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Swiss Agency for Development
and Cooperation SDC

Swiss Cooperation Strategy Afghanistan 2012 – 2014



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Acronyms

ACSF	Afghan Civil Society Forum
AIHRC	Afghanistan Independent Human Rights Commission
AKDN	Aga Khan Development Network
ANDS	Afghanistan National Development Strategy
ANSO	Afghanistan NGO Security Office
ANSF	Afghan National Security Force
AREU	Afghanistan Research and Evaluation Unit
BBC	British Broadcasting Corporation
CDC	Community Development Council
CHF	Swiss franc
CSPM	Conflict Sensitive Program Management
GIRoA	Government of the Islamic Republic of Afghanistan
GIZ	Gesellschaft für Internationale Zusammenarbeit (Germany)
HRSU	Human Rights Support Unit
HSI	Helvetas Swiss Intercooperation
ICRC	International Committee of the Red Cross
IMF	International Monetary Fund
ISAF	International Security Assistance Force
LOTFA	Law and Order Trust Fund for Afghanistan
MERV	Monitoring of development relevant changes (Monitoring Entwicklungsrelevanter Veränderungen)
MoF	Ministry of Finance
MoE	Ministry of Education
NGO	Non Government Organisation
NPP	National Priority Program
PRT	Provincial Reconstruction Team
RPH	Regional Program Hindukush
S-ASIA	South Asia
SDC	Swiss Agency for Development and Cooperation
SCO-A	Swiss Cooperation Office in Afghanistan
SCO-P	Swiss Cooperation Office in Pakistan
SLMI	Sustainable Land Management Institute
TdH	Terre des Hommes
TLO	The Tribal Liaison Office (Afghan NGO/Think Tank)
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
US	United States of America
WFP	World Food Programme
WOCAT	World Overview over Conservation Approaches and Techniques

Executive Summary

Since 2006, with the exception of some areas of social and economic services, the development relevant conditions in Afghanistan have deteriorated. This holds true for the security situation in most provinces as much as for the political environment which is marked by continuous stand-offs between Afghan interest groups but also between the Government of the Islamic Republic of Afghanistan and the international community. Afghanistan is a country in war and at the brink to be a failed state. It is not likely that the situation will much improve over the next 3 years with huge uncertainties around the anticipated date of withdrawal of a large part of international military forces until 2014. The difficult situation has far reaching socio-economic consequences and will shape the delivery of development and humanitarian services to the population and hence the Swiss Agency for Development and Cooperation's (SDC) approach to Afghanistan. This approach must take into account the probability that:

- A complex system of local, regional and international conflicts turns increasingly violent.
- The delivery of basic services and economic development will become more difficult.
- Women's participation in public life and access to education and economic activities may be jeopardized by the influence of conservative forces.
- Food insecurity may rise again by a combination of structural deficits in agriculture and food policies, climate related disasters and limited access to land and resources due to conflicts.

The current relations with neighboring countries overall do not have stabilizing influence on the situation in Afghanistan. Positive links with Central Asian republics on energy and transport are off-set by the negative influence of cross-border drug and smuggle networks and issues around refugees. The relation with other neighboring countries such as Pakistan and Iran is made difficult because of links with regional or global strategic considerations. Similarly complex is the environment of international assistance to Afghanistan. Besides the classical instruments of development cooperation and humanitarian assistance, many donors invest huge amounts through channels related to military action and based on political considerations with doubtful benefits for development and huge implications for the conflict environment, e.g. through the payment of security services to local militias which are

not controlled by the Government. In this context, the Swiss presence is distinctive. Due to the fact that there is no link between the Swiss development assistance and any military presence, SDC is able to define its priorities in function of development priorities only. It is seen as an impartial actor associated to the widely appreciated presence of the International Committee of the Red Cross (ICRC). Due to this, SDC is able to play a leading role in promoting Human Rights and strengthening civil society mainly through gender balanced development and fostering informal and formal local governance. The results of the 2008 – 2011 strategic cycle suggest that important benefits for vulnerable groups can be generated and contributions to a more inclusive society be made. This is possible with reasonable investments and acceptable levels of security even when maintaining the current low profile security strategy. SDC is one of the few governmental agencies to monitor projects on the field without armed protection.

Under the objective to contribute to the resilience of the poor and vulnerable Afghan population against internal and external stress, SDC will operate a program which focuses on two main domains: 1) Resilience of Rural Livelihoods and 2) Enhancement of Good Governance and Human Rights to spur socially inclusive development. "Rural livelihoods" comprises an important part of humanitarian aid which may increase should the overall situation worsen. Integral parts of the Afghanistan program are projects operating in the bordering areas to Pakistan funded under the Regional Program Hindukush (RPH).

In response to the conflict environment and the vulnerability profile of the society, SDC will step up its capacity for conflict sensitive program management (CSPM) and operate a socially inclusive gender strategy as the most important cross-cutting themes.

For the period of 2012–2014 which will be marked by the 10th anniversary of Swiss presence in Afghanistan, total investments of around 70 Mio. Swiss francs are planned for, including 10 Mio. for the RPH. The management is assured by the Cooperation Office in Kabul. This office, under the supervision of the Swiss Embassy in Islamabad, also assumes representative and consular functions.



