIRoA and also Danish development priorities.

The space for CSOs is being attenuated with the Government enacting pervasive new registration and control measures. Efforts to build a collaborative relationship between the GIRoA and CSOs gained some momentum in 2015 with the signing of a Memorandum of Understanding between a broad-based CSO alliance and the President (this was an SMAF deliverable). However, little momentum has been seen as a result of this MoU. It is therefore the intention of this ACP to provide support to civil society in development engagements such as the Civil Society Anti-Corruption Fund.

Afghanistan is prone to climate change and natural disasters. Afghanistan's major population centres such as Kabul and Jalalabad are already overstretched with providing services for large numbers of IDPs and returnees. Further pressure on this situation could overwhelm flagship Government priority programmes such as the Citizen's Charter. It is therefore important to closely monitor and maintain a dialogue with GIRoA on the Citizen's Charter, especially ensuring that there is a focus on vulnerable groups in urban centres.

List the key documentation and sources used for the analysis:

- A decade of opportunities, Afghanistan Millennium Development Goals 10 Years Report:2005–2015, (2015, GIRoA)
- Afghan Views of Government and Elections: Legitimacy Pending ((July 26 2017, United States Institute of Peace)
- Afghanistan National Peace and Development Framework: 2016 - 2021
- Afghanistan Development Update (May 2017, World Bank)

Afghanistan Affections: How to Break Political-Criminal Alliances in Contexts of Transitions (United Nations University Centre for Policy Research, Series No.8, April 2017)

- Human Development Report 2016: Human Development for Everyone (2016, UNDP)
- Illegal Extraction of Minerals as a Driver of Conflict: Peace Brief (July 24 2017, United States Institute of Peace)
- National Corruption Survey 2016: Afghan Perceptions and Experiences of Corruption (2016, Integrity Watch Afganistan)
- Navigating Risk and Uncertainty in Afghanistan: Brussels Conference (World Bank, October 4 2016)
- Political Stability in Afghanistan: A 2020 Vision and Road Map (July 10 2017, United States Institute of Peace)
- Report on the Protection of Civilians in Armed Conflict: 2017 Quarterly Report, (April 2017, UNAMA)
- Sustainable Development Goals: SDGs Progress Report Afghanistan (July 2017, GIRoA)
- Self-Reliance and Mutual Accountability Framework
- The Future of the National Unity Government (2017, International Crisis group)
- Tokyo Mutual Accountability Framework

Are additional studies / analytic work needed? How and when will it be done?

The next overall study will be with the mid-term review end-2019.

2. Fragility, conflict, migration and resilience

Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:

Situation with regards to peace and stability based on conflict analysis and fragility assessments

Afghanistan has been marred by conflict and fragility for over four decades. The root causes and drivers of conflict are, inter alia, inequitable access to resources, internal ethnic divisions, corruption, weak state institutions – with a corresponding weak social contract between citizens and the Government. Poor governance, characterised by inadequate service delivery and a weak and corrupt judiciary has made the Taliban appear as a credible opposition to the GIROA.

Fragility and conflict is also driven by external forces. Afghanistan has a complex relationship with its regional neighbours. President Ghani early on prioritised outreach to Pakistan and in concert with Islamabad, the facilitation of peace talks with the Taliban. The relationship with Pakistan continues to be fractured with a kaleidoscope of vested interests, on both sides of the border, stalling a normalising of relations. Efforts to reach out to the Taliban through Pakistan have not borne fruit, although track one and two negotiations have been facilitated by different members of the international community and the UN. The peace deal with Gulbuddin Hekmatyar (leader of Hezb-i-Islami), facilitated by the High Peace Council in 2016 engendered some aspirations for it being a template for a future peace agreement with the Taliban but Hezb-i-Islami and its leadership are not comparable in strength to the Taliban and its international supporters. Nevertheless, at the micro level, conflict analyses in Afghanistan point to the main drivers of localised conflict being access and competition over resources, exacerbated by clan and ethnic rivalry. At the micro level, small scale peacebuilding efforts and economic development may serve to reduce more localised conflagrations.

A 2017 political-criminal analysis on Afghanistan has posited that, “The country’s illicit economies such as illegal mining and logging and drug-trafficking have financed and stimulated some aspects of the post 2001 violent conflict. But it is the predatory criminality – involving usurpation of land, taxes and customs, generalized extortion, monopolistic domination of international contracts, usurpation of international aid – that has even more severely undermined the stabilization and reconstruction efforts. Combined with the capricious...rule by Afghan powerbrokers, the predatory criminality allows the brutal Taliban to present itself as a more predictable and less corrupt ruler and gives the insurgency critical traction and resilience.”¹⁰ Despite President Ashraf Ghani and Chief Executive Officer, Abdullah Abdullah, coming to power on a shared platform to fight corruption, they are unable to relinquish the powerful hold of key patrons and ethnic

¹⁰ *Afghanistan Affections: How to Break Political-Criminal Alliances in Contexts of Transitions* (Dr. Vanda Felbab Brown: United nations University Centre for Policy Research, Series No.8, April 2017)

elites who contributed to their respective 2014 election campaigns.

Identifying on-going stabilisation/development and resilience efforts and the potential for establishing partnerships

The road to peace and stability will be non-linear and long-term in Afghanistan. Danish contributions can't address all the root causes or drivers of the conflict. However, this ACP will prioritize contributing to anti-corruption, inclusive private sector development and improved service delivery through the Citizens Charter and education programming.

Contributing to improved good governance will be important for stabilization efforts. Denmark, in concert with the GIRoA and the international community is required to redouble efforts to support tangible and publicly visible efforts that counter the negative and predatory perceptions that citizens have of their Government and support initiatives that strengthen justice and anti-corruption efforts. A recent example of such an initiative is the Anti-Corruption Justice Centre (ACJC) which was established in 2016 to enable the conduct of credible prosecutions of high level corruption crimes. Comprised of a specialized policing unit, a prosecution unit, and anti-corruption primary and appeal courts, the ACJC co-locates these functions within a secure facility in order to insulate them from political and other pressures as they detect, investigate, prosecute and adjudicate cases. As the cases increasingly become higher profile, there is a strong disincentive for senior state and public officials to act with impunity and the opportunity to establish a more plausible window of opportunity for the state building enterprise in Afghanistan.

“The World 2030” highlights that Sustainable Development Goal No. 17, “Revitalize the global partnership for sustainable development” is fundamental to Danish development engagements and a foundation for achieving results within other goals. Denmark, as a long-term partner to the GIRoA, is committed to align and support the development priorities identified by the Government. Both to substantially contribute to improved development and in line with the principles of aid effectiveness, Denmark will work closely with other partners in Afghanistan. Cooperation between the Nordic+ representations in Afghanistan will be deepened. Furthermore, The ACP also reflects a strong commitment to working with EU member states to promote the tenets of the EU and the Afghanistan Cooperation Agreement on Partnership and Development.

Issues and concerns of relevance to Danish interest in the area of security and migration

During recent years, the number of Afghans seeking asylum in Europe, including Denmark, has continued to grow. They originate not only from Afghanistan itself but also from refugee communities in Pakistan and especially Iran. The fact that they are moving towards Europe is an indicator of reduced trust in possibilities of building a decent life in Afghanistan at some point in the future. Through the planned development and humanitarian nexus in this ACP, it is intended that support to the Citizen's Charter will help alleviate some of the root causes for irregular migration, by enhancing access to basic livelihoods, services and thereby improved living conditions for displaced individuals and returnees from neighbouring countries along with affected receiving communities.

The geographic approach outlined in “The World 2030” promotes support to countries characterised by fragility, of which Afghanistan is one. At a macro level, stability and development in Afghanistan may be a catalyst for a more stable region and may help reduce the risk of violent extremism in other parts of the world, including Europe. Economic growth (based on gender parity) and poverty reduction can also have a causal effect on reducing the out-migration from Afghanistan. As such, the ACP seeks, in partnership with others, to further the Sustainable Development Goals 1(poverty), Goal 8 (employment) and 16 (peace, justice and institutions).

Identify where Denmark has comparative advantages that may lead to more effective and efficient programming and better results including where Denmark may contribute with deployment of specific expertise and capacities

This ACP is building on the programmatic foundations that have been established in the current ACP (2014 – 2018). Therefore all thematic programme interventions are based on consolidating achievements and results that have been garnered since 2014. Credence has been given to the MTR recommendations in terms of capitalising on Denmark’s strong profile in good governance and human rights (especially anti-corruption interventions). In the field of human rights, Denmark has been able to contribute to a strong human rights agenda through secondment of Danish human rights experts at the EU Delegation in Kabul.

Denmark has a comparative advantage by being a flexible and predictable partner, as observed by the MTR. This enables the RDE able to respond to a rapidly changing context and emerging crises at short notice. Such responses can include rapid deployment of resources (as illustrated in the recent funding to the ACJC) and reallocation of funds from the outlined partner activities to other more timely activities

Considerations regarding the humanitarian situation, migration, refugee and displacement issues, including the need to integrate humanitarian-development linkages and long term strategies

In line with “The World 2030,” this ACP will align with some of the objectives of humanitarian programming through the ROI. The ACP will engage on humanitarian issues, especially refugee and displacement issues, through the Citizens’ Charter, with an explicit focus on the humanitarian-development nexus.

Relevant issues and considerations related to radicalisation and violent extremism and the potential for Danish engagement to prevent and counter violent extremism (P/CVE)

The primary Danish contribution to countering radical and violent extremism is through the Peace and Stabilization Fund which provides funding for the Law and Order Trust Fund (LOTFA) and the Afghan National Army Trust Fund. However, as described above, the ACP intends to address a discrete set of conflict causes and drivers in order to

address the prospect of countering violent extremism in the longer term in Afghanistan.

List the key documentation and sources used for the analysis:

- Afghanistan Affections: How to Break Political-Criminal Alliances in Contexts of Transitions (United Nations University Centre for Policy Research, Series No.8, April 2017)
- Afghan Migration to Europe (Thematic Dossier XIV, 17 February 2017, Afghan Analysts Network)
- DAC International Network on Conflict and Fragility (INCAF): <http://www.oecd.org/dac/governance-peace/conflictfragilityandresilience/>
- Fragility, Conflict and Violence (June 2016, World Bank)
- How Afghanistan is Ramping up its fight against Corruption – especially among the Country Elite (August 19, Pamela Constable, Washington Post)
- Failed State Index (www.fundforpeace.org)
- National Corruption Survey (2016, Integrity Watch Afghanistan)
- Political Stability in Afghanistan: A 2020 Vision and Road Map (July 10 2017, United States Institute of Peace)
- Report on the Protection of Civilians in Armed Conflict: 2017 Quarterly Report, (April 2017, UNAMA)
- Robustness and vulnerabilities to corruption in Denmark's aid funding modalities in Afghanistan, CMI Institute, March 2017
- Taliban Views on a Future State (July 2013, Afghan Analysts Network)
- The Current Situation in Afghanistan: USIP Fact Sheet (January 13, United Institute of Peace)

Are additional studies / analytic work needed? How and when will it be done?

The next assessment will be at the mid-term review end-2019

3. Assessment of human rights situation (HRBA) and gender¹¹

Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:

The HRBA Guidance Note may provide further guidance, or hrbaportal.org

Human Right Standards (international, regional and national legislation)

Identify the level of achievement of key human rights standards for the context you are working in.

In the recent EU-Afghanistan Human Rights dialogue (August 2017) the Afghan Government shared a number of positive steps in the area of human rights such as women's rights, children's rights, torture and ill-treatment as well as freedom of expression. The Afghan Government also reiterated its commitment to improve the human rights situation in Afghanistan in line with national and international obligations and to launch the necessary judicial reforms. The Afghan Government presented achievements such as its renewed Penal Code and its provisions on crimes against humanity, war crimes, human trafficking, sexual harassment and Bacha Bazi. Moreover, the Act against Torture has been approved and the Mechanism for Oversight has been established. The Afghan Government has invited the UN Rapporteur for Human Rights Defenders to visit Afghanistan in 2017.

Identify the most binding constraints on the intended target group in terms of human rights.

As fighting continued between Taliban and government forces in Afghanistan in the recent year, thousands of civilians were killed and injured in insurgent suicide and IED attacks. Both the Taliban and the Government Forces increasingly used schools for military purposes and as a result many children, particularly girls are deprived of education. There are also signs of ill-treatment and torture in the prison and detention centres of the country. Furthermore, due to the conflict, thousands of Afghans became newly internally displaced, including many returned refugees and migrants.

The 2009 law on Elimination of Violence Against Women (EVAW) is still to be approved by the Parliament as the MPs suggested the removal of the provisions which regulate the minimum age of marriage, prescribing punishments for domestic assault; and providing for women's shelters.

The recent years were the bloodiest for Afghan journalists since 2001. A number of them lost their lives, were beaten or threatened across the country. The implementation of the Access to Information Law is still a challenge. The Oversight Commission on Access to

¹¹ The purpose of the analysis is to facilitate and strengthen the application of the Human Rights Based Approach, and integrate gender in Danish development cooperation. The analysis should identify the main human rights issues in respect of social and economic rights, cultural rights, and civil and political rights. Gender is an integral part of all three categories.

Information reported that the government was failing to share information with journalists.

Given the analysis of achievement of human right standards, establish what Denmark should prioritise in the proposed outcomes of the programme

As a strategic approach, the ACP must propose engagements that will work in a balanced manner with both rights holders, duty bearers and the semi-state institutions. The ACP will prioritise human rights and democracy with a focus on contributing to the democratic rule of law, gender equality, fighting corruption, impunity, discrimination, stigmatisation and oppression. The ACP will contribute to securing national framework conditions with institutions that can supply well-functioning judicial systems and effective Anti-Corruption measures. Recognising the shrinking civil society space in Afghanistan, the ACP will also continue its direct engagement with civil society organisations through dialogue and cooperation with focus on access to information, conducting evidence based investigating journalism and strengthening CSOs to hold the government accountable.

Universal Periodic Review

The last UPR Afghanistan submitted and presented to the Human Right Council was in 2014. At its 10th meeting, held on 31 January 2014, the Working Group adopted the report on Afghanistan. The rapporteurs from Benin, Estonia and the United Arab Emirates facilitate the review. During the interactive dialogue, 88 delegations made statements and recommendations. Please see the list of recommendations on the Page 13 of Report of the Working Group on the Universal Periodic Review of Afghanistan. Link provided under list of key document and sources used for the analysis.

Identify key rights holders in the programme

- Civil Society Organizations working in the field of Anti-Corruption, election monitoring, elimination of violence against women and the Media.
- Victims of violence and the staff of the women's protection centres across the country.
- Farmers including women and traders from the private sector.
- Children, especially of primary school age, with a particular focus on girls.

Identify key duty bearers in the programme

- Anti-Corruption Justice Centre (ACJC).
- Afghanistan Independent Human Rights Commission (AIHRC).
- Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC).
- Women's shelters
- Ministries of Education, Agriculture and Live Stocks, Finance, Hajj, Rural Rehabilitation and Development and Counter Narcotics.
- Community Development Councils

Human Rights Principles (PANT)

Participation

Identify barriers for participation, inclusion and empowerment of rights holders.

Insecurity in certain areas continues to be a constraint in all sectors reducing access to service provision. Cultural norms can sometimes create social barriers preventing the active participation of women in politics, the education of girls and access to justice. Lack of awareness of rights and the means to access them (exacerbated by continuing high levels of illiteracy) also acts as a barrier.

List key support elements included to promote participation and inclusion.

- Support to the AIHRC will serve to increase awareness of rights and citizen participation.
- Support to anti-corruption CSOs will further support the awareness on integrity related issues in Afghanistan
- ARTF interventions focus on inclusion in decision-making, including at local levels (e.g. through strengthening sub-national governance and through the implementation of Citizen Charter Programme).
- Growth & Employment: Programme components include interventions directed at including women in programme activities such as in horticulture, saffron production and market gardening.
- Education: Support through the ARTF EQRA which is committed to achieving SDG 4 (Quality Education) in light of SDGs 5 (Gender Equality) and 10 (Reduce Inequalities) by equitable access to quality basic education especially for girls through school grants, teacher training and strengthened institutional capacity.

Accountability

Identify accountability mechanisms in the relevant area – both horizontal and vertical.

- The ACP will include a strong focus on enhancing *participation* in all three thematic programme. This includes as, an example, the Citizen Charter programme under the ARTF where service delivery is prioritised by women and men (48% women) through Community Development Councils (CDCs) in TP1; the engagement with male and female economic actors in the agricultural producers and enterprises designed to increase participation in strategic markets and value chains, as highlighted in the draft Agri-business Charter in TP2; and, an enhanced role of parents in the school management in the EQRA programme in TP3.
- *Accountability* is a key element in the support of government reforms. In particular the fiscal reform process will contribute to ensuring that individual government institutions are upwards accountable as well as accountable to the people. A key element in this process is the strong focus on anti-corruption where anti-corruption institutions will be capacitated to hold state institutions to account and where civil society will support this process.
- To supplement the accountability efforts, the ACP will also target *transparency* not least through the fiscal reform process, but also with civil society and the AIHRC monitoring and reporting publicly on GIRoA performance on human rights.
- Finally, *non-discrimination* is prioritised in all three thematic programmes. The ARTF is designed to mitigate discrimination by e.g. introducing recruitment systems in the public sector (including in the employment of teachers) which limits the possibility of patronage in recruitment. Similarly, the Citizen Charter has been developed to ensure representation of all segments of the local community and thus with involvement of internally displaced as

members of the CDCs.

Vertical accountability: There is a strong focus on enhancing accountability (including strong efforts to contribute to the ending of impunity) in the good governance/democracy pillar. Pooled funding through ARTF, UNDP, MEC and the AIHRC provides important space to advance vertical accountability through dialogue with GIROA.

Horizontal Accountability: Engagements with civil society through the anti-corruption CSO support, which is systematically empowering individual rights holders and holding duty bearers accountable. Strengthening the capacity and independence of media, access to information and investigative journalism through the fund remains critical to ensure horizontal accountability and is expected to be an important part of the future Good Governance, Anti-Corruption and Human Rights Programme. AIHRC provides training and education on human rights in order to strengthen awareness (and promote accountability).

List any key support elements included to promote accountability

- Support to the newly established ACJC will promote accountability by the conviction of cases of high profile public and private individuals.
- Support to the MEC mandated to identify effective development criteria for institutions to monitor and evaluate anti-corruption activities at the national level, of international organizations and of the donor aid; and to report to the President, parliament, the Afghan public and International Community.
- Support to the anti-corruption CSOs which works to strengthen Afghan CSOs and its relationship with the Afghan Government in order to improve the Government's accountability and responsiveness.