A. Background and context



In October 2001 US led military forces ousted the Taliban regime from power in Kabul. The main objective of the intervention was to destroy the basis of the Al Qaida network which had become a threat to global security and was thought to operate out of Afghanistan. The regime had also imposed a conservative interpretation of religious principles and local cultural codes upon the society. Especially the severe restrictions for women became an important justification for a broadening of the international alliance to support the Transitional Government formed after the first International Afghanistan Conference after the fall of the Taliban, the 2001 Bonn conference.

However, the exclusion of important stakeholders, among them Taliban related circles, from the Bonn conference is seen by today as a political error which started to backfire the latest after 2005 when the "Neo Taliban" - movement gained strength. By 2011, large areas in the South and East and increasingly in the North were effectively not under control of the Government of the Islamic Republic of Afghanistan

(GIROA). In December 2010, the ICRC indicated in an unusual press conference, that its access to populations in need was at its worst in over 30 years; Afghanistan is a country in war. This war is fueled by a complex system of conflicts with various layers of local and sub-regional dimensions which on their part interact with the overarching conflict between GIROA and the international community led by the US on the one side and the Taliban alliance on the other.

Not to be underestimated is the enhancement of conflicts through competition for overall influence in South-Asia which include rivalry between China and Pakistan with India, between Iran and Saudi-Arabia and Russia and Central Asian republics. All of these countries forge variable tactical and strategic alliances with fighting parties. Pakistan plays a very direct role in Afghanistan as part of its strategies for the unresolved conflict with India over Kashmir. Iran is more discreet but perhaps more efficient in expanding its influence on domestic and foreign politics. With Central Asian republics, strong cross-border links of drug and smuggler mafias constitute an important negative element of neighborhood relations which stand against progress in the collaboration in the energy and transport sectors. Many analysts argue that a peaceful settlement among Afghan warring factions including the Taliban would be possible, if the influence of foreign powers on all sides could be reduced and when the Taliban could be granted a safe base from which to engage in negotiations. This argument supports the pledge that Afghan borne conflicts are not the prime cause of the violence and scope of existing confrontation but rather their enhancement by foreign interests.

More recently, the political instability of Arab nations and the death of Osama bin Laden raise questions on the implication for the situation in Afghanistan. On the military side, the pressure of handing over security responsibility to Afghan forces is likely to increase. This may be in favor of armed opposition groups as long as they continue to have a strong backing. Though, if pressure to stop supporting these groups

becomes more efficient, this may open the way to demilitarization of the conflict and an Afghan led process towards peace and reconciliation. However, in the short term, a surge of violence in Afghanistan is the most likely scenario with political instability going along with it.

On the political and administrative side, the GIRoA is seen as largely inefficient in bringing services to the population. Its actions are hampered by the lack of capacity but also by corruption and by the continuous stand-offs either between Afghan power-holders or between the GIRoA and the international community, despite the existence of an Afghanistan National Development Strategy (ANDS). Presidential decrees have become the main instrument for top level governance and the turbulent and fraud-marred elections for parliament with strongmen as main winners have further undermined the confidence of the population and the international community in the democratic process.

Nevertheless, on a positive note, Kabul and large areas in Central, North and West Afghanistan, have seen in the last nine years positive developments in terms of freedom of movement, freedom of expression and available services. Overall, the situation of women and girls has improved after the dramatic fall back during Taliban time and some religious leaders are ready to advocate for more involvement of women in economic and public affairs. Credible surveys indicate a decline in domestic violence in many regions. Notable is the progress in basic education of boys and girls. A representative British Broadcasting Corporation (BBC) survey revealed an 87% acceptance of girls' education. Child mortality has been reduced from 25 to 16 percent. Some other Government services have also started to work more efficiently, as for example power supply and some police services. Accountability mechanism for government activities have been established by civil society organizations and a modest independent media community is able to address issues of corruption, power abuse, bad governance and contributes to civic education.

Economic development has been positively assessed by international reference institutions such as the World Bank until recently. However, the recent Kabul Bank crisis brutally revealed the reality. A thin layer of serious banking services of acceptable quality covers-up a much larger underworld of money laundering from drug trafficking and smuggling and dubious loan practices to influential politicians and their close relatives. The negotiations with the International Monetary Fund (IMF) for the credit supposed to contribute to the 2011 budget have been particularly difficult because of these incidents and because of the failure of the Afghan government to take swift measures to strengthen oversight over the financial sector. Finally, at the beginning of October 2011, the IMF announced the agreement with the GoIRA to renew the IMF program for three years.

Many analysts see the inconsistent approach of the international community to Afghanistan as part of the problems described above. Aid coordination in Afghanistan is difficult because of political and military considerations which affect the behavior of donors. So called "quick impact projects" are common and tend to trigger massive influx of money with unrealistic deadlines for implementation and without proper planning for sustainability.

In terms of development, the ability of donors and implementing agencies to interact directly with target groups and to provide services to them is a crucial aspect. The overall deteriorating security situation with a record level of violent incidents in 2011 has further weakened this ability and also poses problems to SDC. Living conditions in Kabul will remain extremely restrictive but manageable. More critical are field visits which are an essential means for monitoring. In the priority areas of livelihood projects, field visits must continue to be possible with enhanced Conflict Sensitive Program Management (CSPM) and security management. In the area of the Regional Program Hindukush, novel monitoring instruments must be developed in combination with sporadic, well prepared field visits by SDC staff.