The Program has rigorous accountability systems and extensive monitoring. A significant proportion of support provided on-budget will also support mutual accountability between GIROA and the international community.

Non-discrimination

- **Identify groups among rights-holders excluded from access and influence in the thematic programme areas identified.**

While no particular groups are explicitly excluded (Constitution Art. 22), ethnicity and nepotism are common features in Afghanistan and, alongside deeply entrenched cultural norms, frequently lead to certain groups being discriminated against in practice. Despite improvements, women and girls continue to be disadvantaged. In addition, people who live in insecure areas under insurgents control may not benefit from the development engagements.

List key support elements included to promote Non-discrimination.

Governance: Support to national human rights infrastructure, including AIHRC, which have important awareness-raising and education roles. Support to Afghan CSOs focusing on anti-corruption will likewise promote an active civil society role, including media/freedom of

expression and access to information. The ARTF interventions are based on principles of non-discrimination and equal access to benefits, transparency and accountability. Gender equality and women's empowerment aspects in ARTF require continued strengthening. However, women survivors of GBV will specifically be targeted through the support to Danner in Afghanistan.

Growth & Employment: Equal access to support in a transparent setup, efforts to ensure broad access to information about opportunities for support, identification of interventions focusing on women beneficiaries and the development of female-specific financial products.

Education: Continued emphasis on improving access to education, including enrolment, quality of teaching (including teachers at Islamic schools), infrastructure, teaching materials and curricula, particular focus on further improvements in girls' attendance.

Are disaggregated data available on most vulnerable groups?

Disaggregated data is available but it can be irregular. Reliable national data disaggregated, inter alia, by geographical area, gender and ethnic groups were not available for a long time. Afghanistan and respective ministries have been supported since the mid-2000s in producing gender disaggregated data and budgets. Certain ministries have been more successful at this than others. In the education sector, for instance, the NESP provides gender disaggregated data. The Central Statistics Office of Afghanistan, with the financial support from the UNFPA, conducted different surveys including Socio-demographic and Economic Survey (SDES) with the Ministry of Economy (MoEc), its provincial directorates and Ministry of Agriculture and its provincial directorates. Disaggregation according to other sources of vulnerability is limited. While information is available about age groups, there is for instance little information about HIV-Aids.

Transparency

Assess the extent to which information is accessible to rights holders including marginalised groups. If relevant, ensure that information is available in other than official languages.

This will be ensured through dialogue with implementing partners and input into programme design, monitoring and review. All engagements include annual reporting from partners that is publicly available.

For many years, a broad range of information has been kept secret in Afghanistan. Furthermore, illiteracy, low levels of inclusion in decision-making and administration, and weak information infrastructure all help this to continue. Although there is a considerable amount of freedom for the media and the present government allows freedom of expression; suppression is common from time to time.

List key support elements included to promote Transparency.

Governance: Support to the Anti-Corruption CSO fund which works to strengthen Afghan CSOs and its relationship with the Afghan Government in order to improve the Government's accountability and responsiveness. Support to Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC) is intended to strengthen the

GIRoA's commitment to anti-corruption. The AIHRC provides valuable monitoring of the human rights situation in general.

Growth & Employment: See above (non-discrimination, under G&E) and Monitoring using technology ensures transparent, timely and credible data. Participatory approaches to planning involving local stakeholders.

Education: At the local level, ARTF EQRA places focus on the involvement of local shuras in school affairs.

Gender

Identify key challenges and opportunities for gender equality.

The current situation of women in the country presents a serious challenge to human development. Such a reality cannot be viewed in isolation from the effect of the past decades of conflict or from harmful traditional practices that have shaped the current position of women in the family structures and the society as such.

Key challenges identified include: violence against women, poor enforcement of legislation on issues of women's rights due to inadequate political will and access to justice for women particularly legal aid, low literacy rates, limited access to services, including education and employment

Gender gaps are wide across sectors and strategies in Afghanistan, especially in access to basic health services, education, and economic participation in the public and private sectors and in the urban and non-urban economy. The Afghan labour force participation is relatively low, mainly due to the very low – 26.7% – engagement in economic activity by women (ALCS, 2017). Women's economic engagement is restricted to unpaid or low-paying work in insecure and vulnerable jobs – 2016-17 figures show nearly 95 per cent of women in vulnerable employment and 78 per cent in unpaid family work. Female employment-to-population ratio decreased from 18.9% in 2013-14 to 17% in 2016-17 (ALCS, 2017). Some of the major constraints to women's labour market participation are: lack of job opportunities, lack of experience, low pay, high rates of illiteracy, and a range of cultural practices such as early marriage, limited mobility, and domestic violence (WEE-NPP, 2016).

The Women's Economic Empowerment National Priority Programme presented in 2017 has two enabling components – legal reform and statistical improvements – to address formal constraints on women's economic participation. The programme furthermore includes four investment components – agriculture, access to finance, creative industries, basic skills and capacity building – are intended to work together to increase women's productivity and ability to utilize all available factors of production (WEE-NPP, 2016). There is immense potential for new opportunities for women in the small and medium-sized enterprise industry, particularly in horticulture, poultry, agri-business and manufacturing. The energy and knowledge of the micro-level projects for women implemented in the past decade can be harnessed into a coherent meso-level policy that can inform the national economy. However, although some of the strategies, programmes and projects of the past years in capacity- and

skill-building are beginning to bear fruit – mainly in urban Afghanistan and certain rural areas –, there is a dearth of support for women in small and medium-scale entrepreneurship. The micro-finance investment sector, a potential opportunity channel for women, is restricted. Furthermore, many, if not all, of the efforts depend upon the projects initiated by aid agencies and on the programming life of the aid itself. Therefore, women's economic participation can only be increased through supporting initiatives with localised, community-based perspectives and strong link to markets (Ganesh et al, 2013).

In terms of political participation, the gender gaps are still sharp both at district and provincial levels and in most national decision-making bodies (Ganesh et al, 2013), although there have been some improvements. For instance, there are more women holding positions of power than at any other time in history: 27.7 per cent of the seats in parliament are held by women, four ministries and the Afghanistan Independent Human Rights Commission are led by women and three women have been appointed as ambassadors (UN Women Afghanistan, 2017). Furthermore, according to Central Statistics Organization, women account for 22.5% of Civil Service employees, representing a 0.6% increase compared to 2015 (SMAF, 2017). The Independent Administrative Reform and Civil Service Commission (IARCSC) has been tasked to develop and share a policy with civil service organizations to achieve in women in the civil service for 2017-18.

Identify assessments on gender, such as CEDAW-reporting, SDG National Action Plans, UPR, and other relevant gender analysis.

Afghanistan submitted a combined report for period I & II in 2011. The report for period III is still to be submitted. The Committee on the CEDAW in its concluding observations on the combined initial and second periodic reports of Afghanistan (2013) commended the GIROA for having ratified the CEDAW without reservations. It formulated a number of recommendations regarding women's political participation, legislative measures to be adopted, endeavouring to ensure the sustainability of the Ministry of Women's Affairs. Specific recommendations were made in the field of education, employment and poverty reduction (in particular in rural areas). These were taken into consideration by specific thematic programmes.

Identify opportunities/constraints for addressing gender equality issues.

Afghan women are facing many problems, inter alia, deprivation of rights, protection against violence and barriers to participation in public life. Recently, GIROA has been supportive of women's involvement in national institutions, including the civil service and the National Assembly (Articles 83 and 84 of the Constitution). The Women Peace and Security 1325 Action Plan and the National Action Plan for the Women of Afghanistan (NAPWA) is a central component of Afghanistan's effort to implement its commitments to women in a systematic and sustainable way. It aims to bring together short and long term measures that the Government and its partners will pursue to advance women's status.

The Law on the Elimination of Violence Against Women (EVAW Law), passed by presidential decree in 2009 is not approved by the Parliament. Efforts have been made in

2013 and 2015, but numerous lawmakers argued for the law's repeal and spoke out against legal protections for women and girls. The law remains valid, but enforcement is not up to a required standard and weak. Based on the recent move of GIRoA, all penal provisions of Afghan laws incorporated in a comprehensive Penal Code; however, due to request of Afghan female, the EVAW penal provisions will remain in the EVAW law and will not be transferred to Penal Code.

Describe key strategic interventions to promote gender equality within each thematic programme.

The approach will be to ensure that priority is attached to addressing gender equality and women's empowerment issues in each thematic programme and that progress is monitored through accurate gender disaggregated data. The actual approach will be tailored to the specific intervention concerned and will include the following:

- The use of gender-disaggregated data is already widely used in planning and reporting but should be extended further.
- The ARTF remains the main vehicle for joint development support to Afghanistan – although gender has not always been sufficiently in focus. The ARTF has established a Gender Working Group, which needs to be operationalized, and this will be a relevant vehicle for improving the ARTF's performance in relation to gender issues.
- Support to combatting GBV through the Danner focus on shelter policy and capacity development.
- Gender equality and women's empowerment features in all other governance engagements, notably AIHRC and the support to Danner, and the anti-corruption CSOs.
- In education, increasing the balance between girls and boys is a key target (building on the progress already made). Increasing the number, location, and quality of women teachers is also a target.
- In growth and employment, women producers will be targeted within agricultural/private sector programming (incl. through access to credit).

Identify gender equality indicators aligned with national targets on gender, if possible.

The target relating to SDG 4 and 5 (and related indicators) are relevant to this ACP; for example:

Target: By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education.

Indicators:

- Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being by sex
- Participation rate in organized learning (one year before the official primary entry age), by sex
- Proportion of seats held by women in national, provincial and district representative bodies.

Other indicators include:

- Participation of women and youth in political processes has increased
- Number of General Education students enrolled at basic education levels (disaggregated).
- Survivors of GBV reintegrated into society
- In the areas where the ACP agriculture/private sector engagements are implemented: (i) incomes increase (disaggregated by males, females and youth; and, (ii) land under licit cultivation decreases.
- Rural women are increasingly able to access credit to finance their farming and agribusiness activities

List the key documentation and sources used for the analysis:

Relevant references and guidance may include:

- UPR Afghanistan in 2014 Page 13 <https://documents-dds-ny.un.org/doc/UNDOC/GEN/G14/129/52/PDF/G1412952.pdf?OpenElement>
- The Human Rights Watch Annual Report 2017 <https://www.hrw.org/world-report/2017>
- 3rd EU – Afghanistan High Level Meeting on Human Rights, Kabul, 14/08/2017 https://eeas.europa.eu/delegations/afghanistan/31064/3rd-eu-%E2%80%93-afghanistan-high-level-meeting-human-rights_en
- The Asian Development Blog <https://blogs.adb.org/blog/road-less-taken-gender-inequality-afghanistan-pakistan>
- The World Bank – Getting to Equal <http://wbl.worldbank.org/~media/WBG/WBL/Documents/Reports/2016/Women-Business-and-the-Law-2016.pdf>
- Report to the Committee of EDAW of Afghanistan in 2011 http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=C_EDAW%2fC%2fAFG%2fl-2&Lang=en
- Danish Institute of Human Rights (DIHR) Guide to understand the interlinkages between human rights and the SDGs (<http://sdg.humanrights.dk>)

Are additional studies / analytic work needed? How and when will it be done?

The next assessment will be at the mid-term review end-2019

4. Inclusive sustainable growth, climate change and environment

Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:

Assess the overall risks and challenges to inclusive sustainable growth and development from the impact of climate change and environmental degradation; Assess the status of policies and strategies in the country / thematic area / organisation to ensure that development is inclusive and sustainable, avoid harmful environmental and social impacts and respond to climate change; and assess the political will and the institutional and human capacity to implement these policies and strategies.

TP2 addresses two major development challenges facing Afghanistan: job creation (particularly for women and for people living in rural and under-developed regions of the country) and investment in agriculture (the dominate sector of the national economy). The programme addresses these challenges through an integrated, private-sector-led approach that is focused on transforming markets in two priority value chains in the fresh fruits and vegetables sector: pomegranates and grapes.

Sixty per cent of Afghanistan's population is dependent on agriculture, which constitutes 40% of GDP. Furthermore, women play a major role in Afghanistan's agricultural sector: approximately two thirds of the female labour force works in this sector at some level, says the National Export Strategy.

The commercialization of agriculture in Afghanistan faces significant environmental risks and challenges. The ANPDF (2017-2022) describes how 'decades of war coupled with a rising population have deteriorated Afghanistan's traditional systems for sustainable natural resource management. This dynamic has heightened the impact of natural disasters and contributed to deforestation, over-grazing, and food insecurity'. TP2 will contribute to achieving the GIRoA identified priorities in the ANPDF, specifically Objective 3, Creating jobs by development of the private sector; Objective 4, Growing human capital to drive economic growth, and Objective 5 Women's rights and equality.

TP2 is also closely aligned with GIRoA strategies for agriculture, agri-business and stimulating the private sector. The National Comprehensive Agriculture Development Priority Programme has 11 components and this development engagement will directly contribute to four components of this strategy: (i) Component 4 – Horticulture aims to increase horticulture exports to at least 5% per year with a focus on value chain development for industrial crops; (ii) Component 8 – Research and Extension to improve DAIL's ability on farmer centric approaches to service delivery, research and extension; (iii) Component 8 – Private Sector Support aims to increase private sector investment in value chain processing to stimulate market-driven demand and agricultural productivity; and (iv) Component 11 comprises cross cutting foci on counter-narcotics, women in agriculture and anti-corruption.

The National Export Strategy (2018 - 2022) has four strategic objectives: (i) increase volume

of production and improve price-competitiveness with the goal of increasing volumes of production, gaining cost-efficiencies through economies of scale, and consequently improving price-competitiveness at the regional level; (ii) reduce post-harvest losses across the value chain by addressing technical and non-technical issues; (iii) add value by improving post-harvest practices and processing capacities; and (iv) increase the sector's capacity to enter and sustain relationships in domestic and international markets. TP2 will collaborate with other implementing partners, such as the World Bank, ADB and the EU, to contribute to all four of these objectives.

The Agri-Business Charter (2018 – 2023) aims to reduce poverty, create jobs and contribute to economic growth. It has a strategic framework to coordinate priority actions in four key areas. While the development engagement will compliment all four areas, specific focus is on contributing to two actions: (i) Enabling policy and regulation: reducing barriers and encouraging investment; and (ii) Strengthening agri-food systems. The Charter will be a guiding ten-year strategy to support agribusiness nationally. The strategy will outline the economic and social rationale of the programme and will focus on coordinating key programmes and investments in the agribusiness sector from farm to consumption, prioritising and sequencing reforms and investments to support tangible development. The strategy will be supported by a five-year Charter with defined commitments and deliverables from all ministries involved within a set of action plans. Implementation of these plans will be through existing projects and programmes, and the development of new investment programmes, including through the ARFT.

TP2 will be an off-budget intervention in the agriculture sector, focusing on pomegranate and grapes value chains. The off-budget modality is the most effective model for stimulating the private sector investments and development and will enable quicker procurement and implementation for the two-year project. The Minister of MAIL has intimated to the Danish Embassy that the Government is supportive of off-budget modalities if the proposed engagement is fully aligned with Government priorities and policies.

Since reconstruction efforts began in the early 2000s, FAO, the TP2 engagement partner, has collaborated with line Ministries in areas of mutual interest. FAO's representation office is based inside the MAIL compound and the projects are embedded within the relevant ministries. FAO will support MAIL, MOCI, MEW and MoPH and other stakeholders to achieve its objectives through capacity development and direct programme implementation in four specific pillars of FAO's technical expertise: (i) better governance through improved capacity for policy planning, land reform, decentralization, and management of common natural resources; (ii) fostering expansion of irrigation and field water management; (iii) intensive agriculture for surplus commercialization, value chains development, and job creation; and (iv) supporting vulnerable farmers for improved food and nutrition security, resilience and emergency response to natural and man-made disasters and climate change.

TP2 will be closely aligned with other donors and implementers. Currently, there is a gap in the support for development in the pomegranate and grape value chains in Kandahar in South East Afghanistan following the completion of a USAID funded project in 2018. Government is encouraging greater donor attention to the Kandahar region due to the opportunities to maximise the existing potential for export goods and a lack of investment in

this region.

While the Kandahar region is rich in pomegranate and grape farms, it is constrained by water table attenuation and requires further investment in irrigation facilities. ADB is currently in the design phase to implement a USD 75 million project to repair large dams in the province, which will increase arable land and production capacity. Beyond this, there are few large-scale investments into infrastructure required by these value chains. Instead, the barriers to greater private investment and growth stem from inadequate cold storage facilities, poor testing, standards and certification, business environment constraints, and poor access to finance.

The World Bank and ADB are preparing to support the development of storage facilities, and within the Agri-Business Charter, the World Bank intends to establish agro industrial business parks, which will include Kandahar. These parks will act as one-stop shops for business licensing, taxation, etc. Implemented by the ARTF, the Charter will also support the introduction of quality certification, business tax regulation reforms, improved transportation processes, and reduced forced imports from Pakistan.

TP2 will support improvements to testing, standards and certification, which will create better access to existing and new markets. As a global leader in testing equipment, Denmark is well placed to provide testing equipment and advice to improve product testing and certification.

The programme will provide strategic investments into agriculture production and processing through the development of market systems. This will be bolstered by other donor programmes that improve access to capital and loans for scaling up enterprises, such as those provided by the IFC. This development engagement will seek synergies with the IFC to tap its expertise and services in the provision of working capital loans to established enterprises.

Identify opportunities for mainstreaming support to inclusive green growth and transformation to a low-carbon and climate resilient economies in the programme thematic areas and DEDs.

The market-systems development approach encapsulated into TP2 offers significant prospects for mainstreaming commercial agriculture and agri-processing businesses into a broader green growth framework and transforming agriculture production and processing toward low-carbon and climate resilient economies. The programme will incentivize sustainable agriculture production and processing practices through public-private investments that demonstrate how farmers and agri-business can improve their practices. This will principally be achieved through the screening and selection of market-oriented investment opportunities within the pomegranate and grape value chains.

In addition to effective project screening and selection, a key focus of the TP2 support to agriculture will be to reduce post-harvest losses. By improving the handling, storage and transportation of agriculture products and the efficiency of processing operations, the programme will reduce negative environment impacts.

Identify potential risk and negative impacts related to environment and climate

change from the proposed thematic areas and DEDs and consider how these may be mitigated in the design of the programme and the relevant DEDs.