Last but not least, Afghanistan is still subjected to the characteristics of its geographical locations and the hazards that go with it. Climate projections predict an increase in extreme weather events which means more flash floods in the mountains and flooding in the lower altitudes and more drought spells. Better water management and disaster risk reduction and preparedness are important strategies for the local population. However, coping will only be possible with international assistance, a fact that also holds true for the frequent earthquakes of variable magnitude.



B. Rationale for Swiss – Afghan Cooperation

As per Human Development Report 2011, Afghanistan is the poorest and least developed country in South Asia, ranking 172 out of 187 in the Human Development Index. 7.8 million people needed food aid in 2011, literacy rates are below 60 percent, and young women put their lives at the highest risk when they get pregnant (1.6 percent mortality). Women not only fare lower on most development indicators but have to face a still high rate of domestic violence. All these indicators make Afghanistan an eligible partner country for a development program of SDC.

The link between poverty and conflict has now been widely acknowledged. In rural Afghanistan specifically, increasing numbers of young men are joining militant movements out of socio-economic alienation rather than religious belief or political opinion. Considering the serious difficulties of “counter-terrorism” strategies in the region since 2001, enhancing the income opportunities and alleviating the living conditions of local populations seem therefore a better strategy to prevent or reduce violence and secure sustainable peace.

Also, in Afghanistan, a series of problems of global significance come together of which many are reflected in the SDC Global programs. Climate change and food insecurity for instance heavily affect Afghanistan and have a large impact on the definition of national policies. Improved water management

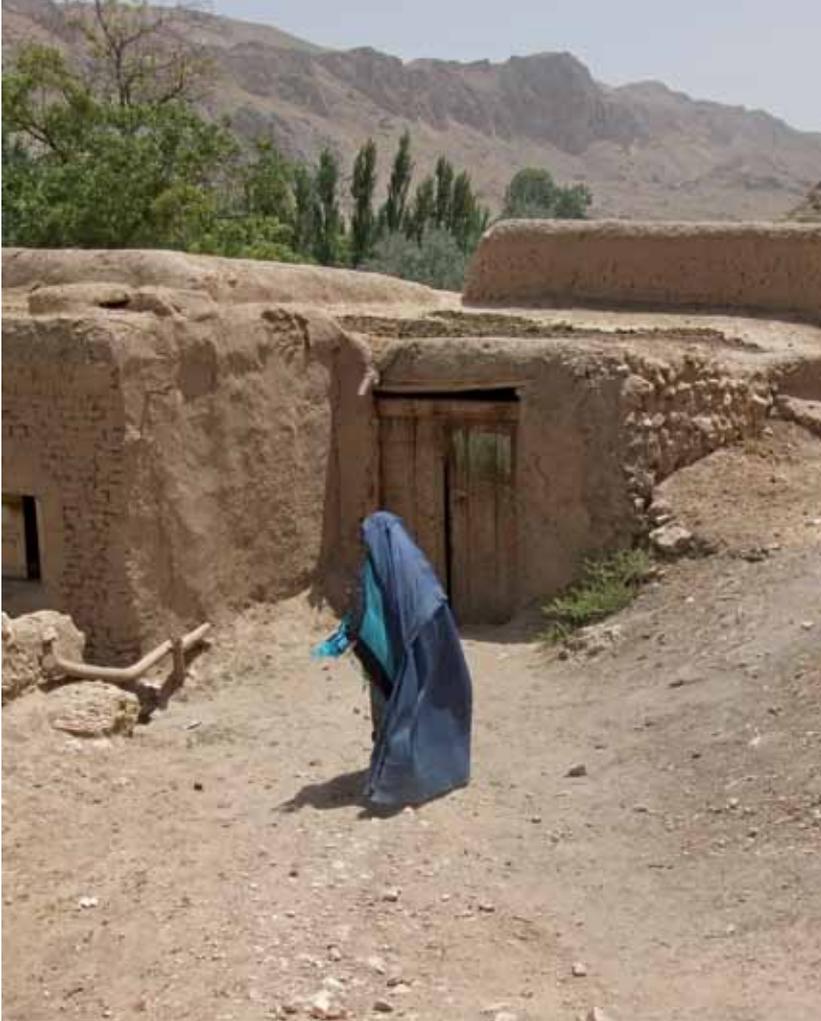
is seen as a top priority to reduce food insecurity, adaptation to climate change and for decentralized energy generation.

It is in the interest of Switzerland to be part of the international effort to bring peace, stability and development to Afghanistan and the region. Based on its impartiality paradigm, the Swiss presence is exclusively non-military and contributes to the burden sharing through its development program while maintaining options to engage in peace building.

Results of the last strategic period indicate that Switzerland can indeed make a distinctive contribution to development in Afghanistan. Continuity, reliability, impartiality and the quality that comes with close monitoring make a difference and bring added value which is increasingly recognized by Afghan partners and the donor community. Maybe the best expression of specific Swiss contributions in the last cycle were the role in the Human Rights donor group which led among others to the inclusion of the Afghan Independent Human Rights Commission into the state budget and the build-up of a watershed management training capacity partly based on Swiss academic expertise. The very significant role of ICRC as a key defender of humanitarian right recognized across conflict lines continues to be a Swiss trademark.