The greatest environment-related risks stem from poor agricultural practices that do not sufficiently manage key resources, such as soil nutrients and water. Increases in agriculture production present a risk in terms of unsustainable exploitation of critical natural resources. The programme will reduce these risks through the provision of extension services and technical advice that incorporates sound, environmentally sensitive farming and agri-processing practices. Indeed, the National Export Strategy highlights that fresh fruits and vegetables production is ‘hampered by poor agricultural inputs, a lack of extension services and out-dated production methods’.

FAO, the engagement partner, has extensive experience in providing practical advice on sustainable agriculture practices. This includes, as outlined in the FAO Country Programme Framework, watershed management that focuses ‘upstream and downstream interventions aimed at sustainably managing water, while increasing and diversifying agricultural production’. Moreover, climate change, gender and capacity development are cross-cutting issues across the FAO Country Programme, with several projects focusing specifically on these issues. For example, women are empowered to have access to productive resources especially markets through specific projects aimed at transmitting technology to women-friendly agricultural business. Similarly, climate change adaptation is tackled through disaster risk reduction projects, improved governance of common resources, or the promotion of renewable energy.

Identify if EIA (Environmental impact assessment) or similar should be carried, including legal requirements in partner countries / organisations.

It is recommended that TP2 incorporate an EIA into all investments made in the pomegranate and grapes value chains. A project screening and selection tool will be introduced for this purpose and applied in the design and implementation of all project investments in the pomegranate and grapes value chains.

Consider rights and access to key natural resources: land, water, energy, food and agriculture, including impacts on employment for youth, women and indigenous peoples, etc.

Afghanistan is highly at risk from the impacts of climate change, notably from deteriorating water resources. Degradation of the resource base (i.e., forests, vegetative cover, soils, etc.) is on-going and poor infrastructure (i.e., dams, irrigation, water storage) mean that the country's resilience to these events is limited. Predictability in food production will remain challenged, until this situation is reversed. Impact of adverse climate will affect economic productivity due to dependence upon agriculture.

Afghanistan also faces an enormous population and employment challenge. High fertility and declining mortality translate into high population growth rates, which is an estimated 2.8 percent annually. Afghanistan has the third largest youth bulge in the world, with 37 percent of the adult population between 15 and 24 years old: 400,000 young people enter Afghanistan's labor force every year. Afghanistan's conflict and economic slowdown have generated a large number of internally displaced persons and migrants who also seek

employment.

In line with government's development ambitions, as outlined in ANPDF 2017-2022, TP2 couples a focus on stimulating private sector investment in growth and market development with agriculture development and the creation of jobs for women, men and young people. The TP2 focus on agriculture and private sector development embraces the challenges faced by young people, many of who are entering the rural labour market in considerable number, with limited immediate employment prospects.

While TP2 is not an explicit counter-narcotic programme, research indicates the production of high-grade pomegranates produces higher economic return for farmers than poppy cultivation.

List the key documentation and sources used for the analysis:

UN Food and Agriculture Organisation (FAO, 2017) *Country Programme Framework for the Islamic Republic of Afghanistan 2017-2021*

Islamic Republic of Afghanistan (2016) *Afghanistan National Peace and Development Framework (ANPDF) 2017 to 2021*

— (2017) *National Export Strategy (2018-2022)*

— (2017) *Agri-Business Charter (2018–2023)*

— (2017) *Sustainable Development Goals: SDGs Progress Report Afghanistan*, July

— (2015) *National Comprehensive Agriculture Development Priority Programme 2016-2021, A Strategic Framework for Agriculture Sector Development and Reform*

World Bank (2017) 'Afghanistan Development Update: Stimulating the economy in a resource-constrained environment', *Afghanistan Development Update*, 25 May

If this initial assessment shows that further work will be needed during the formulation phase, please list how and when will it be done?

It is recommended that a detailed, gender-sensitive value chain assessment of the pomegranate and grapes value chains is conducted in the inception phase of TP2. This assessment should incorporate the issue of green growth, climate change mitigation and social inclusion.

5. Capacity of public sector, public financial management and corruption

Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:

Capacity of the public sector for policy making, enforcement and service delivery

As highlighted in the ACP programme document and above, governance in Afghanistan remains quite weak. The capacity of the public sector for policy making, enforcement and service delivery is limited.

Making the budget process a driver for carrying out reform also requires complementary reforms to governance, citizen engagement, and significant advances in the rule of law. In Afghanistan, where security, unrest, and under-development are inextricably linked, governance remains weak. The capacity of the public sector for policy making, enforcement and service delivery is limited. Political divisions in the National Unity Government (NUG) continue, weakening the GIRoA reform efforts and institutional capacity to deliver services, especially at sub-national levels. A deeply politicized legacy permeated by patronage and corruption has led to large numbers of unqualified staff in the civil service. Ethnic divisions within institutions and patronage systems remain apparent and a challenge to instituting much needed reforms and addressing corruption. The capacity of GIRoA to deliver services in Taliban or IS controlled areas is negligible.

Therefore, building the legitimacy and effectiveness of the state through institutionalising public sector reforms is an important goal in and of itself. As the country suffers from an over-abundance of policies and regulations that are not well implemented, beyond a sound legal framework, efforts should be made to tackle persisting issues with implementation and enforcement, including lack of clarity regarding the responsibility of different ministries and lack of institutional capacity for implementation. Furthermore, to improve implementation, management systems, oversight, and incentives must be reformed for a responsive and effective public administration system to be built. Civil service and public administration reforms are also necessary to establish a civil service that is responsive to national development needs and promotes the balanced participation of men and women.

Progress has been made to increase the number of qualified technocrats appointed to senior and mid-level ministerial positions, with the establishment of the Independent Administrative Reform and Civil Service Commission providing momentum to creating a civil service based on merit. According to the ANPDF (2016), the High Council on Reforms was tasked with concentrate on reforms to the civil service, including devising appropriate rule and regulations; ensuring nationwide rollout of

civil service management systems, establishing a transparent system to process complaints made by members of the civil service, and the implementation of the Capacity Building for Results (CBR) program between 2011-2017. The objective of the CBR project was to improve capacity and performance of line ministries through the provision of skilled civil servants to implement ministries' reform programs. The program has also provided supports on-going public administration reforms across government, training for selected civil servants, and limited technical assistance to support ministry reforms. However, the overall progress towards achievement of the development was slow over the first 3-4 years of project implementation, largely due to aspects of the project design, capacity issues, and political-economy factors. Establishing a comprehensive program with robust entry criteria, an appropriate salary scale and the necessary management systems was a complex undertaking given the environment. Consequently, the project was restructured on in April and June 2017, which has resulted in considerable improvements in performance and an accelerated pace of implementation (CBR, 2017).

One key output of the project is the recruitment of high capacity staff into critical posts at salaries closer to the market rates. According to the SMAFT SMART Status Report from July 2017, the recruitment process of 1213 positions has been completed in 39 governmental organizations, 680 of which have active contracts, and the remaining are in progress. According to Central Statistics Organization, women account for 22.5% of Civil Service employees, representing a 0.6% increase compared to 2015 (SMAF, 2017). The Independent Administrative Reform and Civil Service Commission (IARCSC) has been tasked to develop and share a policy with civil service organizations to achieve in women in the civil service for 2017-18. The main indicators of this policy are hiring, capacity-building, provision for a safe work environment, and making women aware of job opportunities in the civil services.

The capacity to of GIROA to deliver services in Taliban or IS controlled areas is negligible. Service delivery is also limited in areas around the country that are under Government control. The new government programme, the Citizens' Charter, which it is proposed for support in this ACP, will address the issue of capacity by hopefully expanding Government reach and service delivery throughout Afghanistan.

Quality and capacity of PFM, including budget credibility, comprehensiveness and transparency as well as control and external scrutiny / audit in all phases of the budget process as well as participation of citizens / CSOs in monitoring public budgets and corruption

Afghanistan's fragile socio-economic, political and security outlook make for a severely

constrained fiscal operating environment. In recent years, the country has witnessed relatively mild shocks such as budget crisis and related austerity measures caused by insecurity and political transition. According to World Bank (2016), interventions are needed to help firms and households deal with insecurity, including a targeted social transfer system to protect vulnerable households, and new financial instruments to encourage private investment despite high risks.

One of the goals of SMAF (2015) is to restore fiscal sustainability through increased revenues, with a special focus on the integrity of public finance and commercial banking. More specifically, the fiscal strategy outlined in the ANPDF is tasked to guide the government in how it uses its budget to support its policy goals, and ultimately to ensure the sustainable management of public investment. According to Status Report SMART SMAF of July 2017, structural benchmarks of the IMF Extended Credit Facility program were set for 2016 and 2017, focusing on macroeconomic stability, fiscal and financial reforms. The GIROA and IMF declared that progress is satisfactory and discussed predicted indicators to be evaluated in September 2017. Strengthened budget execution at the provincial level has been a focus since 2015; a greater focus on district level budget execution is expected for the next phase, partly to align support with the Citizens' Charter initiative.

As indicated by NPP's Effective Governance Programme, one of the most important indicator of this areas is the quality and capacity of Public Financial Management (PFM), including budget credibility, comprehensiveness and transparency, control and external audit in all phases of the budget process as well as participation of citizens – especially civil society organisations – in monitoring public budgets and corruption. The World Bank has worked with PFM reform in Afghanistan under the ARTF umbrella since 2002, and initiated the second PFM reform phase in 2011, with both PFMR programmes having been focusing on treasury operations, procurement and audit. The World Bank (2017) assesses that after 15 years of PFM reform efforts, the GIROA is now ready to start the decentralisation process in earnest and push budget responsibility and authority to service-delivering units. The Status Report from July 2017 on NPPs indicates that PFM reform component is now under implementation within the framework of the new Government-led Fiscal Performance Improvement Programme (FPIP) launched in 2016. The World Bank activities have been subsumed and now also integrate reform activities in the customs area, focusing more heavily on supporting line ministries' service delivery, including support to the on-going process of decentralisation. The latest status report on PFMR II from 2017 considers overall implementation progress to be satisfactory, but also mentions that the overall risk rating is substantial. The primary concerns are related to the capacity of the MoF to undertake the new role of coordinating and sequencing PFM reform efforts – challenges that might be compounded by the fact that legislation supporting decentralisation efforts remain embryonic and does not yet clearly outline the

budgetary responsibilities and authorities at the provincial, and especially the district, levels of government (World Bank, 2017). Furthermore, although revenue collection performance has improved significantly, and domestic revenues increased by nearly 15 per cent in 2016, there are concerns that aggressive taxation policies are a disincentive to the nascent, but weak, private sector in Afghanistan.

One of the key messages the World Bank highlighted in its 2016 analysis on Afghanistan is: Afghanistan will remain heavily resource-constrained and aid-dependent until beyond 2030. The large trade deficit continues to be mostly financed by foreign aid, with a small surplus expected to be recorded in the current account balance in 2016, at around 4 percent of GDP. In order to move away from donor assistance, there is an urgent need to develop Afghanistan's natural resources such as the extractive industries, as well as to introduce a strong domestic tax base is needed as a means of driving growth, and implement new financial instruments to encourage private investment, despite the high risks of this endeavour. (World Bank, 2017)

Afghan CSOs are incrementally becoming engaged in budget oversight. A national NGO, Integrity Watch Afghanistan (IWA), has produced policy briefs about the national budget and provincial budgets. The aim of this activity is to increase public awareness about the national and sub-national budgets and citizens' rights and roles of participation in the budget allocation, execution and oversight processes. IWA is also engaged in community based monitoring whereby communities are empowered to monitor state infrastructure and education projects. The objective is to make officials more responsive and encourage communities to advocate for transparency at the local and national levels.

The corruption situation and relevant anti-corruption measures and reforms

The World Bank's Worldwide Governance Indicator in 2016 gave Afghanistan a score of -1.56 for Control of corruption, on a scale from -2.5 to +2.5. This represents a slight decrease from a score of -1.34 in 2015. Furthermore, Integrity Watch Afghanistan's 2016 survey found that, after insecurity and unemployment, corruption was the third biggest concern for Afghans. An estimated USD 2.9 billion were paid in bribes in 2015, compared to USD 1.25 billion in 2012, which is significantly more than the Afghan government expects to generate in revenue (Integrity Watch Afghanistan, 2016). However, these statistics do not necessarily indicate an increase in corruption in the last two years, rather, they may reveal that Afghan civil society, certain parts of the Government and the international community are now more willing to acknowledge and expose this problem. However, with a score of 15 both in 2016 and 2017 on Transparency International's Corruption Perception Index, Afghanistan is still one of the most corrupt countries in the world (ranked 169th out of 176 and 177th in 2016 and out of 180 countries in 2017).

Being an endemic and systemic problem, corruption, along with a lack of accountability and transparency at all levels, has significantly impeded the country's ability to maintain

security for its citizens and deliver basic public service. Fighting corruption therefore is a key focus and of high priority on the agenda of the GIROA. President Ghani has made commitments to civil service reform and more transparency in the management of public revenues and resources, as well as to improve accountability in the delivery of public services in a number of international forums since 2016. The Self-Reliance Mutual Accountability Framework (SMAF) commits both the government and international donors to implement and monitor benchmarks to reduce corruption in the country. Since its establishment in 2014, the National Unity Government of Afghanistan has started a number of initiatives to incrementally reduce corrupt practices and to help enforce legal sanctions for the perpetrators of corruption. The measures initiated include the appointment of a new Attorney General in September 2016, the extended and clarified mandate of the MEC and Afghanistan's signing up to the Open Government Partnership (OGP), and the adoption of a new National Anti-Corruption Strategy. Other key reforms that have been already launched to combat institutionalized corruption include revamping public procurement, establishing the High Council on Rule of Law and Anti-corruption, producing ministry-level anti-corruption action plans, and replacing all 34 provincial chief justices (ANPDF, 2016).

A recent example of efforts is the first trials held by the ACJC established in 2016 to enable the conduct of credible prosecutions of high-level corruption crimes. Comprised of a specialized policing unit, a prosecution unit, and anti-corruption primary and appeal courts, the ACJC co-locates these functions within a secure facility in order to insulate them from political and other pressures as they detect, investigate, prosecute and adjudicate cases. As the cases increasingly become higher profile, there is a strong disincentive for senior state and public officials to act with impunity and the opportunity to establish a more plausible window of opportunity for the state building enterprise in Afghanistan.

However, there are a number of key underlying causes and drivers of corruption in Afghanistan, inter alia, the entrenched political economy of patronage, a deluge of international money post 2002 with weak accountability mechanisms, a culture of impunity in governance systems and, a weak private sector. Addressing these challenges will be a long-term process involving a broad spectrum of actors. Despite the current leadership's commitment to fighting corruption; the efforts have been hampered, as a number of these people hold senior government positions. Furthermore, with a number of anti-Corruption agencies working in Afghanistan – HCRoLAC, High Office of Oversight, the ACJC, AGO & Supreme Court AC prosecutors and Tribunal, MEC, The Supreme Audit Office, Office of the Special Representative of the president (OPSR) and the Financial Intelligence Unit –, the key weaknesses reside in duplication and overlapping functions, a lack of independence, a vague legal basis, limited budgets, weak staff capacity and a lack of coordination with an inadequate amount of communication among the

entities. The majority of the anti-corruption agencies dwell on punitive measures rather than preventive measures. With the adoption of the new National Anti-Corruption Strategy, a policy is outlined to bring most of these agencies under the auspices of a new Deputy Attorney General with the objective of improved coordination and delineation of responsibilities.

Another weakness is that although the Access to Information law passed, the government has not been able to implement the law to a required standard. While a number of ministries established a good system to provide information to citizens on real time basis, in most cases, it takes minimum of 2 weeks for the public to get information from a state entity.

A significant challenge that inhibits the fight against corruption is the security situation – if it becomes worse, fighting corruption will not be considered a priority theme in the agenda of government, neither a primary focus of the international community.

List the key documentation and sources used for the analysis:

- Afghanistan – PFMR II – Implementation status and results report, World Bank, May 2017
- Robustness and vulnerabilities to corruption in Denmark's aid funding modalities in Afghanistan, CMI Institute, March 2017.
- Fighting Corruption in Afghanistan: Solving the Institutional Puzzle (2016, Integrity Watch Afghanistan)
- Mid-Term Review of the Afghanistan Country Programme (June 2017)
- National Budget 2016 (2016, Integrity Watch Afghanistan)
- National Corruption Survey (2016, Integrity Watch Afghanistan)
- SIGAR April 2017, Quarterly report (2017, SIGAR)

Are additional studies / analytic work needed? How and when will it be done?

The next assessment will be through the end-2019 ACP mid-term review.

6. Matching with Danish strengths and interests, engaging Danish actors, seeking synergy

Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:

Identify:

Where we have the most at stake – interests and values:

Where we can (have) influence through strategic use of positions of strength, expertise and experience:

Where we see that Denmark can play a role through active partnerships for a common aim/agenda or see the need for Denmark to take lead in pushing an agenda forward

Denmark will ensure alignment with both the priorities of Afghanistan and those of Denmark (as express through key strategies such as “The World 2030). At a strategic level this will translate into support for the Sustainable Development Goals 1(poverty), Goal 8 (employment) and 16 (peace, justice and institutions).

Denmark will align our strategic values closely with GIRoA goals through two vehicles. Firstly through the SMAF whereby the ACP thematic programmes will keenly focus on Framework Area 1, “Improving Security and Political stability;” Area 2 “Anti-corruption, Governance, Rule of Law and Human Rights,” and; Area 5 “Private Sector Development and Inclusive Growth and Development.”

Secondly through the ANPDF. The ACP formulation process will help to ensure Denmark’s added value in supporting the following GIRoA priorities identified in the ANPDF: (1) Reform of the public sector through support to the Citizen’s Charter; (2) Rooting out corruption; (3)Creating jobs by development of the private sector; (4) Growing human capital to drive economic growth and; (5) Women’s rights and equality.

Denmark will coordinate with like-minded partners to contribute to the development of the private sector and agriculture and particularly pushing on the implementation of reforms that counter corruption. In regards to education, Denmark will work closely with donors and the Government on the NESP Steering Committee and through the ART donor-EQRA working group.

Brief mapping of areas where there is potential for increased commercial

- It is not expected that trade between Denmark and Afghanistan will be a realistic priority to

<p>engagement, trade relations and investment as well as involvement of Danish local and central authorities, civil society organisations and academia.</p>	<p>pursue in this ACP period.</p> <ul style="list-style-type: none"> - Denmark has partnered with the Danish NGO, Danner in the current ACP. The formulation mission will assess whether this continued cooperation will extend into this new ACP. However, in 2018, Danner will transition into a national NGO. - The RDE will continue to look for opportunities for value-added learning visits to Denmark for Afghans working at the front line of anti-corruption and agricultural production.
<ul style="list-style-type: none"> - Assessment of the donor landscape and coordination, and opportunities for Denmark to deliver results through partners including through multilaterals and EU; 	<ul style="list-style-type: none"> - Donor cooperation, particularly in the 5+3+3 configuration has been strong in promoting a close collaboration with the GIROA. There is a proliferation of working groups in all sectors of development in Afghanistan. Denmark participates most actively in those pertaining to human rights, gender and anti-corruption. - Cooperation between the Nordic+ representations in Afghanistan has deepened. With a combined aid volume that places them among the top five contributors to Afghanistan, the Nordic+ group shares membership of the 5+3+3 group, which constitutes the key vehicle for political and development dialogue between the GoA and the international community in Afghanistan. While the Nordic+ group differ on some political parameters, overall, the deeper cooperation enables a division of labour according to comparative advantages that helps achieve a qualified, joint Nordic+ voice across a diversity of thematic areas. - The ACP also reflects a strong commitment to working with EU member states to promote the tenets of the EU and Afghanistan Cooperation Agreement on Partnership and Development. - This ACP intends maximised usage of multilateral approaches and joint financing modalities such as the World Bank (ARTF), UNDP and in parallel joint financing to AIHRC and MEC.

List the key documentation and sources used for the analysis:

- Afghanistan National Peace and Development Framework: 2016 - 2021
- Mid-Term Review of the Afghanistan Country Programme (June 2017)
- Self-Reliance and Mutual Accountability Framework
- Tokyo Mutual Accountability Framework

Are additional studies / analytic work needed? How and when will it be done?

The Embassy will undertake specific sector or partner related studies as relevant and outlined in the main programme document. The next formal assessment will be the mid-term review of the ACP end-2019.

Annex 2: Partner Assessment

1. Summary of stakeholder analysis

Thematic objective	Enablers	Spoilers	Possible partners for support
1: good governance, anti-corruption and human rights	GIRoA ACJC AIHRC CSOs Law enforcement MEC	Taleban and other militia and terrorist groups Regional powers Clan structures and ethnic patronage Corrupt elements in GIRoA (including law enforcement)	Multi-donor trust funds which enable aligned support in concert with other donors such as ARTF and the UN Direct support to enablers such as AIHRC, MEC and CSOs like Danner Support to facilitating intermediaries such as ISE
2: Agriculture and private sector development	GIRoA Chambers of commerce Entrepreneurs Smallholder farmers Agri-businesses	Taleban and other militia and terrorist groups Cheap imports Corrupt elements in GIRoA	Multilateral partners I.e as World Bank and FAO
3: Education	GIRoA CSOs Community organisations	Taleban and other militia and terrorist groups Clan structures and ethnic patronage Corrupt elements in GIRoA	Multi-donor trust funds which enable aligned support in concert with other donors such as ARTF Direct support to enablers such as selected CSOs

For more details, see background section in main document as well as Annex 1.

2. Criteria for selecting programme partners

The programme is focused so that the bulk of funding goes to enable GIROA in delivering against its mandate, but this is also balanced with funding for monitoring and engagement with GIROA to provide civil oversight and strengthen the role of right holders. Consequently, the development portfolio contains a few large interventions funded through multilateral and joint implementation modalities combined with smaller strategic interventions funded through joint arrangements or in one case directly by Denmark. This is achieved while still maintaining a balanced portfolio utilising a twin-track approach whereby both duty bearers (supply side) and rights holders (demand side) are strengthened. Together with the country programme approach, which allows for improved overall coherence, the reduced number of interventions will lighten the management burden on the Embassy, mitigate and share risks with other partners, enable stronger technical input and reduce transaction costs.

The programme has selected partners against key criteria to ensure that these are likely to deliver against the programme objectives. Criteria include:

- *Partner effectiveness.* The extent to which the implementing partner has a high probability of meeting programme objectives. This is based on: (a) an assessment of past results and ability to adapt to the changing environment and learn from the lessons of the past. As an example, the ARTF has been changing education programming (from EQUIP to EQRA) with enhanced focus on effective school construction and girls' education. And (b) new interventions that are critical for meeting the objectives, such as support to the new Anti-Corruption Justice Centre (ACJC).
- *Aid effectiveness.* Partner arrangements which comply with the aid effectiveness criteria aimed at enhancing ownership and alignment, improve donor coordination and limit transaction costs for the recipient and for Denmark (partners ensuring lean management arrangements). As a consequence, there is emphasis on multilateral engagements aligned with the ANDPF and the NPPs such as the ARTF and the UNDP (see also below).
- *Risk management.* Partners which have a strong risk management system in place, which ensures monitoring, management and mitigation of fiduciary as well as programmatic risks. This includes ARTF which has a full risk management arrangement system, but also smaller partners such as the AIHRC, which in spite of the political risks it has faced in the past has managed to stay independent through strong political mitigating efforts.
- *Danish comparative advantage and influence.* Partners and programmes where Denmark can make a difference in the form of technical support, policy dialogue and finance. As an example, Denmark's support to ACJC through the UNDP is complemented by Denmark's lead role in the anti-corruption donor group.

- Attention to Danish priority areas including a *human rights-based approach, gender equality and women's empowerment and youth*. Priority is on partners which have strong attention to these key Danish priority areas, not only in the programme description, but equally so in indicators and targets against which the programme will be measured, as well as in the capacity of the partner organisations themselves. As an example, the citizen charter programme has ensured 48% female representation in CDCs and Danner focuses explicitly on gender-based violence. Furthermore, the focus on agriculture and private sector development embraces the challenges faced by young people, many of who are entering the rural labour market in considerable number, with limited immediate employment prospects.
3. Brief presentation of partners

TP1 partners:

- For DED 1: Afghanistan Reconstruction Trust Fund (ARTF). This is the primary donor vehicle for providing on-budget support to GIROA reform processes in line with the ANPDF and the NPPs. Managed by the World Bank. *The ARTF is the world's largest and longest-running MDTF*. The ARTF has mobilized USD 10.5 billion over its 15-year history for on-budget financing. The original structure of a Steering Committee (SC) for policy setting and a Management Committee (MC) for funding decisions has been complemented by a more technical Strategy Group (SG), a Gender Working Group (GWG) and an Incentive Program Working Group (IPWG). According to the 2017 ARTF External Review, "The ARTF remains transparent, but effectiveness of its components varies: the SC meets irregularly, the MC when required, while the SG meets regularly but discussions are not always strategic, and links to SC decisions are unclear. The IPWG meets regularly and is perceived to be structured and effective, while the GWG meets ad hoc." The 2017 External Review of the ARTF further concluded that, "The ARTF is highly strategic, providing not only predictable and large-scale core funding to a large country under stress, but also constituting an important institutional "pillar" through its transparency in decision making and reporting, and accountability to donors and national authorities."¹²
- For DED 2: UNDP as manager of the support to ACJC and anti-corruption civil society fund. Long term supporter for capacity development in the governance sector in Afghanistan. Denmark has worked with UNDP on multiple programmes since the first ACP, and specifically with LOTFA since the first Peace and Stabilisation Programme in Afghanistan in 2011. The 2017 U4 report concluded that, "UNDP has long contributed to capacity building in the field of anti-corruption and public finance management. Its Global Anti-Corruption Initiative (GAIN) 2014–2017 is in part to support national efforts to operationalise and implement the UN Convention Against Corruption (UNCAC). UNDP has therefore developed considerable knowledge and a network of experts in the field that

¹² External Review of the ARTF (Scan team, December 2017), p.69

represents an important skills base for anti-corruption activities. Internally UNDP relies heavily on its formal **Anti-fraud policy**. It is to prevent, detect and address all such acts, whether carried out by own staff, contractors or implementing partners, such as when UNDP provides funding to national bodies. The policy is a short, practical document that also refers to a number of more specific policies that are relevant for particular actors or situations. But the overall message is that management is always responsible for ensuring that due care is taken to identify and manage all likely risks of corruption.”

- For DED 3a and 3b: ISE as the primary advisory NGO for GIROA at the presidential level. ISE is already facilitating technical support to GIROA funded by Denmark, and this will be a continuation of the same. ISE has globally recognized expertise in governance reform and systems building in fragile and/or conflict-affected states. ISE has delivered a successful program in Afghanistan, the Afghanistan Support Project (ASP), which consists of a small, core, senior advisory staff providing high-level strategic advice to the Afghan National Unity Government (NUG). Since 2015, ASP has made significant contributions to Afghanistan’s national planning framework; budget process reform; infrastructure development strategy; gender programming; and national program for community level service delivery. ISE’s supports Afghanistan’s centre of government functions via the following activities by: (i) **providing strategic analysis of lessons learned**; (ii) **a financial performance improvement program** to the Ministry of Finance; (iii) support the implementation of **strategic infrastructure and regional connectivity** programs; v) continuing the program to strengthen the President’s strategic policy and planning framework, with a particular emphasis on anti-corruption and (vi) providing guidance for the **design and implementation of national programs, with specific reference to the Citizen’s Charter, the National Program for the Economic Empowerment of Women. Human Capital, and the Comprehensive National Agricultural Development NPP**. ISE has a comprehensive Accounting and Financial Management Policies and Procedures manual which has been reviewed by the Embassy
- For DED 4: MEC – independent institution with unique mandate. Has been partner to Denmark since it was established and will receive funding for specific studies. The latest DFID Evaluation Score for MEC was “A” meaning they met the DFID requirements. The MEC Embassy Financial Monitoring visit took place in April 2016 (CFO, FO and PO) and the general impression of the monitoring team was that MEC has well-established guidelines and procedures for administration, financial management and monitoring of the donor financed activities.
- For DED 5: AIHRC – only independent state institution supporting human rights specifically. Has been a partner to Denmark for the last three ACPs and has received core funding ever since which has been managed without major challenges. The Embassy has conducted financial and administrative checks on the AIHRC without significant qualified findings. The AIHRC new 4-year Strategic plan will be ready in October 2017. The Plan has been drafted in close consultation with the AIHRC staff key stakeholders i.e. Government, Civil Society, academia and the international community in Afghanistan both at the central and sub national level. The final version of the strategy will be shared with the donors in late September 2018. In the new draft under Strategic Objective-2, which is

the expansion of human rights knowledge and empowering the CSO, the AIHRC will continue to work with them; media organisation and human right defenders to further strengthen their capacity in order to become a driver of change in the society to cause more respect to human rights by the citizens.

- For DED 6: Danner Afghanistan – established by Danner Denmark and now operating as independent national NGO. Still in the early stages of consolidation. Key actor in ensuring capacity development of shelters in the country and training to key Government Ministries such as the MoHaRA. MoHRA is a key religious platform that contributes conveying positive changes to support and protect the women rights and support the integration of women at different layers of the society. MoHRA was ignored to be included for the above mentioned trainings as stated by the Minister in 2015, hence Danner considered the ministry as one of the important actor/pillar to address the gender-based violence. The trainings to MoWA staff would cover the issues such as EVAW law and women protection centers (WPC) regulations and mediation. The main target beneficiaries of the trainings at MoWA would be the WPC department staff who deals with a number of violence cases daily. The staff would be enabled to professionally handle the cases before referring them to WPCs or carrying out counselling/mediation with the violence victims` families. The funding to Danner is provided to ensure an institutionalised long-term support to victims of violence and work towards the eradication of violence against women in Afghanistan. The institutional support undertaken in the engagement will enable a policy uptake and capacity of GIRoA and shelters in the country to work on prevention as well as support to victims of violence. Danner has legally finalised its transition into a national NGO and this has meant new policies and regulations have been developed according to Afghan NGO laws. In light of this, the Embassy has conducted a financial and administrative monitoring review of Danner in July 2018 and identified areas that must be improved in finance and administration and an action plan for Danner to follow. The Embassy will be monitoring Danner's the implementation of this plan as well as changes to risks.

TP2 partners:

- The FAO will implement the first engagement in TP2. FAO is a new engagement partner for the Embassy in Afghanistan and due diligence checks are on-going. However, FAO is longstanding project implementer in the country and has experience implementing value chain projects. Its comparative advantages include the off-budget modality, which is the most effective model for stimulating the private sector and will enable quicker procurement and implementation for this two-year project. Furthermore, the Government of Afghanistan has repeatedly expressed concerns over the high overhead costs of donor-implemented projects in Afghanistan with a large proportion of the funding benefitting international contracting companies rather than project beneficiaries – this was notable the case with CARD F. The proposed FAO implementing model for this engagement will significantly reduce such costs by implementing through FAO, a partner that is well established in the country and embedded in both the target province and within MAIL at the national level. Since reconstruction efforts began in the early 2000s, FAO has been a close partner of line Ministries in areas of mutual

interest. FAO's representation office is based inside the MAIL compound and the projects are also embedded within the relevant ministries. FAO has been working at policy, capacity development and implementation levels to deliver improvements in food security and nutrition in the country. FAO supports MAIL, MOCI, MEW and MoPH and other stakeholders to achieve its objectives through capacity development and direct programme implementation.

- ARTF (see above)

TP3 partners:

-ARTF (see above)

4. Summary of key partner features

Partner name	Core business	Importance	Influence	Contribution	Capacity	Exit strategy
What is the name of the partner?	What is the main business, interest and goal of the partner?	How important is the programme for the partner's activity-level (Low, medium high)?	How much influence does the partner have over the programme (low, medium, high)?	What will be the partner's main contribution?	What are the main issues emerging from the assessment of the partner's capacity?	What is the strategy for exiting the partnership?
Afghanistan Reconstruction Trust Fund (ARTF)	A multi-donor trust fund administered by the World Bank, a key vehicle for strengthening state institutions as well as promoting GIROA ownership over	The programme is the only viable option for on-budget support to GIROA driven reform processes. It has three key state building projects: Fiscal Performance	High	IDA/World Bank will provide a total of 3 billion USD to the current financing strategy. The Partnership Framework and Financing Program (PFFP)	Strength: Strongest trust fund in Afghanistan with substantial technical support from the implementer: the World Bank. Oversight of multiple donors, including DFID	Short-term it is not viable to undertake exit as ARTF provides substantial funding for GIROA recurrent costs as well as the reform programming.

	reform processes.	<p>Improvement Programme, which focuses on supporting line ministries' service delivery, including support to the on-going process of decentralization; Capacity Building for Results to professionalise the Afghan civil service; and Citizens Charter. The EQRA project focusing on education is also administered by the ARTF. The ARTF receives 48.9% of funds in TP1, 38.9% of funds in TP2 and 90.7% of funds in TP3</p>		<p>covering 2018-2020. A total of \$2.4 billion has been pledged for the core ARTF program outlined in the new PFFP. This amount is similar to the amount pledged for the previous Financing Strategy (FS). However, the total actual paid-in contributions for the previous FS amounted to \$2 billion only, which has led to a deficit in the ARTF parent account carried over to the new PFFP. Depending on donors committing to their pledges, there may again be a shortfall in the financing for the ARTF which</p>	<p>technical experts</p> <p>Weaknesses: Progress dependent on GIROA reform willingness</p> <p>Opportunities: Can make a significant impact if reforms materialize, such as the fiscal reform progress in the past</p> <p>Threats: Misuse of fund will stall payments and progress</p>	<p>In the long-run the reforms are expected to enhance GIROA ability to operate without outside support</p>
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				justifies Denmark's commitment to these funds and Embassy vigilance in monitoring the ARTF funding flow and use of scenario planning should funding be less than pledged.		
UNDP	A multilateral mechanism to ensure controlled capacity development activities to ACJC and CSOs	Only viable/available partner for support to ACJC. Has undertaken substantial preparatory work to define partnership and ensure relevance of support	High	Technical capacity provision by core UNDP staff	<p>Strength: Long-term experience of operating similar arrangements in Afghanistan. Already supporting targeted institutions. Also core mandate of UNDP.</p> <p>Weaknesses: administrative burden</p> <p>Opportunities: can act as independent enabler of ACJC</p> <p>Threats: Misuse of</p>	Focus on capacity development means that no recurrent operational costs will be funded

					funds could terminate funding	
Monitoring and Evaluation Committee (MEC)	It oversees GIROA operations and provides recommendations for improved public administration	Only institution with this mandate	Medium	Staff and operational budget	<p>Strength: can provide key analysis of state institutions, which receives attention from the public</p> <p>Weaknesses: variety of report quality</p> <p>Opportunity: quality reports can be game changer in individual sector</p> <p>Threats: Risk of GIROA interference</p>	Government funding of operational budget
Afghanistan Independent Human Rights Commission (AIHRC)	It strengthens awareness and promotes accountability	Primary human rights institution in Afghanistan	Medium	Training and education on human rights; monitoring of the human rights situation; provides important space to advance vertical accountability	<p>Strength: A wide reach throughout the country and is well placed to monitor and advocate for the protection of human rights, especially abuses committed by all parties of the on-</p>	Funding for capacity development will ensure long-term institutional sustainability

				through dialogue with GIROA	<p>going conflict. Also, independent</p> <p>Weaknesses: limits to scope of activities/capacities</p> <p>Opportunities: can move into non-government-controlled areas in the future</p> <p>Threats: undermining of institutions independence</p>	
Institute of State Effectiveness	Non-profit advisory support aimed at enhancing government reform processes	Key long-term partner to GIROA and a vehicle for ensuring Danish access to policy dialogue at central level	High	Technical assistance	<p>Strength: Strong partnership with GIROA and past performance</p> <p>Weaknesses: dependent on GIROA willingness to change</p> <p>Opportunities: option for moving reform process forward</p>	Only support for initial facilitatory reform work, the technical assistance will be phased out and handed over to GIROA

					Threats: change of leadership may undermine trust	
Danner Afghanistan	Support to shelter capacity development	Only engagement which has pure focus on combatting gender-based violence	Medium	Technical assistance	<p>Strengths: Now established locally and with strong relationship with GIROA</p> <p>Weaknesses: New organisation with limited sustainability at this stage</p> <p>Opportunities: can use link with GIROA for institutional change</p> <p>Threats: funding</p>	Sustainability will require ability to mobilise funds from other sources. This is key priority for ACP 2019-2020

Annex 3: Result Framework

Annex 3: Result Framework

Thematic Programme 1

Thematic Programme		Good governance, anti-corruption and human rights	
Thematic Programme Objective		Contribute to strengthening state institutions at national and sub-national levels to embed the social contract between duty bearers and rights holders and counter corruption in order to end the culture of impunity	
Impact Indicator		Degree of implementation of the Afghanistan National Strategy for Combatting Corruption	
Baseline	Year	2019	50% January 2019
Target	Year	2020	95% of identified activities in the strategy are implemented
Impact Indicator		Afghanistan score on the World Bank Government Effectiveness indicator score	
Baseline	Year	2019	0.47
Target	Year	2020	0.50