An issue which is not in the forefront of the Swiss attention in Afghanistan but has large political and security implications is the production of poppy. Afghanistan produces around 85 percent of the world's raw opium and is the starting point but not the driver of the illicit and highly profitable global opium value chain.



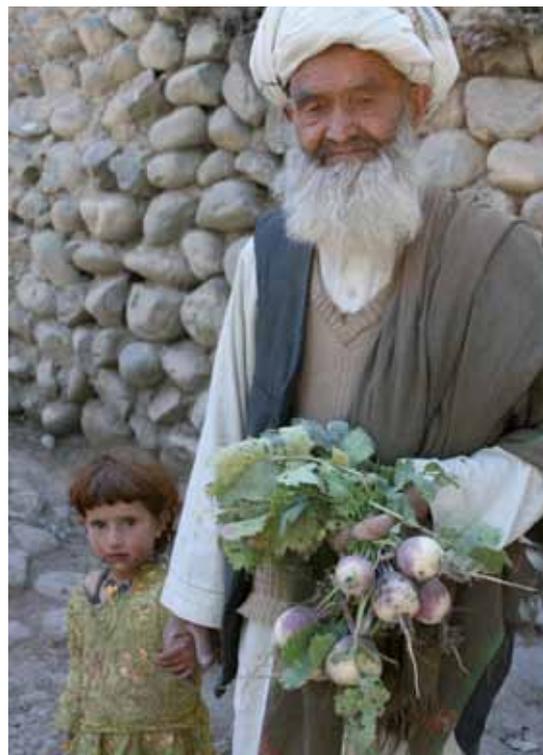


The coherence with the future South message is also very evident in the Regional Program Hindukush which is now jointly implemented by the Pakistan and Afghanistan office. The RPH carefully opens the way for SDC presence in the zones bordering Pakistan and Afghanistan.

Many donors will probably reduce their funding for Afghanistan in the next years. Switzerland however anticipates an increase and bets on the continuity in the orientation of its support. A constructive approach to coordination, transparency and alignment will strengthen the position of Switzerland as a reliable partner.

It systematically uses CSPM as a tool to do this, capitalizing on thematic and methodological know-how developed by SDC and others. If successful, SDC can make a difference in a zone devastated by long years of conflict. The process is anticipated to lead to an integrated Afghanistan and Pakistan planning process for the strategic cycle 2015–2017.

The South Message 2013–2016 lists SDC's involvement in fragile contexts as a priority recognizing the link between poverty and conflict. SDC hosts Humanitarian Aid and Development assistance under one roof and has a unique position in the international context to combine short term mitigation and preparedness with long term prevention in its support to specific countries. The Afghanistan strategy exemplifies this approach and suggests a flexible adaptation of instruments according to the change in development relevant conditions.



C. Experiences and results 2008 – 2011

C.1. General experiences

The aid instruments used by SDC, namely 1) direct support to Afghan state institutions and to NGO's 2) coordinated support with other donors through UN managed trust funds and multilateral institutions for humanitarian aid and 3) bilateral projects in the livelihood domain all have their place. In all domains important results have been achieved and define the credibility of the Swiss intervention.

A key lesson learned is the need for increased capacity for CSPM. It is an ingredient for risk management from a security perspective but also crucial for the sustainability of development work in a fragile context.



C.2. Lessons learned and results: Livelihood improvement

SDC bilateral projects executed by Swiss and international implementing partners were present in a total of five provinces, mainly through a multi-sectoral approach to rural development.

Positive results include an increase in girl's enrolment in 9 districts from almost 0 to 7'800. Even more significant is a zero dropout rate of girls. Overall performance of the 109'000 students attended is well above national average. The sustainability of the processes is enhanced by intensive work with parent-teacher associations, a method now widely advocated by the Ministry of Education. Several thousand families benefited from income generating projects emphasizing poultry, honey and some off-farm products. One third of these projects are specifically designed for women. Very successful was the establishment of community bakeries in one district where 1000 families benefit from lower expenses for fuel wood and better health because of the reduction of in-house smoke emissions. In addition, the cutting of shrubs on hillsides will reduce flood damage. Helvetas Swiss Intercooperation (HSI), NGO partners, the Government of Bamyan and the Ministry of Agriculture are now involved in an initiative to build up a training facility within the University of Bamyan, the Sustainable Land Management Institute (SLMI). It will allow scaling-up of successful experiences gained by the different partners. The World Overview over Conservation Approaches and Techniques (WOCAT) guidelines developed by the University of Berne is the data base for knowledge management.

As a cross-cutting issue, the capacity of a large number of Community Development Councils (CDC), created by the Afghan Government and international partners was enhanced through support to project management, accounting, operational reporting and decision making.

C.3. Lessons learned and results: Governance and protection

SDC contributed to the reconstruction of the Afghan State with selected contributions to institution and capacity building. A landmark case is the build-up of the Afghan Independent Human Rights Commission (AIHRC). Among others the commission has significantly contributed to the improvement of the conditions of detainees in prisons and to increased public consciousness about Human Rights. The support to the Afghan National Police through the Law and Order Trust Fund for Afghanistan (LOTFA) and namely the support to the recruitment and training of police women is an important element of improving the access of women to police services.