DED 1.1: ARTF

Outcome		(PFM) Effective implementation by budgetary units on the external audit recommendations	
Outcome indicator		Percentage implementation rate	
Baseline	Year	2018	15%
Annual target	Year	2019	25%
Annual target	Year	2020	40%
<i>End target</i>	<i>Year</i>	<i>2022</i>	<i>60%</i>
Output 1		Effective M&E of development projects through development of a proper M&E system	
Output indicator		Percentage of projects	
Baseline	Year	2018	0
Annual target	Year	2019	40%

Annual target	Year	2020	80%
Target	Year	2022	100
Output		Improved gender disaggregated statistical analysis and documentation	
Output indicator		Data availability	
Baseline	Year	2018	No gender disaggregated data available
Annual Target	Year	2019	Gender disaggregated budget and expenditure data, and statistical analysis available for 3 pilot ministries
Annual target	Year	2020	Gender disaggregated budget and expenditure data, and statistical analysis available for 6 pilot ministries
Output		Afghanistan Institute of Certified Public Accountants (CPA) established and two batches trained	
Output indicator		Status of Institute	
Baseline	Year	2018	Institute not established
Annual target	Year	2019	Curriculum and law drafted
Annual target	Year	2020	Institute established , CPA law enacted, and curriculum developed
(Citizens Outcome Charter)	CDCs in rural and urban areas able to plan and manage their own development projects		
Outcome indicator		Direct project beneficiaries	
Baseline	Year	2018	5,300,000
Annual target	Year	2019	6,500,000

Annual target	Year	2020	8,000,500
<i>End target</i>	<i>Year</i>	<i>2021</i>	10,000,000
Output		Number of rural and urban CDCs reporting semi-annually on service standard targets	
Output indicator		Number of women and men	
Baseline	Year	2018	517
Annual target	Year	2019	3,000
Annual target	Year	2020	7,000
End target	Year	2020	9,600
Output		Number of vulnerable households receiving MCCG support	
Output indicator		Number	
Baseline	Year	2018	72,508
Annual target	Year	2019	90,000
Annual target	Year	2020	100,000
<i>End target</i>	<i>Year</i>	<i>2021</i>	<i>115, 000</i>
Output		CDCs in rural areas include female members	
Output indicator		Percentage	
Baseline	Year	2018	48.68

Annual target	Year	2019	49%
Annual target	Year	2020	50%
End target	Year	2021	50%
(TAHIR) Outcome*		Reforms of merit-based recruitment and salary scheme implemented	
Outcome indicator		Status of reform	
Baseline	Year	2019	Reform approved
Target	Year	2020	Reform implemented
Output*		Functional and wage bill review completed	
Output indicator		Status of review process	
Baseline	Year	2019	Review in progress
Target	Year	2020	Review recommendations implemented
Output*		Improved gender equity ratio in civil service recruitment	
Output indicator*		Gender equity ratio	
Baseline	Year	2017	Estimated 20% women / 80% men
Baseline ACP	Year	2019	TBD
Target	Year	2020	TBD

** Indicative as the project is still in the design phase. Final document expected end-2018.*

DED 1.2a: UNDP ACJC

Outcome		ACJC is empowered to effectively investigate, prosecute, and adjudicate corruption cases under its jurisdiction in a timely, fair, accountable and transparent manner.	
Outcome indicator		No. trials conducted through ACJC to trial or appeal	
Baseline	Year	2019	118
Target	Year	2020	200
Output*		Investigators, prosecutors, and judges of the ACJC have an increased capacity to investigate, prosecute, and adjudicate complex high-profile cases of corruption.	
Output indicator		Capacity assessment reports level of knowledge assessed	
Baseline	Year	2019	TBD
Target	Year	2020	TBD
Output		ACJC ensures transparency and accountability of its case management procedures and effectively communicates its progress to the public.	
Output indicator		No. of publications and events held to present ACJC work	
Baseline	Year	2019	TBD
Target	Year	2020	TBD
Output		ACJC is well equipped to fulfil its mandate.	
Output indicator		Operational capacity of ACJC (staff, equipment etc.)	
Baseline	Year	2019	TBD
Target	Year	2020	TBD

** Indicative as the project is still in the design phase. Final document expected November 2018*

DED 1.2b: UNDP Anti-corruption CSOs

Outcome		Citizens are enabled to hold the government accountable for effective and transparent service delivery.	
Outcome indicator		No. of instances CSOs have undertaken anti-corruption dialogue publicly with the government	
Baseline	Year	2019	0
Target	Year	2020	100
Output		Civil society promotes a culture of transparency and accountability, including through effective implementation of the Access to Information Law and empowered investigative journalism.	
Output indicator		No. of civil society awareness raising events	
Baseline	Year	2019	TBD
Target	Year	2020	TBD
Output		Citizens are aware of their rights as regards anti-corruption and access to information and enabled to monitor the delivery of services and report/seek redress when necessary.	
Output indicator		Survey of citizens awareness	
Baseline	Year	2019	TBD
Annual target	Year 1	2020	TBD

** Indicative as the project is still in the design phase. Final document expected November 2018*

DED 1.3a: ISE anti-corruption advisory support

Outcome		The special secretariat to the High Council on Law, Justice and Anti-corruption is fully operational	
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Outcome indicator		Staffing level	
Baseline	Year	2018	50%
Annual target	Year	2019	80%
Target	Year	2020	100%
Output		New anti-corruption benchmarks in place for the National Anti-Corruption Strategy – 2019-2020	
Output indicator		New action plan for benchmarks	
Baseline	Year	2018	0
Annual target	Year 1	2019	Benchmarks is place and 50% implemented
Target	Year	2020	95% benchmarks implemented
Output		Donors and civil society are consulted and briefed on progress of the implementation of the National Anti-Corruption Strategy	
Output indicator		Consultations	
Baseline	Year	2018	0
Annual target	Year	2019	2 semi-annual progress reports
Target	Year	2020	2 semi-annual progress reports
Output		Major revenue and expenditure ministries prepare their anti-corruption action plans	
Output indicator		No of ministries and status	
Baseline	Year	2018	7 revenue and expenditure ministries complete their AC plan, including indicators

Annual target	Year	2019	Scorecard on 7 plans' implementation
Target	Year	2020	Impact measurement summary for 7 plans implementation

DED 1.3b: ISE Citizen Charter Advisory Support

Outcome 1		Citizens' Charter Programme rolled out as per the agreed results framework of the CCAP World Bank project	
Outcome indicator 1		Number of beneficiaries benefitted from CCAP	
Baseline	Year	2018	5,300,000
Annual Target	Year	2019	6,500,000
Annual target	Year	2020	8,500,000
Target	Year	2021	10,000,000
Output 1		Integrating Citizen's Charter into the subnational governance strategy	
Output indicator 1		Progress on integration	
Baseline	Year	2018	Not integrated
Annual target	Year	2019	Integration in progress
Target	Year	2020	Integrated
Output 2		Comment and input to ARTF Citizen Charter reporting	
Output indicator 2		Input cycles	
Baseline	Year	2018	0

Annual target	Year 1	2019	Quarterly
Target	Year	2020	Quarterly

DED 1.4: MEC

Outcome 1		Ministries develop action plans based on MEC's MVCAs	
Outcome indicator 1		Numbers of ministries developing action plans based on MVCAs	
Baseline	Year	2018	3
Annual target	Year	2019	5
Target	Year	2020	7
Output 1		Two MVCAs conducted annually	
Output indicator 1		No. of MVCAs conducted annually	
Baseline	Year	2018	1
Annual target	Year 1	2019	2
Annual target	Year 2	2020	2
Output 2		Quality of MVCAs assessed to be of high quality by independent review	
Output indicator 2		Quality of MVCAs	
Baseline	Year	2018	0
Annual target	Year 1	2019	2 MVCAs assessed by external expert to be of high quality
Annual target	Year 2	2020	2 MVCAs assessed by external expert to be of high quality

DED 1.5: AIHRC

Outcome 1		Increased public awareness on human rights results in reduced level of violence against women and children	
Outcome indicator 1 *		Number of human rights violations reported to AIHRC across Afghanistan	
Baseline	Year	2018	TBC
Annual target	Year	2019	TBC
Target	Year	2020	TBC
Outcome indicator 2		Number of and degree to which rules and regulations, policies and programmes of the state are assessed to be transparent and accountable	
Baseline	Year	2018	TBC
Annual target	Year	2019	TBC
Target	Year	2020	TBC
Output 1		Support to civil society and CSOs to develop their capacity on human rights	
Output indicator 1		No. of awareness raising campaigns produced by CSOs and media related to human rights	
Baseline	Year	2019	TBD
Target	Year	2020	TBD
Output 2		Improved capacity of policy national army and national security officials in compliance with their obligations under the provisions of the law and international human rights instruments	

Output indicator 2		No. of training courses completed to targeted institutions with positive post-training assessments	
Baseline	Year	2019	TBD
Target	Year	2020	TBD
Output 3		Improved capacity of AIHRC to undertake its work against its mandate	
Output indicator 3		The degree to which clients and beneficiaries of the AIHRC are satisfied with AIHRC's work	
Baseline	Year	2019	TBD
Target	Year	2020	2020

* The baseline and target will be determined when the new strategic plan is completed in October 2018

DED 1.6: Danner

Outcome 1		Ensuring adequate and sustainable protection for victims of VAW and in relation to reintegration in the society with support of duty bearers	
Outcome indicator 1		Status of women leaving the shelter	
Baseline	Year	2018	Some women stay for a very long period in the shelters and do neither have proper means to reintegrate in the society nor acceptance by their families. Shelters do not have the capacity to tackle this issue and there is a lack of policy support to deal with this
Annual target	Year	2019	70% of all women in the shelters reintegrate into society
Target	Year	2020	90% of all women in the shelters reintegrate into society
Output 1		Afghan shelters have incorporated a systematic approach to supporting women and children seeking protection at shelters and developed a sustainable modality for supporting survivors to reintegration to society after leaving the shelter.	
Output indicator 1		A comprehensive training package for shelters' staff is developed and integrated through TOT-training, which focuses on systematic approaches to dealing with women and exit strategies for women.	
Baseline	Year	2018	Capacity of shelter staff is low-to-medium, and challenged by high turn-over of staff and lack of implementation of methods in the entire organisations. Lack of resources to support sustainable solutions for women, when leaving the shelter.

Annual target	Year	2019	<p>Key shelters staff are involved in the training of shelters through TOT-programme, which ensures that all shelter staff are trained. The training team consists of one DAWEO-trainer and one shelters staff.</p> <p>Shelter managers have been introduced to methods for supporting sustainable solutions for women leaving the shelters (such as income generating activities among women at shelters, vocational training, and mediation measures etc.).</p>
Annual target	Year	2020	<p>All staff at Afghan shelters have been introduced to a systematic approach to providing support and care to women and children at shelters, and are using this in their daily practice.</p> <p>Shelters are able to support women in a sustainable exit from shelters.</p>
Output 2		Resource centre for shelter work and violence against women.	
Output indicator 2		<p>Harvest, analyse and consolidate knowledge obtained from trainings and awareness raising activities.</p> <p>Provision of reports with updated statistics and data analysis.</p> <p>Research papers have been published.</p>	
Baseline	Year	2018	A lot of data from shelters is available, and there is a high demand for more knowledge on shelter work from donors, researchers and policy-makers.
Annual target	Year	2019	<p>Resource centre has been established along with a website.</p> <p>Cooperation with university students (social science, law etc.)</p>
Annual target	Year	2020	The research centre is translating knowledge and data into different communication outputs, including policy work, training material etc.

Outcome 2			Enhanced policy framework supporting the work of shelters
Outcome Indicator 2	Status of policy framework for women's shelters in Afghanistan		
Baseline	Year	2018	Policy framework still inadequate to ensure women's protection
Annual target	Year	2019	Policy framework from 1 leading ministries updated improving women's rights and legal status around shelters
Target	Year	2020	Policy framework from 2 leading ministries updated improving women's rights and legal status around shelters

Output indicator 1		Enhanced capacity at key ministries regarding VAW, and engagement in identifying sustainable policy solutions for victims of VAW and exit strategies from shelters.	
Baseline	Year	2018	Little knowledge and capacity of MoWA and MoHajj about VAW, but increasing interested in the field and initial steps towards joint work.
Annual target	Year	2019	Workshops, roundtables, trainings or awareness sessions for relevant ministries regarding developing a national mediation Procedure.
Annual target	Year	2020	Shelter Mediation procedure for shelters are developed in cooperation with relevant ministries and ASCN members.

Thematic Programme 2

Impact Indicator*		Increased incomes from pomegranate and grapes as a result of improved production, quality and market price	
Baseline	Year	2019	TBD January 2019
Target	Year	2020	15% increased income in producers attending Farmer Field Schools
Impact Indicator**		Streamline or amend laws, regulations, administrative acts and taxation arrangements that create an unnecessary burden or unjustified cost to the private agri-business sector	
Baseline	Year	2019	0
Target	Year	2020	6 regulatory processes reformed/initiated

*This is based on the second draft project document provided by FAO ("Promoting Value Chains in South east and West Afghanistan." It is subject to revision.

** This is extrapolated from the ARTF's concept note on the project, "Accelerated Agri-Business Development project." It is subject to revision.

(FAO) Outcome 1*		Enhanced production techniques in pomegranate and grape cultivation	
Outcome indicator 1		Number of private enterprises such as traders, processors and private companies, producers groups and women groups that applied new technologies or management practices as a result of the project support	
Baseline	Year	2019	0
Target	Year	2020	50
Outcome 2		Quality testing is improved to increase export potential of pomegranate and grapes	
Outcome indicator 2		Agri-business firms have access to calibrated testing equipment in laboratories	
Baseline	Year	2019	0
Target	Year	2020	2

*Indicators and outcome are subject to revision with finalised project document

(ARTF – ABC) Outcome 2*		Quality certification for Afghan agri-businesses to increase sustainable exports	
Outcome indicator 2		Number of private enterprises that have achieved regionally or internally recognised certification recognition	
Baseline	Year	2019	TBC
Target	Year	2020	15 (TBC)
Outcome 2		Increased productivity of Afghan smallholders' farmers	

Outcome indicator 2		Afghan smallholders' farmers have access to formal financial services	
Baseline	Year	2019	TBC
Target	Year	2020	30 (TBC)

*Indicators and outcome are subject to revision with finalised project document

Thematic Programme 3

Thematic Programme		Education	
Thematic Programme Objective		To increase equitable access to primary and secondary education, particularly for girls, in selected provinces, and to improve learning conditions in Afghanistan	
Impact Indicator		Students attending school regularly in selected provinces, by province and gender	
Baseline	Year	2019	4,318,473
Target	Year	2020	4,413,492

Outcome 1		Increase numbers of qualified teachers in schools	
Outcome indicator 1		Teachers meeting subject specific qualifications	
Baseline	Year	2018	52%
	Year 2	2020	57%
Target	Year	2023	72%
Output 1		Textbooks distributed and curriculum and learning materials developed	
Output indicator		New teaching and learning materials developed in core subjects of math, science, and language for Grades 1–12, based on the new curriculum. Textbooks from existing curriculum are disseminated for Grades 1, 4, 7, and 10 for core subjects of math, science, and language.	
Baseline	Year	2018	Old national curriculum framework in effect
Annual target	Year	2019	New curriculum drafted
Target year	Year 2	2020	Teachers following new curriculum
Output 2		Teacher policy implemented	
Output indicator		A teacher policy comprising: step-by-step procedures for prioritization, needs-based allocation and criteria for redeployment of teachers is developed and implemented. All teacher positions follow teacher policy and all positions (contract and tashkeel positions) were filled through a transparent process using the civil service commission's hiring procedures including administration of the collective examination to all applicants	

Baseline	Year	2018	No teacher policy in place
Annual target year	Year	2019	Teacher policy in place
Target	Year	2020	Supervisory agent reports that teachers recruited using new policy
Output 3		Improved learning materials	
Output indicator 3		Distribution of existing textbooks and Teaching and learning materials for the new curriculum developed for all grades	
Baseline	Year	2018	Old curriculum in effect
Annual target year	Year	2019	45 million textbook from the existing curriculum for core subjects/learning areas (mathematics, science, and language) distributed to public schools, covering at least 90% of districts
Target	Year	2020	New textbooks and teacher guides developed in core subjects of mathematics, science, and language for Grades 1, 4, 7, and 10
Output 4		Integrated personnel database established	
Output indicator 4		Distribution of existing textbooks and Teaching and learning materials for the new curriculum developed for all grades	
Baseline	Year	2018	No integrated personnel database
Annual target year	Year	2019	Organizational mapping of all education Tashkeel staff completed. The Database contains agreed minimum information on 100,000 staff as described in the procedure manual including biometric data
Target	Year	2020	The database contains agreed minimum information on all staff as described in the procedure manual; biometric data for all staff

Outcome 2		Increase equitable access to basic education facilities especially for girls in selected disadvantaged provinces	
Outcome indicator 2		Schools constructed or expanded with classrooms, boundary walls, water points, and gender segregated latrines	
Baseline	Year	2018	TBC
	Year 2	2020	900 (700 school buildings and 200 missing components)
Target	Year	2023	2,646 (1,946 school buildings and 700 missing components)

Output 1		Improved school attendance	
Output indicator		Increase in the students attending school (Grades 1–12) 75% of academic year in selected provinces, by province and gender	
Baseline	Year	2018	TBC
Annual target	Year	2019	95,000 (46,500 female)
Annual target year	Year	2020	250,000 (125,000 female)
Target	Year	2023	700,000 (351,000 female)
Output 2		School Grants implemented	
Output indicator 2		Number of school grants provided to targeted schools in selected provinces	
Baseline	Year	2018	0
Annual target	Year	2019	1,000
Annual Target	Year	2020	1,700
Target	Year	2023	5,000
Output 3		Students benefiting from direct interventions to enhance learning	
Output indicator 3		Number of students benefiting from direct interventions to enhance learning, by gender	
Baseline	Year	2018	TBC
Annual target	Year	2019	5,000,000 (220,000,000 female)
Annual	Year	2020	6,781,000 (2,681,500 female)

Target	Year	2024	8,500,000 (4,000,000 female)
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Annex 4: Budget details

ACP 2019-2020 programme budget (in '000 DKK)

Afghanistan Country Programme Budget 2019-2020				
Engagement no.	Engagement name	Year 2019	Year 2020	Total
Thematic programme 1 – Good governance, Anti-Corruption and Strengthening Human Rights				
DED 1	ARTF	48,000	47,000	95,000
DED 2a and 2b	ACJC – AC CSOs	16,000	16,000	32,000
DED 3a and 3b	TA to A/C secretariat	7,000	7,000	14,000
DED 4	MEC	4,500	4,500	9,000
DED 5	AIHRC	6,500	6,500	13,000
DED 6	Danner	2,500	2,500	5,000
TP1 Unallocated		13,000	10,000	23,000
TP1 Reviews, comms. short-term TA		1,500	1,500	3,000
Total TP 1:		99,000	95,000	194,000
Thematic programme 2 – Agriculture and Private Sector Development*				
DED 7	FAO – Market value chains	20,000	15,000	35,000
DED 8	Accelerated Agribusiness Development Project - ARTF	15,000	15,000	30,000
TP 2 Unallocated		5,000	5,000	10,000
TP2 Reviews, comms. short-term TA		1,000	1,000	2,000
Total TP2:		41,000	36,000	77,000
Thematic programme 3 – Education				
DED 9	ARTF	24,500	24,500	49,000
Unallocated		2,000	2,000	4,000
TP3 Reviews, comms. short-term TA		500	500	1,000
Total TP3:		27,000	27,000	54,000
Technical assistance (long-term)				
		2,000	2,000	4,000
Contingencies				
		500	500	1,000
Total		171,500	158,500	330,000

* TP2 proposed projects have yet to be appraised and will be appraised at the start of December 2018

Percentage breakdown to ARTF by TP: TP 1 = 48.9%, TP2 = 38.9%, TP3 = 90.7%

Total of funding to ARTF is DKK 174 mio: Total of unpreferred funds to ARTF = 95 mio,

Total unpreferred to ARTF = 79 mio

Other donor contributions to Danish Development engagements

	Notes	2019	2020	Total
Engagement 1.1: ARTF				
- Denmark		DKK 48 mill	DKK 47 mill	DKK 95 mill
- Partners	Figures are pledges only for entire ARTF – preferred and unpreferred pledges are not known for individual projects	USD 869 mill	USD 750 mill	US 1.619 bill

- Others		In kind	In kind	In kind
Engagement 1.2: UNDP				
- Denmark		DKK 16 mill	DKK 16 mill	DKK 32 mill
- Partners		TBD	TBD	TBD
- Others		TBD	TBD	TBD
Engagement 1.3: ISE				
- Denmark		DKK 7 mill	DKK 7 mill	DKK 14 mill
- Partners	No other partners for this technical assistance	0	0	0
- Others		In kind	In kind	In kind
Engagement 1.4: AIHRC				
- Denmark		DKK 6.5 mill	DKK 6.5 mill	DKK 13 mill
- Partners	The AIHRC has a budget of over \$ 8,243,000 for the current year 2018. So far the AIHRC has secured only 3, 285,587 from donors, e.g. Canada, 916,669 Australia, 384,495 Finland, 1177965 Norway, 488,584 Swiss, 299,995 GIROA, \$1,000, 000	TBC	TBC	
- Others				7
Engagement 1.5: MEC				
- Denmark		DKK 4.5 mill	DKK 4.5 mill	DKK 9 mill
- Partners		TBC	TBC	TBC
- Others		TBC	TBC	TBC
Engagement 1.6: Danner				
- Denmark		DKK 2.5 mill	DKK 2.5 mill	DKK 5 mill
- Partners		0	0	0
- Others		0	0	0
Engagement 2.1: FAO				
- Denmark		DKK 20 mill	DKK 15 mill	DKK 35 mill
- Partners		0	0	0

- Others		0	0	0
Engagement 2.2 - ARTF				
Denmark		DKK 15 mill	DKK 15 mill	DKK 30 mill
Partners	Figures are pledges only for entire ARTF – preferencd and unpreferenced pledges are not known for individual projects	TBC	TBC	
Others				
Engagement 3.1 ARTF EQRA				
- Denmark		DKK 24.5 mill	DKK 24.5 mill	DKK 49 mill
- Partners	Figures are pledges only for entire ARTF – preferencd and unpreferenced pledges are not known for individual projects	TBD	TBD	TBD
- Others		In kind	In kind	In kind
Unallocated for all TPs		DKK 20 mill	DKK 17 mill	DKK 37 mill
Long-term assistance		DKK 2 mill	DKK 2 mill	DKK 4 mill
Cross TP TA, reviews and comms		DKK 3 mill	DKK 3 mill	DKK 6 mill
Contingencies		DKK 0.5 mill	DKK 0.5 mill	DKK 1 mill
Grand total	The budget remains as is the ACP budget because partner funding is yet to be fully confirmed			

Annex 5: Risk Management Matrix

Contextual risks (overall)

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Security risks – including worsening stability of GIROA – impact on effectiveness of implementation	Almost certain	Major	<p>Fundamental worsening is not expected, but the situation will almost certainly impact on effectiveness:</p> <ul style="list-style-type: none"> • Ensure project contingency planning • Accept cessation of activities in areas with imminent threat to staff. • Include transparent and specific reporting on how insecurity affects operations • Monitor progress and consider re-allocating money away from programmes made infeasible or inefficient by insecurity • PSF funding provides stabilization efforts to limit impact 	Major	<p>This is an existing and persistent situation in a number of provinces and districts throughout Afghanistan, although it is not static and is likely to ebb and flow through the programme's life span. Implementation and monitoring is already restricted or not feasible in some provinces. Physical, financial and communications infrastructure are compromised. Movement of goods and services for input and output markets constrained.</p> <p>Political instability and a worsened security and safety situation would weaken public sector capacity and transparency and accountability mechanisms. It will also increase the chances for the diversion of funds, which can be used to support conflicts.</p> <p>If the security situation deteriorates, the areas of the thematic programmes will be considered of lower priority in the agenda of government and the international community.</p>
Significant internal political changes following the 2018 election detrimental to implementation (e.g. results contested along ethnic divides and/or election fraud)	Likely	Significant	<ul style="list-style-type: none"> • Provide strategic funding for improving presidential election execution and prevent fraud if right opportunity emerges • Continue a close dialogue with the state on programme implementation 	Significant	<p>Increased lack of trust in state legitimacy among population.</p> <p>Reduced security as a result of political instability and discontinuity pose a general threat to operations.</p> <p>Political targeting of individual staff members</p>

					might occur.
Reduction in donor funds limits government ability to pay salaries and operational costs as well as move reform process forward again limiting state legitimacy towards the population	Short -term: Unlikely. Long-term: Likely	Major	<ul style="list-style-type: none"> Continue joint dialogue with development partners to motivated joint efforts for reform Continue GIRoA reform to improve revenue generation and fiscal reforms Policy dialogue with GIRoA to ensure compliance with donor criteria 	Major	GIRoA government budget heavily dependent on foreign aid with limited basis for sustainability within the next decade. No donors are expected to move out in the next 3-5 years, but eventual drawn down of troops likely to reduce ODA as well
Drought undermines food security, reduces capacity for pursuing objectives and produces major population changes	Likely	Minor	<ul style="list-style-type: none"> UNOCHA prepares vulnerability assessments regularly and there are early warning systems in place RoI funding supports IDPs and returning refugees with basic needs and longer term durable solutions Water saving interventions should continue to have high priority Review work-plans and re-allocation of funds to align development programming with short-term humanitarian focuses 	Minor	Afghanistan is at high risk from the impacts of climate change, notably from deteriorating water resources. The country's resilience is limited due to degradation of the resource base (forests, vegetative cover, soils, etc.) ongoing and poor infrastructure (dams, irrigation, water storage). Impact of adverse climate will worsen security and affect economic productivity due to dependence upon agriculture. Food insecurity events require a concerted effort by GIRoA, development partners and relief agencies, resulting in distracting resources from development programming.

Programmatic risks (overall)

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Insufficient political will to sufficiently prioritize issues in institutional structures detrimental to implementation	Likely	Significant	Continue funding and policy dialogue towards GIRoA public sector and fiscal reform processes	Significant	Political divisions in the National Unity Government continue, weakening the GIRoA reform efforts and institutional capacity to deliver services, especially at sub-national levels. Ethnic divisions within institutions and patronage systems remain apparent and a

					challenge to instituting much needed reforms and addressing corruption.
Corruption – e.g. diversion of funds and benefits – impacts on project implementation and reduces impact	Almost certain	Major	<ul style="list-style-type: none"> • Engagement-level analysis and options to audit, withdraw and re-allocate funding • Cease disbursement and reclaiming unspent funds from partners • Enable dialogue on corruption and financial management • Continue support to fiscal reform process 	Long-term risks reduced due to regular monitoring activities.	Although pervasive corruption has enforced rigid control measures for disbursement of a great part of development assistance funds, the persistence of high levels of corruption will undermine government and civil society operations and limit donor agencies confidence and risk willingness. Moreover, the controls themselves reduce the speed of implementation and, possibly, the amount of funding available for impact.
Lack of administrative capacity in civil service undermines implementation and capacity-building objectives	Likely	Major	<ul style="list-style-type: none"> • Provide technical assistance • Review work-plans and re-allocate timelines, budgets or priorities • Consider reclaiming funds from unfeasible plans and re-allocating towards other types of support 	Long-term risks reduced due to technical assistance and capacity development activities.	The capacity of the public sector for policy making, enforcement and service delivery is limited. A deeply politicized legacy permeated by patronage and corruption has led to large numbers of unqualified staff in the civil service. A prolonged decrease in GIRA's ability to act as a committed development partner and provide basic services would undermine a number of the specific activities and be an obstacle for further progress.
Lack of coordination between and within institutions and service units and lack of clarity regarding the responsibility of different actors undermine implementation	Likely	Minor	<ul style="list-style-type: none"> • Technical working group will support inter-institutional coordination and cooperation and the implementation • Reform plan includes steps to improve sector coordination 	Minor	There are persisting issues with implementation and enforcement, including lack of clarity regarding the responsibility of different ministries and lack of institutional capacity for implementation. The primary concerns are related to the capacity of the ministries to undertake the role of coordinating and sequencing reform efforts – challenges that might be compounded by the fact that legislation supporting decentralisation efforts remain embryonic and does not yet clearly outline the budgetary responsibilities and authorities at the provincial, and especially at

					the district levels. Also, there is lack of commitment from all institutions to strengthen inter and internal institutional coordination.
Changes in leadership within the institutions lead to abrupt changes in priorities and policies or to stalled decision-making	Likely	Major	<ul style="list-style-type: none"> • Provide continuous capacity development for existing staff at political and operational level • Continue a close dialogue with on programme implementation 	Minor	Lack of appointed leadership based on merit within institutions impedes decision making and implementation
Low budget execution, weak resource allocation, mobilization and monitoring undermine implementation	Almost certain	Major	<ul style="list-style-type: none"> • Provide short-term technical support • Continue ARTF support to reform processes • Work as a concerted donor group with the World Bank to emphasise on performance management as a key component of programme design, enabling donor monitoring of bottlenecks 	Minor	Ministries do not have adequate capacity to execute the development funds: <ul style="list-style-type: none"> • Limited fiscal space. • Lack of adequacy and credibility of the budget process. • Limited budget transparency throughout the administrative chain, with districts often unaware of budget allotments. • Lack of autonomy for budget execution (salary payment, procurement) below the provincial level.
Lack of alignment and harmonisation of donor efforts undermines ownership and increases costs	Likely	Minor	<ul style="list-style-type: none"> • Continue active engagement in donor coordination process • Continue a close dialogue with on programme implementation 	Minor	Limited GIROA commitment to donor coordination in the past
Insufficient capacity to implement an agriculture and private sector development programme within the two year time-frame of the programme	Likely	Major	<ul style="list-style-type: none"> • Continue dialogue with FAO for developing robust implementation strategy • Undertake capacity assessment of FAO • Ensure FAO has other resource to carry over activities beyond 2020 	Minor	Timeframe left for designing implementation versus the need to ensure activities on the ground at 1 January 2019. Embassy already engaged in ensuring this will materialize

Institutional risks (overall)

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Lack of reform progress leads to reputational risk in Denmark	Likely	Major	<ul style="list-style-type: none"> • Proper programme and risk monitoring by Embassy • Policy dialogue and proper communication of results to media 	Reputational risks reduced as plans are in place for prompt reaction and for information activities	Slow pace of reform implementation in key areas, as well as a sense that Afghanistan is becoming subject to more intense proxy conflict would undermine public confidence further and would increase the focus of Denmark on political and conflict issues.
Implementing partners unable to retain and recruit sufficiently qualified staff	Unlikely	Significant	<ul style="list-style-type: none"> • Ensure benefits are in line with similar employers • Maintaining high level of security and staff welfare systems • Availability of detailed management and administrative guidelines and ToRs for the staff • Continuous capacity building of new staff with a focus on regionally-based trainings 	Minor	There might be difficulties in attracting sufficiently qualified local staff, particularly within the area of financial administration, monitoring and report writing due to high illiteracy rates and poor education levels in the regions. International staff might have security concerns.
Denmark's financial contributions are misused.	Likely	Major	<p>Ensure proper control mechanisms in fund management</p> <ul style="list-style-type: none"> • Engagement-level analysis and options to audit, withdraw and re-allocate funding External audit of Danish funding if severe allegations or evidence of diversion affect a partner • Ceasing disbursement and reclaiming unspent funds from 	Minor	There have already been examples of mismanagement and diversion leading to reduced quality of outputs (e.g. in the education sector). Partner institutions and Denmark face reputational impacts from diversion and mismanagement. The volume of funding available to produce outputs is reduced by diversion.

			partners <ul style="list-style-type: none"> • Dialogue on corruption and financial management 		
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Annex 6: List of supplementary materials

Publications

- Afghanistan Analyst Network. (2016). AAN Work Plan 2016: “Afghanistan and Its Region: Beyond the Transition”.
- Afghanistan Analyst Network. (2016). Afghanistan and Its Region: Beyond the Transition 2015 – 2019, Programme Extension and Update.
- AIHRC. (2016). Annual Report of Fiscal Year 1395.
- ARTF. (2016). ARTF Results Matrix December 2016.
- CARD-F. (2017). M&E Annual Report 2017.
- DANIDA. (2013) A Human Rights Based Approach to Denmark’s Development Cooperation: Guidance and Inspiration for Policy Dialogue and Programming.
- DANIDA. (2013). Denmark’s integrated stabilization engagement in fragile and conflict-affected areas of the world.
- DANIDA. (2013). The World 2030 Denmark’s strategy for development cooperation and humanitarian action.
- DANIDA. (2014). Policy for Danish Support to Civil Society.
- DANIDA. (2017). Afghanistan Country Programme 2014-2018, Mid-term review aid memoire.
- DANIDA. (2017). Concept Note for the Afghanistan Country Programme (2018-2020).
- DANIDA. (2017). Denmark’s Country Policy Paper for Afghanistan 2018-2020 (3 years).
- DANIDA. (2018). Guidance for Programmes & Projects.
- Islamic Republic of Afghanistan. (2017). Afghanistan National Peace and Development Framework (ANDPF) 2017-2021.
- Islamic Republic of Afghanistan. (2017). Afghanistan National Strategy for Combatting Corruption.
- UNAMA. (2017). Afghanistan’s Fight Against Corruption.
- UNESP. (2016). Development Engagement Document. Afghanistan Country Programme, Thematic Programme 1: Good Governance, Democracy and Human Rights.

General databases & websites

- Agenda for humanity: <http://www.agendaforhumanity.org>
- Capacity of public sector, public financial management and corruption
- Climate change: Intended Nationally Determined Contributions, national climate change or disaster risk management policies or strategies, NAMA or low carbon development plans, national adaptation planning (NAPAs, NAPs), etc.
- DAC International Network on Conflict and Fragility (INCAF): <http://www.oecd.org/dac/governance-peace/conflictfragilityandresilience/>
- Danish Institute of Human Rights (DIHR) Guide to understand the interlinkages between human rights and the SDGs (<http://sdg.humanrights.dk>)
- DCAF Security Sector Governance/Reform: <http://www.dcaf.ch/>
- Environment and sustainable development: green growth strategies / actions plans, National Environmental Action Plans, State of the Environment Reporting, relevant sector studies and Strategic Environmental Assessments.
- EU Human Rights Strategies
- EU. Crisis and fragility management: http://ec.europa.eu/europeaid/policies/fragility-and-crisis-management_en
- Failed State Index: www.fundforpeace.org
- Global Initiative Against Transnational Organised Crime: <http://globalinitiative.net/>

- Global Witness: <https://www.globalwitness.org/en-gb/>
- <http://data.worldbank.org>
- <http://reliefweb.int/countries>
- http://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/MasterCalendar.aspx?Type=Session&Lang=En
- Human Rights periodic reporting and Treaty Bodies monitoring of human rights in member states: www.ohchr.org/EN/HRBodies/Pages/TreatyBodies.aspx
- International and regional human rights and HRBA principles and HRBA Guidance Note of 2013
- International and regional human rights and HRBA principles and HRBA Guidance Note of 2013
- International Crisis Group country reports (www.crisisgroup.org)
- International Dialogue for Peace and State Building – New Deal: <https://www.pbsbdialogue.org/en/>
- International humanitarian law, humanitarian principles and Good Humanitarian Donorship
- Joint EU programming documents; sector studies and analyses, national aid management coordination documents, etc.
- National and development-partner documents on public-sector reforms; PFM reform-related documents; PEFA assessments; development-partner assessments of procurement quality, etc.; WB CPIA assessments; Transparency International and local corruption assessments (corruption diagnostics and barometer reports, etc.)
- National development strategies and progress reports; WB and other development partners' country analyses and diagnostics; national poverty assessments; IMF Article-4 and other country reports; national and UN SDG progress reports; UNDP Human Development Index; independent political-economy analyses.
- OHCHR country reports (www.ohchr.org)
- Other development partners' climate change or environmental assessments and country profiles
- Solution Alliance (humanitarian-development nexus): <http://www.solutionsalliance.org/>
- The solution alliance (a network to tackle protracted displacement - <http://www.solutionsalliance.org/library>)
- UK-Stabilisation Unit: <https://www.gov.uk/government/organisations/stabilisation-unit>
- UN Peace Building Fund <http://www.unpbf.org/>
- UN Peace Building; Un Peace Building Commission: <http://www.un.org/en/peacebuilding/>
- Universal Period Review (UPR) processes and analysis: <http://www.ohchr.org/EN/HRBodies/UPR/Pages/Documentation.aspx>
- UNOCHA sitrep's Global Peace Index: www.economicsandpeace.org
- UNSCR 1325
- UNSDSN. (2016). Bridging the humanitarian-development divide: "Making the SDGs work for Humanitarian Needs"
- World Bank - Fragility, Conflict and Violence: <http://www.worldbank.org/en/topic/fragilityconflictviolence>

Annex 7: Plan for communication of results

The communication for ACP 2019-2020 is guided by the new Embassy communications strategy. The Embassy will be managing overall communication thus aligning political, development, stabilisation and humanitarian communication.