Coordinated support to sub national governance, implemented by the United Nations Development Programme (UNDP) and supported by several agencies has resulted in the definition of a complete set of regulations to allow increasingly decentralized management of 25% of the national budget. The support also spurred the increase of tax revenues of major cities by 50% plus over the last two years.

First developed with support from the Political Affairs Division IV of the Swiss Federal Department of Foreign Affairs then taken over by the SDC program, the Afghan Civil Society Forum (ACSF) is the largest and most influential platform of civil society organizations in Afghanistan and has been instrumental among others in representing the civil society in the development of key laws helping to resolve grievance of vulnerable groups, such as handicapped people. Thanks to the knowledge gained by working with civil society on this topic, SDC is perceived as a leading donor in civic education.

D. Basic orientations for 2012 – 2014

D.1. Domains of intervention

The two domains of intervention present in the last strategy, *Livelihood improvement* and *Governance and Protection* remain relevant in the actual context. For the 2012 – 2014 cycle the domains are defined as 1) *Livelihood Resilience* and 2) *Governance and Human Rights*. Humanitarian assistance will be a part of both domains of intervention.

The main changes with respect to the last strategic cycle are:

- The objective of this strategy is formulated in terms of resilience of the Afghan population to external stress (conflict and natural disasters).
- CSPM and socially inclusive processes are emphasized.
- Improvement of the situation of women will be particularly emphasized at operational level.
- Human Rights support will be increasingly based on a thorough understanding of positive local forces of all proveniences (also religious) and a corresponding network.
- In the livelihood area, the program will focus on fewer partners, less geographical regions and fewer themes.
- In governance, sub-national levels of support will be strengthened further through earmarked contributions to national programs. Earmarking will mainly be done to regions where the livelihood domain is also active to enhance synergies with livelihood projects and civil society support.



D.2. Adaptation to possible changes and instruments

Attachment 4 describes the scenarios for the dynamics of the development relevant environment during the next strategic cycle. While admitting that the predictability of a future situation is low, we assume that the most probable change is towards a further deterioration of the overall situation. The program would adapt to this scenario by the following main moves:

1. Revise the size and scope of the program taking into account the Swiss commitment to burden sharing

Instrument: *Annual planning cycle with 6-monthly on-track and Monitoring of Development Relevant Changes (MERC) assessment as trigger to induce adaptations. Increased CSPM capacity improves overall analytical capacity and strengthens information gathering through networking.*

2. Further enhance support to ICRC

Instrument: *Continuous dialogue with ICRC and Humanitarian Aid (adaptation ad-hoc)*

3. Increasing humanitarian focus in priority regions of the livelihood domain.

Instrument: *When humanitarian needs increase and the ability to deliver longer term development services decreases, contracts and mandate of existing partners will be adapted on the basis of the 6-month on-track review.*

4. Decrease work through central government structures.

Instruments: *Only annual contracts with multi-lateral partners, review of feasibility of program every 6 month (on-track review).*

5. Increase collaboration with civil society in the governance domain.

Instruments: *Annual adaptation (only possible when commitments with Government decrease); the annual planning cycle is the adequate instrument combined with the 6 monthly on-track review.*

6. Re-visit the decision to move part of the program towards Eastern Afghanistan and the implementation of the RPH.

Instruments: *Annual adaptation; regular meetings of advisory board Hindukush*

Attachment 5 outlines possible implications of the transition of security responsibility from the International Security Assistance Forces (ISAF) troops to Afghan forces until 2014 and the decline in development attention which will go with it. Against this background, the Swiss values of quality, continuity and reliability will be maintained.

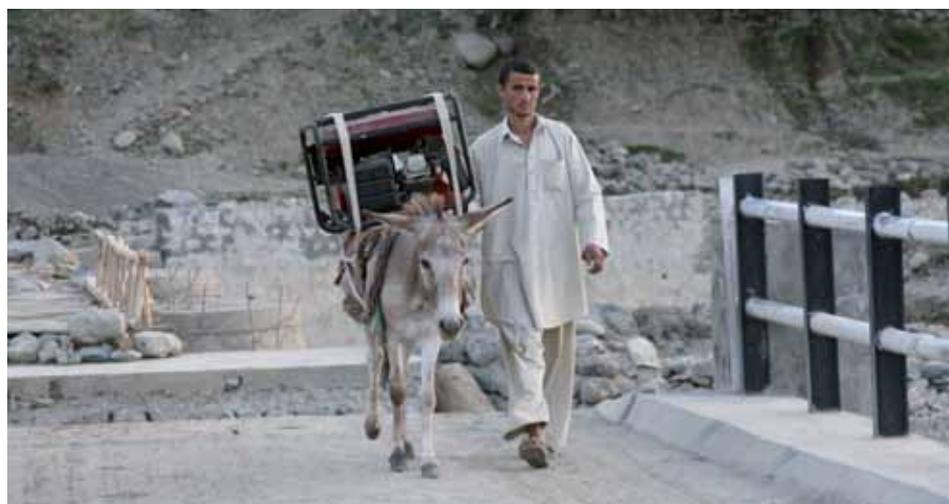
D.3. Rationale of partner selection and dynamics of adaptation

SDC is interested to establish long-term working relationships with well performing partners. This is particularly important in Afghanistan where the security environment and other factors of instability induce very high start-up costs to establish an organizational presence in a particular place especially in rural areas. At the same time it is important that the organizations have the level of specialization needed to carry a particular activity from ground work to scaling-up and if possible to the policy dialogue at provincial or national level. This is why SDC Afghanistan as a matter of principle is selecting specialized partners for areas like education and water management and insists that partner organizations concentrate on a limited number of thematic areas.

The recent years have also shown how difficult it is under the complex environment of Afghanistan to sustain a sufficient level of dialogue with a large number of partners on crucial issues like security; CSPM and on results based monitoring. Among others it is for these reasons that the number of project partners especially in the livelihood domain is reduced, choosing the partners which offer the best balance of high quality and openness to dialogue on the above issues.

In "civil society support", the objective is to work exclusively with Afghan partners and use international expertise for coaching and technical support only. In "institution building" and partly "Human Rights", UNDP is the single largest implementer of SDC. UNDP offers the possibility for coordinated action with other donors and a continuous dialogue with Afghan authorities. However, overall performance of projects is not always satisfactory and it might become necessary to explore other options for supporting institution building.

Where possible however, direct collaboration with Afghan partners will be aimed at. This is already the case with the AIHRC.



E. Objective Cooperation Strategy 2012 – 2014



The overall objective of the Cooperation Strategy 2012 – 2014 is to *contribute to the resilience of the Afghan population against internal and external stress through socially inclusive development by supporting rural livelihoods and enhancing local governance and human rights.*

Special attention will be paid that virtually all activities contribute to the betterment of the situation of women and are able to document respective results.

E. 1. Principles for acting and cross-cutting themes

Low profile security

The Swiss Development Cooperation will continue to function with a low profile security scheme based on risk avoidance and self-responsibility of staff and partners. Notably the strategy involves the use of non-armed guards, field visits without escorts and the use of low visibility protective infrastructure. The scheme assumes that Swiss activities are unlikely to become a direct target of politically motivated attacks under the current circumstances. However, should direct threats or uncontrollable criminal activities become a common feature, the feasibility of this strategy is questionable and an in-depth revision will be necessary.

Conflict Sensitive Program Management

CSPM is the predominant guiding principle for the implementation of the Cooperation Strategy. This entails an essential element of risk management for all operations to guarantee the ability to deliver development services. However, even more important is the application of instruments to assure that the Swiss contributions do not exacerbate existing conflicts at all levels (“do no harm”) but rather contribute to the reduction and replacement of these conflicts by and through constructive processes. It is a response to the anticipation of an increasingly com-

plex and possibly more dangerous working environment. Taking CSPM into consideration is important in all activities including main internal strategic moments and during policy and donor dialogue where often political tensions are exacerbated unnecessarily because of a lack of analysis. SDC will dedicate one international staff to CSPM for at least one year. Up to 10 percent of the annual budget of Afghanistan can be dedicated to CSPM and security related analysis, with context analysis at the on-set of new project phases and “do no harm” awareness raising and training of project staff as key elements.

Gender and promotion of women

Development towards a gender equitable society in Afghanistan means mostly a combination of the promotion of women and sensitization of men for not preventing females from aspiring to their rights. There is no other way to achieve this, than by a step-wise approach which respects cultural and religious sensitivities and is inclusive in nature by seeking concertation with all stakeholders. Gender differentiated products and activities in livelihood projects, gender quota in capacity building and employment policies and the enhancement of the employment of women in public services such as the police and public administration are key strategies. Results and outcomes with respect to gender equity will be monitored separately. Adequate human resources will be made available to make a contribution to gender coordination, preferably in a context where Afghan organizations have a leading role.

A socially, culturally and politically inclusive approach to implementation

As a result of the conflict-loaded environment and the realities of Afghan culture, SDC has come to the conclusion that development programs must by all means avoid to increase inequalities or weaken social relationships. Therefore, a socially inclusive approach to development which stimulates ownership for development goals at many levels of society and includes many stakeholders with differing interests is the best way to advance towards the overall goals. It allows for

smoother transformation and is less prone to do harm. This step-wise approach includes also forging alliances with religious leaders where possible, especially in areas where social change is anticipated to happen.

Aid modalities

Switzerland has subscribed to the principles outlined in the Kabul Conference. These include the commitment to envisage an 80 percent compliance with national priorities as defined in National Priority Programs (NPP) and 50 percent funding through on-budget support. However, the current situation only allow for a prudent approach towards these goals, especially with respect to the 50 percent on budget support. In turn, SDC is strongly committed to full transparency and coordination with other donors and government entities at all levels and will participate in the initiative of the Ministry of Finance to certify major projects (above 5 Mio. USD).

Comprehensive political approach

The intensity of the international dialogue and debate on Afghanistan is very high. For Switzerland, the humanitarian and development program is the most significant contribution to international burden sharing on Afghanistan. It is because of this, that the Directorate of Political Affairs of the Federal Department of Foreign Affairs and units of the Federal Department of Defense must be involved in the political management of the SDC program. To achieve this, SDC will annually organize an information and coordination meeting on Afghanistan and the RPH. In addition, SDC Kabul will dedicate up to 10 percent of international staff time to assure a comprehensive programme management which creates openings for the participation of more units of the Swiss Government and provides services needed by them, e.g. the Human Rights report on Afghanistan and the preparation of international conferences.