Purpose

The ACP communication serves four purposes:

- 1) Communicate programme results to the Afghan citizens to ensure transparency and accountability of the Danish support to the country
- 2) Ensure an informed policy dialogue with GIROA and key partners and that GIROA is well informed about the Danish support to Afghanistan
- 3) Communicate the results to the Ministry of Foreign Affairs of Denmark to enable the Ministry to ensure transparency and accountability of the use of the Danish development funds
- 4) To enhance the knowledge of Danish citizens of the political and societal developments in Afghanistan
- 5)

The Embassy's communication strategy has 5 objectives:

1.1. Objective 1: To raise the awareness of target audience

The main purpose of the strategy is to raise the profile of the Danish Government through the Embassy in Kabul. The strategy also intends to increase visibility of the Embassy among target audience. Identifying the target audience is an important part of the communications strategy. It can help us direct

1.2. Objective 2: To improve internal coordination on communications

Effective internal coordination helps ensure that all members of the organization are working collaboratively towards a common goal. Internal coordination can happen at two levels:

a) Coordination at the Embassy level in Kabul

The Communications focal point will work with the Political and Development team in close coordination with the Head of Development and the Senior Management to develop communications plan for projects within the ACP. A schedule will be shared with each desk officer to enter upcoming events related to their projects. Each plan will show the public relations activities, dates, and target audiences as well as communications tools to be used.

In addition, the Communications Specialist will assist and advise the Political and Development Team on communications related activities. Support will include working with relevant partners on communications to ensure that communications are on brand. The Development and Political Team

members are responsible to coordinate their communications related activities with the Communications focal point of the Embassy.

b) *Coordination with the Ministry of Foreign Affairs in Copenhagen*

Occasional support to the MFA, will result in better coordination and dissemination of information. Support can also be given to media interview requests and provision of general information. The Communications focal point at the Embassy will coordinate communications related activities with MFA's communications team and seek their advice/support to adhere to the overall communications policy of MFA.

1.3. **Objective 3: To Influence relevant policies and strategies**

The Communications Specialist will closely work with the Development and Political Team and SMT to gather information, evidence and knowledge for developing briefs that can inform relevant policies, programmes and practices. Through briefs, the programmatic experience of the Embassy will be communicated with key partners to influence relevant policies and strategies. In addition to influencing policies of the relevant Government Ministries, efforts will be made to influence donors' policies and strategies, specifically the EU, Nordic+, UN agencies and the Banks.

1.4. **Objective 4: To improve the Embassy's brand**

Presenting the Embassy's brand correctly is crucial. This means being consistent with our logo, typefaces, slogan, colours, and "on-brand" with our key messages and the way we use words and images on all communications materials. In close coordination with the SMT and MFA communications team, a brand style guideline will be developed that contains all the necessary information for creating any communications materials for the Embassy. Priority will be given to the below mentioned tools:

- a) Email Policy and defined email signature
- b) Communications Package (Programme briefs)
- c) Approved and standard templates
- d) Photography and videography Guidelines
- e) A bank of approved images
- f) Core Messages
- g) Social media guidelines
- h) Media Guidelines
- i) Contacts Database
- j) Style Guide
- k) Resource Center

1.5. Objective 5: to improve strategic relations with key partners/stakeholders

Improving strategic relations with partners/stakeholder enables exchange of information, learnings, and best practices with institutions that share our vision and goal. It can also contribute to coordination of efforts and maximize visibility. The communications focal point will support the Ambassador, SMT and Political and Development Team on improving the Embassy's relations with key partners by providing talking points and sharing updated information related to programmes.

The cooperation between the Embassy and implementing partners on the communications will depend on the modality of the individual engagement. The following summary provides an overview of the nature of the cooperation:

1) *Implementing partners*

- a. *Implementation through multilateral organisations.* These projects will have individual communication strategies as part of the institution's communication. However, the Embassy will request the partners to design individual annexes with specific reference to the Danish support where feasible.
- b. *Delegated partnerships with other donors.* Where there is a delegated partnership arrangement, Denmark will have to first and foremost rely on the communication strategy of the lead donor and the implementing partner. However, the Embassy will use its role in the Steering Committees to emphasise communication and seek opportunities for utilising documented results as part of the ACP overall programme communication.
- c. *Implementation through individual partners.* In cases where the Embassy will work with individual partners, they will be asked to submit a communication plan, which includes reference to the Danish support, will be reviewed and approved by the Embassy.

- 2) *Afghan Government Institutions.* In many of the ACP engagements support is provided to state institutions to enhance their capacity to deliver according to their mandate. This support is provided through implementing partners and thus the communication will have to be agreed through the agreement with the implementing partner. However, Denmark will also use its policy dialogue with the state institutions (formally and informally) to identify and agree on mutual communication points and options for joint public diplomacy efforts as feasible.

3)

The communications focal point can provide support, as and when required, to the relevant Ministries on organising media events, coordinating joint press conferences, drafting publicity materials and other communications related tasks.

2. Communications Mix

The communications mix represents a combination of tactical tools that are available/used for the purpose of communications.

1. a) External

- ❑ Press (press release, radio and TV interviews, media field visits, articles)
- ❑ Online (social media, webpage, email newsletter)
- ❑ Print (brochure, reports, briefs, PPTs)
- ❑ Public Relations (events, photo exhibitions, short video clips)

2. b) Internal

- ❑ Conference calls
- ❑ Face-to-face meetings
- ❑ Field visits/Missions
- ❑ Info sharing platforms

3. Communications Strategy Implementation

The Communications focal point will develop a Yearly Plan of Operations (YPO), which will act as an operationalization tool for the implementing of the strategy and will evaluate progress at the end of each year. The YPO can help us identify gaps and incorporate lessons learned while reviewing the strategy in the future.

The Public Relations activities will mainly take place in Afghanistan. However, events may also be organised abroad if there is a direct relevance to activities in a particular country. In some cases, the Embassy may want to show case some of its work elsewhere, during particular conferences or at events at other Embassies or MFA in Copenhagen. These may include photo exhibitions, distribution of brochures, participation in conferences etc.

Five types of messages are foreseen:

- 1) *Basic factual messages* concerning the individual programme and development engagements. This may include messages at engagement launch with information on engagement objectives, partners, funding level etc., as well as information about conclusions of key steps in the engagement or programme cycle. It may also include fact sheets underlining the Danish financial and technical contributions
- 2) *Major achievements* will be communicated immediately once documented. This could be Danish contribution to policy achievements such as changes to legislation or downstream achievements such as number of jobs generated
- 3) *Thematic and policy priority messages* where there is specific focus on Danish policy priorities that needs to be communicated. For ACP this will include specific thematic messages related to e.g. anti-corruption measures taken, women's shelter and protection advances, youth employment or improved levels of girls' education
- 4) *Individual success stories* (personal or topical) that will exemplify the work undertaken in individual engagements (or sub-engagements) under the programme

Annex 8: Process Action Plan for implementation

Action/product	Deadlines	Responsible/involved Person and unit	Comment/status
Draft Program Document incl. Development engagement Documents and associated partner documentation forwarded to TQS for desk appraisal	End-May 2018	Embassy	
Appraisal process finalized	End-July 2018	TQS	
Documentation revised as per TQS recommendations	Start-August 2018	Consultant/Embassy	
Documentation forwarded to policy department	Mid-August 2018	Embassy	
Presentation to the UPR	2 October	Embassy	
Minister approval of programme	October	Embassy	
Strategic Partnership signed with GIRA	October	Embassy	
Signing of DEDs/agreements with partners	November/ December	Embassy	
Initiation of programme	January 2019	Embassy	

Annex 9: Signed table of appraisal recommendations and follow-up actions taken (see next page)

ANNEX 1: SUMMARY OF RECOMMENDATIONS

Title of (Country) Programme	Denmark Country Program for Afghanistan, 2019-2020
File number/F2 reference	2018-34656
Appraisal report date	13 September 2018
Council for Development Policy meeting date	2-October-2018
<p>Summary of possible recommendations not followed (to be filled in by the responsible unit)</p> <ul style="list-style-type: none"> There is a need to further investigate whether ITC could be sub-contracted by FAO to implement budget lines on trade facilitation and other pertinent cross-border issues. <p>RDE response: The timeframe of the FAO development engagement is 2 years and it aims to synergise with existing projects/programmes (such as FAO value chain and certification projects with the EU and USAID) and also with the World Bank and ADB projects. The proposed engagement also aims to be realistic for the time frame in terms of delivering on results. Therefore it is most logical to work with the ARTF on the Accelerated Agri-Business Development Project which aims to address trade barriers rather than create complexity to the project by adding a new partner.</p>	
<p>Overall conclusion of the appraisal</p> <p>Development needs in Afghanistan are immense, yet severely challenged as the overall security situation has deteriorated. Militant activity has increased over the past year, even in the reputedly safer parts of the country. The ACP is aligned with the political economy analysis as well as Danish strategic priorities. Challenges in contributes to addressing include insecurity, patronage, endemic corruption, weak governance, inequality, human rights violations and barriers to gender equality, limited access to education and livelihood, and little prospects for a growing young population.</p> <p>The conclusion of the Desk Appraisal is that a new phase of the Country Programme for Afghanistan is relevant and justified. However, at the moment the documentation is not complete. Further work is needed before it can be presented to the Council for Development Policy. A new design thinking in respect of Thematic Programme 2 on private sector and agriculture potentially is very encouraging and improves the TP2 (see relevant section below). If the findings and recommendations presented in this report are taken into consideration during the finalisation of the programme, the Desk Appraisal can recommend the Country Programme to the Council for Development Policy.</p>	
Recommendations by the appraisal team	Follow up by the responsible unit
Programme Level:	

<p>TP1 (Good Governance, Anti-Corruption and Human Rights): There is a need to strengthen the support to the shrinking CSO space, and demand-side of human rights. Some of this support may merely be spelled out through the UNDP CSO DE and the AIHRC DE. Yet, the RDE should further investigate with UNDP the possibility of support to human rights oversight through the UNDP CSO modality. This will strengthen the Theory of Change of TP1, to be in line with the Danish strategic priorities and support broadly represented key CSOs to be able to work more closely with the AIHRC on the advancement of human rights and women's human rights.</p>	<p>RDE</p> <ol style="list-style-type: none"> 1. The RDE recognises the importance of addressing the shrinking civil society space in Afghanistan (along the 2 axes described in section 2.3) and the need to support the demand side/rights holders more fully. This has been spelled out in more detail in the ACP of how the UNDP civil society fund can further contribute to supporting civil society (especially at a sub-national level) and with the potential to use unallocated funds to scale-up this work (results permitting) in the ACP 2018-2020. 2. The RDE accepts the need for tangible work by the AIHRC on the advancement of human rights. The 2018 external evaluation of the AIHRC pointed to the important role that the AIHRC is playing in terms of training and advocacy with civil society. Furthermore, shadow reporting on human rights is a part of AIHRC's mandate. The AIHRC strategy finishes at the end of 2018 and the Embassy is currently in dialogue with the AIHRC to ensure that support to civil society remains a strong component of the future programme which is also being designed in consultation with civil society groups.
<p>Across TP1 and TP3 (Support to Access to Education): Follow-up is needed on the AT operational suggestions provided at the DE level: i.e. update the missing Theory of Change, finalise results frameworks (and provide a tentative deadline for finalisation, if it cannot be finalised now), clarify management resources at RDE, update monitoring and evaluation, financial management set up and risk management and responses need to be further developed.</p>	<p>RDE</p> <ol style="list-style-type: none"> 1. A theory of change has been developed for each development engagement and these ToCs are now included in all the development engagement documents (DEDs). 2. The results frameworks have been updated. In some cases the results are indicative because the project document or strategic plans for 2019 onwards have not been completed by the partner. Attention is drawn in the ACP to when project documents will be finalised or strategic plans completed and thus results can be finalised. 3. Risk management responses have been developed, particularly as they relate to new oversight mechanisms in the ARTF

<p>TP2 (Agriculture and Private sector):</p> <ul style="list-style-type: none"> • There is a need to produce a coherent and convincing thematic programme and development engagement document including i.e. (but not limited to) a clear Theory of Change, a clearer and more detailed results framework, output based budgets, and risk matrix. • It should be outlined how and when the final thematic programme documentation and the related DED will be produced and when and how it will be quality assured - e.g. through a dedicated TQS TP2 and DED appraisal. • There is a need to further investigate whether ITC could be sub-contracted by FAO to implement budget lines on trade facilitation and other pertinent cross-border issues. 	<p>RDE</p> <p>1. The RDE recognises the need to develop a coherent TP2 programme and DEDs meeting all MFA guidelines. With the ending of the CARD project, the Embassy has needed to define a new engagement on this thematic programme and TP 2 is yet to be appraised. It is planned that a project document will be finalised between the Embassy and FAO in late October and a field appraisal led by TQS will take place in early December 2018. It is also planned to do the same for the intended ARTF engagement on the Accelerated Agri-Business Development Project (part of the Agri-Business Charter) by late 2018. A broad outline of these 2 intended development engagements are included in the ACP with indicative results.</p>
<p>Unallocated funds:</p> <ul style="list-style-type: none"> • Some of the unallocated funds which have only been budgeted for under TP1 should be set aside for further support of the shrinking CSO space / CSO human rights support (to avoid as much administrative burden on RDE as possible. Support can be explored through UNDPs CSO engagement). • Unallocated funds should also be set aside for TP2 and TP3. The AT notes that the new emerging design thinking on TP2 will release some unallocated funds 	<p>RDE</p> <p>1. The ACP now recognises that some of the unallocated budget for TP1 could be used for scaling up the UNDP civil society fund, if results indicate that this is appropriate (this is highlighted in section 3).</p> <p>2. Unallocated funds have now been set aside for TP2 (total of DKK 10 mio) and for TP3 (total of DKK 4 mio)</p>

<p>Management/RDE staff roles and responsibilities: with regard to the RDE resource management, the programme document should include a clear description of roles and responsibilities and division of labour/tasks in terms of the RDE staff vis-à-vis management and monitoring of programmes, including opportunities for active participation in steering committees and ensuring accountability and documentation of results at outcome level. This information should be explicitly included in a matrix.</p>	<p>RDE</p> <p>1. Management resources have been clarified through the insertion of a staffing organogram (section 4) and insertion of Advisor position job descriptions in annex 10. Annex 10 also includes the current roles and responsibilities matrix for the development team which is subject to change with potential new resources being made available through the RoI and PSF programmes in the ACP 2018-2020.</p>
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I hereby confirm that the above-mentioned issues have been addressed properly as part of the appraisal and that the appraisal team has provided the recommendations stated above.

Signed in..... on the
Appraisal Team leader/TQS representative

I hereby confirm that the responsible unit has undertaken the follow-up activities stated above. In cases where recommendations have not been accepted, reasons for this are given either in the table or in the notes enclosed.

Signed in.. *Kabul* ..on the... *Niclas H. Petersen* ..
Head of Unit/Mission

Annex 10: Terms of reference for long-term technical assistance

EMBASSY OF DENMARK TO AFGHANISTAN

Job Description

Head of Development

Denmark's Afghanistan Country Programme 2014-2018 (ACP) consists of three Thematic Programmes: (1) Governance, Democracy and Human Rights; (2) Education; and (3) Growth and Employment (TP3). Cross cutting these programmes are the key issues of anti-corruption, gender, and migration. The Royal Danish Embassy (RDE) focuses on monitoring and reporting on risk and results (at output and outcome level).

Portfolio

The post has three core functions: Coordination of development assistance, Implementation of Danish development assistance and; Managing donor coordination and Danish engagement in key processes linked with the aid agenda in Afghanistan. The Head of Development will work closely with the RDE Development Team to ensure effective implementation of the ACP and strategic planning for future Danish engagement in Afghanistan while ensuring that key Danish priorities such as anti-corruption are furthered.

Duties and Responsibilities

1. Coordination of development assistance

- Overall coordination of Danish development activities in Afghanistan, including close sparring with colleagues working on development assistance (in RDE and Headquarters) and providing quality assurance to the Danish development efforts in Afghanistan.
- Guide, chair and ensure follow-up to Development Group meetings for RDE staff. Keep Status of Engagement matrix updated and ensure that results and risks reporting takes place systematically.
- Coordinate the Embassy's input to the Danish Appropriations and Finance Act and related exercises, in close collaboration with CFO.
- Coordinate, draft and/or provide quality assurance of the RDE's inputs to various MFA processes, including SPR, Annual Country Report, External Grant Committee, studies and evaluations, requests-for-information, etc.
- Coordinate on strategizing and developing future Afghanistan Country Programme.
- Coordinate and provide quality assurance of efforts to prevent financial mismanagement; ensure appropriate responses to any alleged or proven corruption cases; and ensure relevant reporting to the Ministry, with programme officers and as required.
- Coordinate plan for - and implementation of – arrangements with TAS (MFA) and external consultants, including development of ToRs and administering the employment of consultants/advisers.

2. Implementation of Danish development assistance

- Ensure with CFO that annual commitment and disbursement targets are met and reviewed systematically.
- Represent the Embassy in the ARTF Strategy Group and maintain dialogue with World Bank regarding Danish contributions and ARTF policies and strategy.
- Define new development engagements, such as civil society and anti-corruption initiatives (together with the Senior National Programme Managers).
- Support the closing of ESPA and the development of the new phase of Denmark's support for education, the formulation of EQUIP III and the development of Denmark's intensified relationship with the World Bank on this (together with the Senior National Programme Manager).
- Ensure that program documents and agreements related to the Afghanistan Country Program are kept up to date and comply with Danida policies and guidelines, revised partner strategies, contextual developments, etc. (together with programme managers and utilizing external consultants, as needed).