E. 2. Domain of intervention 1: Resilience of Rural Livelihoods

Objective:

Improve the resilience of rural population and especially women to natural and conflict related stress through improved water management, economic activities and basic education.

Supporting the resilience of livelihood systems in rural areas allows to flexibly attend immediate humanitarian needs as well as enhancing knowledge and natural resources essential to maintain and improve livelihoods. Within its Afghanistan program (hence without considering the RPH), SDC will concentrate its support in livelihood projects to the provinces of Bamyán, Samangan and Takhar and to three themes; namely water resources management, rural economic development and basic education. Water management encompasses Disaster Risk Reduction and hence establishes a link to humanitarian assistance and is the driving force of rural development through better

water availability for agriculture and for human and animal consumption. Local governance is enhanced as a cross-cutting theme and mainstreamed in all activities where it is of relevance. It establishes the link to Governance and Human Rights. Similarly, the support to media is used to deliver educational messages for livelihood and governance in the form of soap operas and other formats. Further synergies are generated through joint activities, e.g. capacity building of local governments and through joint learning events. Basic education is implemented by not more than two specialized partners or through budget support to the Ministry of Education.

Including bilateral resources from humanitarian aid, annually, projected around 7 million CHF shall be invested in the domain, mainly in the form of bilateral projects implemented by qualified international partners which shall increasingly cooperate with local organizations. It is anticipated, that two international implementers will be in charge of two area based rural development projects working with Provincial and District governments as well as CDCs as national counterparts. It is a declared ambition of SDC to become more involved in the provincial development policy dialogue and the livelihood projects are an important instrument to achieve this.

Humanitarian assistance

It is very likely that humanitarian needs will increase over the next years because of the raising probability of conflict related or natural disasters. The issue of internally and externally displaced people will remain a huge topic with currently around 0.5 million people accounted for as internally displaced. The support to multilateral organizations and in particular ICRC remains a cornerstone of the Swiss support to Afghanistan. It allows for an operational capacity independently from the presence or the size of an SDC office and hence an adequate response to emerging needs. In order to optimize synergies with the development work and to maintain a rapid reaction capacity with a clear Swiss visibility, increased resources will be reserved for bilateral humanitarian assistance. The main focus of such projects is early recovery and disaster risk reduction in the geographical zones defined for the SDC livelihood program. Implementation is possibly assumed by the same partners.

Multilateral humanitarian assistance will be in the order of 3 million CHF per year namely for ICRC, UNHCR (UN High Council for Refugees) and the World Food Program (WFP), for bilateral activities annually 1 million CHF are reserved.

E.3. Domain of intervention 1: Good Governance and Human Rights

Objective:

Mainly at the sub-national and local level, SDC contributes to inclusive governance to enhance availabil-





ity and accessibility of public services and the protection of Human Rights, especially of women.

In Human Rights, the coordinated support to national institutions will continue. As far as operationally possible, right holders and duty bearers shall be supported, hence responding to the cross-cutting principles of inclusiveness and conflict sensitivity and thriving at sustainable change. Increasing efforts are made to work with religious leaders and networks to promote basic Human Rights and contribute to the reduction of conflicts. In institution and state building, support will be targeted to the provinces also covered with livelihood projects to enhance synergies and hence the quality and relevance of the overall SDC support. Also, the support to the building up of district and provincial level governance structures and capacity shall be favored over national levels. Through this, we aim at improving the ability of SDC to participate in the local policy and donor dialogue and the capacity to monitor program activities and outcomes. Security sector support shall continue mainly through the LOTFA as long as a distinctive Swiss contribution is possible. Efforts will be made to associate Swiss competence centers to sub-national and security sector initiatives and to promote South-South exchange.

The share of civil society support in the portfolio shall be increased to around 30%, especially in order to complement institution building efforts with an advocacy component but also to deliver services such as organizational support, legal assistance, and advice on how to avoid corruption and even complementary direct services to the population and to grassroots organizations. These services include civic education to enhance the understanding of rights and duties of citizens.

The service delivery capacity of civil society may become more relevant, should government services fail to become more efficient and present in remote areas and if levels of corruption cannot be controlled. To create synergies with the RPH, SDC supported national programs and civil society institutions with national coverage will be encouraged to cover the bordering regions to Pakistan and SDC will enhance its monitoring capacity for these activities.

Three modes of operation exist in the domain; direct support to Afghan institutions, support to co-financed NPP with a technical assistance component and direct support to civil society institutions. New modes may be explored such as program funds for competitive grants co-financed with like-minded donors. The total portfolio for the domain is projected to be of around 6.5 million CHF annually.

E.4. Regional Program Hindukush (RPH)-Afghanistan component:

Objective:

The Swiss Cooperation Office Afghanistan (SCO-A) has made an important contribution to create benefits for populations in the bordering areas to Pakistan

through development projects

The SCO-A office manages the Afghanistan component of the RPH. The strategic orientation for the RPH is provided for by a Concept Note approved by SDC Management in March 2010. This note is complemented by a concept covering in more detail the larger Pakistan component of RPH and by the operational orientations outlined below. To enhance synergies with the core Afghanistan program and facilitate cross-border exchange, the domains of interventions, hence Resilience of Rural Livelihoods and Good Governance and Human Rights are the same. However the on-going inception phase has shown that in terms of operation, the approach on the ground must be different. The following principles highlight these differences. It must be emphasized again, that implementation in the bordering areas entails important security related and operational risks and major changes may have to be made at any time.