3. Managing donor coordination and Danish engagement in key processes linked with the aid agenda in Afghanistan

- Pursue a further strengthening of the development cooperation within the Nordic+ and lead on and coordinate Nordic+ contributions to SMAF, NPPs etc.
- Ensure Danish priorities are well represented with the Government and International Community by participating in the dialogue with and maintain contact to the Afghan government and other key donors on main issues of the development agenda, including weekly donor meetings at Head of Agency level, standing committee meetings, JCMB meetings, and annual Development Coordination Dialogue presentations and discussions with the Afghan government.
- Careful monitoring of Delegated Cooperation Agreements (with Senior National programme manager) and revisions or reforms of UN and EU engagement(s)

4. Other Tasks as Required

- Assist visiting missions with preparation and during their work in Afghanistan and take any necessary follow up action.
- Prepare briefing notes and speaking points for RDE staff when required.
- Other tasks may be assigned as required

5. Line Management and Backstopping

- The Head of Development will take direction from the DHoM or HoM.
- The Senior National Programme Managers and Senior Political Advisor (when working on development issues) will report to the Head of Development.
- Work closely with CFO to ensure timely oversight of the ACP commitments and disbursements.
- Close cooperation with the Counsellor to ensure shared responsibilities are executed and a strong backstopping between both positions.

Due to the security context of Kabul, this Advisor position will be based at the Embassy

**NOTE: This responsibilities of this Advisor position will change with the new
ACP project configuration
EMBASSY OF DENMARK TO AFGHANISTAN**

Job Description

Senior Advisor – Agriculture and the Private Sector

Denmark's Afghanistan Country Programme 2014-2018 (ACP) consists of three Thematic Programmes: (1) Governance, Democracy and Human Rights; (2) Education; and (3) Growth and Employment. Cross cutting these programmes are the key issues of anti-corruption, gender, and migration. The Royal Danish Embassy (RDE) focuses on monitoring and reporting on risk and results (at output and outcome level).

Portfolio

Thematic Programme 3 (TP3) will support agribusiness as a key driver of growth and employment, and currently consists of two engagements: the DFID-led CARD-F and the ARTF National Horticulture and Livestock Project (NHLP). These projects are aligned with national policies as well as with Denmark's development strategies in Afghanistan, recognising the importance of food security, economic growth and employment as prerequisites for sustainable development. The Senior Programme Manager for growth and Employment will also be the focal point for Aid Coordination and Humanitarian Affairs. Management of this Programme and portfolio may require relevant overseas travel.

Duties and Responsibilities

1. General Programme Management

- Support and conduct policy dialogue and coordination with all relevant ministries, agencies, donors and other relevant stakeholders in the area of agriculture, growth and employment and update the RDE management as required.
- Attend specific project related reporting meetings, board meetings, technical steering committee and inter-ministerial committee meetings when they are scheduled.
- Management oversight on all relevant project implementation through discussions, review of documents, and occasional project visits.
- Monitor and update project risk and results matrices (review 2 times p/month) and update of OpenAid with project output and outcomes.
- Management of all stages of the project cycle financed by the country-frame including an overview of disbursements for each project as well as the totality of projects under TP3.
- Ensure the follow-up of project implementation documentation, monitor contractual obligations and Delegated Cooperation Agreements and ensure compliance to Danish Ministry of Foreign Affairs anti-corruption guidelines (including C-Case initiation and update).
- Identify areas for technical assistance and facilitate the contracting and management of consultants.

- Identify, analyse and negotiate modifications, extensions and amendments to project agreements, as required and ensure correct registration of projects and grants in FMI and PDB, including update of project financial status in GRAM system.

2. Focal Point on Aid Coordination (to the Ministry of Finance)

- Respond to any ad-hoc or regular queries of the Ministry of Finance (particularly the Aid Coordination Unit).
- Compile data on Danish Overseas Development Assistance (ODA) which will be published on the Development Assistance Database (DAD).
- Prepare the annual DCD presentation (including the alignment, on-budget and budget %) and attend the DCD meeting.

3. Focal Point on Humanitarian Issues

- Follow humanitarian developments through participation in ad hoc/priority meetings and review of documents.
- Act as the contact point for Danish Humanitarian NGOs in Afghanistan.
- Inform HCP in Copenhagen with updates on emergencies.
- Follow trends related to the migration of Afghans, including returns of refugees and movement of IDPs.
- Maintain contact with the humanitarian donor group.

4. Other Tasks as Required

- Assist visiting missions with preparation and during their work in Afghanistan and take any necessary follow up action.
- Make in depth reviews/studies on selected issues, as they relate to TP3 or focal point issues.
- Prepare briefing notes and speaking points for relevant RDE staff prior to key meeting/events
- Assist Danish companies with information about market opportunities in Afghanistan upon request
- Other tasks may be assigned as required

5. Line Management and Backstopping

- Maintain close sparring relationships with Programme Team and RDE staff
- Work closely with CFO to ensure timely financial approvals and oversights
- Close cooperation with the Senior Programme Manager for Education to ensure a backstopping role
- The Senior Programme Manager for Growth and Employment reports to the Head of Development

Due to the security context of Kabul, this Advisor position will be based at the Embassy

EMBASSY OF DENMARK TO AFGHANISTAN

Senior Development Advisor and Communications Specialist

Job Description

Denmark's Cooperation and engagement with Afghanistan and International Partners covers political dialogue, security and financial assistance. The Afghanistan Country Programme 2014-2018 (ACP) consists of three Thematic Programmes: (1) Governance, Democracy and Human Rights; (2) Education; and (3) Growth and Employment. The ACP is also complemented by the Regions of Origins Initiatives (ROI) which provides support to returnees. The Royal Danish Embassy (RDE) focuses on monitoring and reporting on risk and results (at output and outcome level).

Portfolio

The Senior Development Advisor and Communications Specialist will have a triple role. Firstly, he/she will be responsible for the external communications platforms of the Embassy. Secondly he/she will lead on Danish engagement with the Citizen's Charter programme both at the national and sub-national levels. Thirdly, he/she will oversee and actively engage in the management of the Law and Order Trust Fund (LOTFA) and provide support to the Head of Development and staff at the Ministry of Foreign Affairs in Copenhagen in this regard. Furthermore, the Adviser may be called on to take part in the administration of relevant development projects. Management of this portfolio may require relevant overseas travel.

Duties and Responsibilities

1. Communications

- Responsible for and coordinator of content and process of the Embassy's public communication on electronic platforms (currently mainly FaceBook and Web Site); i.e. ensure feed of up-to-date news, stories and analysis.
- Ensure that the communications platforms of the Embassy are alive and up to date.
- In this respect give technical and other support to other sections of the Embassy to secure frequent and relevant updates.

2. Citizen's Charter

- Responsible for coordinating closely with relevant Government and international partners such as the Ministry of Rural Rehabilitation and Development (MRRD), the Independent Directorate for Local Government (IDLG), Ministry of Finance (MoF), implementing NGOs and the Afghanistan Reconstruction Trust Fund (ARTF) and provide progress briefings to the RDE staff.
- Closely monitor and engage on the development of other Danish interests in the Government of Afghanistan's National Priority Programmes such as the Effective Governance Programme and provide progress briefings to the RDE staff.
- Monitor Danish technical assistance to the Citizen's Charter and ensure strong communications with Danish technical assistance provided to the MoF.

3. LOTFA

- Responsible for financial and administrative management of the delegated cooperation agreement with the EU to manage LOTFA
- Responsible for coordinating closely with relevant Government and international partners who are engaged in LOTFA
- Represent the Danish Embassy in LOTFA meetings and provide briefings to RDE staff
- Support to the Head of Development and staff at the Ministry of Foreign Affairs in Copenhagen in monitoring of LOTFA

3. Other Tasks as Required

- Assist visiting missions with preparation and during their work in Afghanistan and take any necessary follow up action.
- Make in depth reviews/studies on selected issues, as they relate to development/political issues.
- Prepare briefing notes and speaking points for relevant RDE staff prior to key meeting/events.

4. Line Management and Backstopping

- Maintain close sparring relationships with Programme Team and RDE staff.
- Work closely with CFO to ensure timely financial approvals and oversights.
- Close cooperation with the Senior Political Advisor to ensure a backstopping role.
- The Senior Development and Communication Advisor reports to the Head of Development

Due to the security context of Kabul, this Advisor position will be based at the Embassy

Development Roles/Responsibilities Matrix

Title	Projects managed	Description of management duty for each project	Focal point role	Administrative duties	Meetings attended (regular)
Head of Development	LOTFA	<ul style="list-style-type: none"> • Oversee LOTFA progress and management of EU DCA (reporting on PSED to CPH) 		<ul style="list-style-type: none"> • Lead on ACP formulation and management • Oversee as results and risk reporting 	<ul style="list-style-type: none"> • Heads of Agency (UNAMA) • Heads of Cooperation (EU) • ACJC stocktake • ARTF Strategy group • CARD F Programme Board meetings • Attend all LOTFA meetings except (TWG) • N+ (shared with

					DHoM) • Donor coordination (SMAF, ANPDF) meetings
Senior Programme Manager – TP 1 Nazar M. Ahmad Shah	• AIHRC • MEC • AC-ACJC • AC-CSO Fund	• Take part in the strategic discussions with the IPs and donors during development dialogues and capacity building of IPs. • Take part in the analysis and selection of new projects/programs and facilitating visiting missions. • Maintain contacts with relevant partners and represent the Embassy in development meetings i.e. PSCs, WGs, Seminars and conferences. • Close cooperation with the other development pillars and provide support whenever needed. • Follow up media related to Human Rights and Anti-Corruption news and developments. • Assist in other areas as	Anti-Corruption	• Manage/administer project agreements, preparation, and registration including budget allocation in PDB/FMI, follows up on reporting and outstanding audits. • Filing relevant document related to project/programs in F2 archive system	• AIHRC Donor WG • AIHRC PSC • MEC/Donors • ACJC Stock Take focus on RoL (UNAMA) • ACJC Stock Take focus on coordination of donor support and provision of TAs (DFID) • Anti-Corruption Donor WG • Anticorruption Stakeholders WG • High Council WGs (AC in AGO) • Board of Donor RoL

		requested i.e. drafting project ideas, quick analysis on core development issues pertaining to legislation, arranging meetings with government officials and contribute to the Embassy Facebook and web pages when needed.			
Senior Adviser - Growth & Employment – TP 3	<p>The Private Sector and Agriculture Thematic Programme</p> <ol style="list-style-type: none"> 1. CARD-F 2. Focal Point on Humanitarian Issues 	<ul style="list-style-type: none"> • Oversee CARD-F progress and management of CARD-F activities with DFID • Participate in the analysis and selection of new projects/programs and facilitating visiting missions. • Engage with the relevant development pillars and provide assistance whenever needed. • Represent/and or provide technical support to the RDE in project-level technical meetings and provide recommendations to enhance the effectiveness of project 	Agribusiness and private sector development	<ul style="list-style-type: none"> • Manage/administer project agreements, preparation, and registration including budget allocation in PDB/FMI, follows up on reporting and outstanding audits. Filing relevant document related to project/programs in F2 archive system 	<ul style="list-style-type: none"> • Representing DANIDA in CARD-F board meeting, Technical steering Committee (TSC) and CARD-F Inter-Ministerial Committee (IMC) Meeting. • Attending relevant Agriculture Donor Meeting • Part of different Agribusiness/private sector development meetings in house and outside the embassy •

		<p>implementation and results.</p> <ul style="list-style-type: none"> • Advising partners with a view to ensuring progress of the engagements and ensuring that these develop in the direction of the Country Programme objectives. This includes attending specific project related reporting meetings, board meetings, technical steering committee and inter-ministerial committee meetings when they are scheduled • Monitoring of project implementation through review of documents, and occasional project visits. • Monitoring of project implementation through review of documents, and occasional project visits. • Risk management within the thematic 			
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		<p>programme including monitoring and updating project risk and results matrices (review 2 times p/month) and update of OpenAid with project output and outcomes.</p> <ul style="list-style-type: none"> • Follow humanitarian developments through participation in ad hoc/priority meetings and review of documents. • Act as the contact point for Danish Humanitarian NGOs in Afghanistan. • Inform HMC in Copenhagen with updates on emergencies. • Work closely with CFO to ensure timely financial approvals and oversights 			
Senior Economist	<p>ARTF (areas of focus:</p> <ol style="list-style-type: none"> 3. Public Financial Management (PFM) 4. Capacity Building for Results (CBR) 5. Education Quality Reform 	<ul style="list-style-type: none"> • Monitor all ARTF financial reporting to ensure that ARTF funds are exposed to no fiduciary risk and aligned with the financing strategy 		<ul style="list-style-type: none"> • Manage/administer project agreements, preparation, and registration including budget allocation in PDB/FMI, follows up on reporting and outstanding audits. Filing relevant 	<ul style="list-style-type: none"> • ARTF Strategy Group Meetings • ARTF Gender Working Group Meetings (as an alternate to Abidi) • ARTF IP meeting (a new one) • Ad hoc ARTF meetings related

	<p>6. Programme (EQRA) National Horticulture and Livestock Programme (NHLP)</p>	<ul style="list-style-type: none"> • provide analysis to RDE staff on the World Bank reporting on the projects with a close monitoring and follow up on the Supervisory Agent reports • Represent/and or provide technical support to the RDE in project-level technical meetings and provide recommendations to enhance the effectiveness of project implementation and results. • Closely follow the macroeconomic development in Afghanistan and assist RDE staff on all issues related to Afghan government budget processes and public financial management. • Maintain close contact with the Ministry of Finance on issues related to Danish assistance, DCD, on/off 		<p>document related to project/programs in F2 archive system</p>	<p>to any reviews, visiting missions from the Bank's HQ or related to monitoring agent's reports.</p> <ul style="list-style-type: none"> • Head of Agency Meetings when subjects related to budget and economic development are discussed • ARTF donor coordination meeting- a new initiative • Nordic+ meetings when relevant • Ad hoc meetings related to closure of our bilateral education programme. • In-house meeting requested by relevant donor/government partners focused on macroeconomics , trade, doing business and private sector development.
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		<p>budget guidelines, aid management policy, the JCMB process, and discussions on National Priority Programmes.</p> <ul style="list-style-type: none"> • Follow the processes of decentralizing financial management to Regions, Districts and to the Community Development Councils under the Citizens Charter Program and will take lead on possible Danish support to these processes. • Engage, as required, on issues related to doing business and investing in Afghanistan. • Facilitate Danish companies interested in doing business in Afghanistan. • Make in depth reviews/studies of selected issues, as they relate to the ARTF or economic policy. 			
Programme	DANNER	<ul style="list-style-type: none"> • Support and 			<ul style="list-style-type: none"> • 1325

Officer – Gender and civil Society	FEFA AAN UNESP ODI KMUN RMU AUAF SLAM Support	<p>conduct policy dialogue and coordination with all relevant ministries, agencies, donors and other relevant stakeholders in the area of gender and civil society and update the RDE management as required.</p> <ul style="list-style-type: none"> • Attend specific project related reporting meetings, board meetings, technical steering committee and inter-ministerial committee meetings when they are scheduled. • Management oversight on all project relevant implementation through discussions, review of documents, and occasional project site visits. • Monitor and update project risk and results matrices (review 2 times p/month) and update of OpenAid with project output and outcomes. 			<p>Working Group</p> <ul style="list-style-type: none"> • ARTF Gender Working Group • Kabul Friends of Gender Equality • Civil Society Support Group - CSSG • Gender Donor Coordination Group - GDCG • LOTFA gender group
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		<ul style="list-style-type: none"> • Management of all stages of the project cycle financed by the country-frame including an overview of disbursements for each project managed. • Ensure the follow-up of project implementation documentation, monitor contractual obligations and Delegated Cooperation Agreements and ensure compliance to the Danish Ministry of Foreign Affairs anti-corruption guidelines. • Identify areas for technical assistance and facilitate the contracting and management of consultants. • Identify, analyse, negotiate modifications, extensions and amendments to project agreements, as required, and ensure correct registration of projects and grants in relevant finance management 			
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		<p>systems.</p> <ul style="list-style-type: none"> • Active participation in ad hoc and regular meetings relating to gender (with civil society, Government, World Bank and the international community). • Dialogue with the MFA in Copenhagen on gender issues. • Provide briefings to RDE relevant staff, Headquarters and Nordic + on gender related developments. • Act as a key interlocutor between the RDE and the Government on gender issues. • Assist visiting missions with preparation and during their work in Afghanistan and take any necessary follow up action in coordination with the management. • Make in depth reviews/studies of selected issues, as they relate to TP1 or focal point issues. • Prepare briefing notes 			
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		<p>and speaking points for RDE staff prior to key meeting/events.</p> <ul style="list-style-type: none"> • Other tasks may be assigned as required. • Maintain close sparring relationships with Programme Team and RDE staff. • Work closely with CFO to ensure timely financial approvals and oversights. • Close cooperation with the Senior Political Advisor to ensure a backstopping role. • The programme Officer reports to the Head of Development. 			
Senior Development Advisor and Communications Specialist	LOTFA CCAP Communications	<ul style="list-style-type: none"> • Responsible for financial and administrative management of the delegated cooperation agreement with the EU to manage LOTFA • Responsible for coordinating closely with relevant Government 	Communications Citizen's Charter	financial and administrative management of the delegated cooperation agreement with the EU to manage LOTFA	<ul style="list-style-type: none"> • LOTFA donor Meetings • SPM Meetings • CCAP meetings

		<p>and international partners who are engaged in LOTFA</p> <ul style="list-style-type: none"> • Represent the Danish Embassy in LOTFA meetings and provide briefings to RDE staff • Support to the Head of Development and staff at the Ministry of Foreign Affairs in Copenhagen in monitoring of LOTFA • Responsible for coordinating closely with relevant Government and international partners such as the Ministry of Rural Rehabilitation and Development (MRRD), the Independent Directorate for Local Governance (IDLG), Ministry of Finance (MoF), implementing NGOs and the Afghanistan Reconstruction Trust Fund) ARTF and provide 			
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		<p>progress briefings to the RDE staff.</p> <ul style="list-style-type: none"> • Closely monitor and engage on the development of other Danish interests in the Government of Afghanistan's National Priority Programmes such as the Effective Governance Programme and provide progress briefings to the RDE staff. • Monitor Danish technical assistance to the Citizen's Charter and ensure strong communications with Danish technical assistance provided to the MoF. • Responsible for and coordinator of content and process of the Embassy's public communication on electronic platforms (currently mainly 			
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		<p>Facebook and Web Site); i.e. ensure feed of up-do-date news, stories and analysis.</p> <ul style="list-style-type: none"> • Develop and utilise a communications strategy based on MFA guidelines and adapted to the Afghanistan context • Ensure that the communications platforms of the Embassy are alive and up to date. • In this respect give technical and other support to other sections of the Embassy to secure frequent and relevant updates. 			
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