- “Umbrella” projects implemented by organizations well known to SDC are being established covering the six selected provinces: 1) the three South eastern provinces (Paktia, Paktika and Khost) and 2) the three Eastern provinces (Nangarhar, Kunar and Nuristan). The umbrella projects can cover both domains of intervention. The umbrella implementers are supposed to work through qualified local service providers and minimize their project structure except for monitoring. The umbrella projects should absorb around 85 percent of the total resources.
- The available capacity for analytical CSPM support and context analysis, under the coordination of SDC, must be used by both umbrella partners.
- Smaller activities of strategic importance complement the Swiss Engagement in the border areas.

Synergies between the core Afghanistan program and the Regional Program Hindukush

To take advantage of the considerable synergies possible between the core Afghanistan Program and the activities in bordering areas the following adaptations are made:

- Up to 10 percent of the bilateral Afghanistan budget will be dedicated to the areas covered by the RPH, mainly but not exclusively in the form of earmarked contributions to programs in governance, basic education and civil society support which also cover other regions.
- In livelihood, the synergies stem mainly from the exchange of thematic and methodological knowledge by the implementers.
- The implementer of the mandate to accompany the RPH with analytical CSPM support and context analysis will be fully integrated into the CSPM network Afghanistan and provide, together with with the SDC CSPM advisor advisor a knowledge bridge between Pakistan and Afghanistan.

F. Resources and program management

To execute the proposed program and the Afghanistan component of the Regional Program Hindukush, SCO-A needs to be well staffed with international and national professionals and support staff. The security environment demands special provisions for Rest & Relief and many of the follow-up and coordination activities are extremely time-consuming. In addition, the SCO-A is closely working with the Embassy of Switzerland in Islamabad and assumes representative and auxiliary consular functions. With this respect, the arrangement with Holland for joint evacuation of citizens also entails a considerable amount of coordination and joint-training.

Tentative financial projections

The budget for the Afghanistan development program (including the Hindukush program component) will be increased to 20 million CHF by 2014,

subjected to the availability of funds within the new frame credit. A moderate increase is also anticipated for multilateral and bilateral humanitarian aid up to a total of 4 Mio. CHF/year.



Table 1: Afghanistan Cooperation Strategy 2012 – 2014: Tentative Financial projections:

Source of Funds	Items	2012	2013	2014
Regional Cooperation: S-ASIA	Domain of Intervention: Resilience of Rural Livelihoods	7	7	7
	Domain of Intervention: Good Governance and Human Rights	6.5	6.5	6.5
	Regional Program Hindukush (Afghanistan component)	3	3	4
	Office costs (including CSPM Advisor)	2.5	2.5	2.5
Sub-Total Regional Cooperation		19	19	20
Swiss Humanitarian Aid	Humanitarian Aid	4	4	4
TOTAL		23	23	24

G. Steering and Monitoring

The Afghanistan program (including the RPH) counts with a sound set of instruments for strategic orientation and adaptation and also of operational management. Table 2 below summarizes these instruments.

SDC Kabul has a well functioning monitoring system according to the institutional requirements of SDC. The monitoring system for the new strategic cycle will follow the same logic; hence include all dimensions of program management in one system putting emphasis on outcomes and results. For outcome and impact monitoring, the program will continue to carry out 3–4 special studies annually to assure quality of data in an environment where follow-up is difficult. The monitoring system is attached to this document. It will be adapted when planning data for projects become available.

For enhanced context analysis, SCO Afghanistan established a network with local think tanks (e.g. The Liaison Office, TLO, GIZ and others) and in close collaboration with SCO-P streamlines CSPM as well risk management tools.

For the RPH a Joint Steering Committee between SCO-A and SCO-P has been established to exchange information on activities implemented on each side of the border to oversee and adapt the program components and ensure the overall coherence of planned interventions. This mechanism will be complemented by an active coordination (at the level of SDC Head Office) between the Humanitarian Aid and the Regional Cooperation corporate domains.



Table 2: Overview of steering and decision making instruments SCO-A

Instruments	Purpose	Frequency	Documentation
Strategic level			
Mid-term strategic review workshop	Review of results and feasibility of strategy; outline of possible adaptations to changing context	Once in strategic cycle, mid-2013	Report
Annual Report	Results based reporting, management review; basic planning for next year	Yearly	Report including monitoring
On-track review	Review of operational performance of programs and feasibility in changing environment	1 per year	Report; decisions on adaptation
MERV update	Detailed analysis of development in context	3 times (one for annual report preparation)	Updated MERVs
Operational level			
Management committee	Discussion and decision making of major issues (security, program management, human resources and finances)	Approx. 20/year (led by CD)	Management decision-log
Security Management			
Security Meeting	Evaluate situation; day to day decision making on security issues	Weekly (led by Security Manager)	Security decision-log
Regional Program Hindukush			
Steering Committee Hindukush	Evaluate status of program; decide upon adaptations	2 meetings a year; chair alternates between SCO-P and SCO-A	Minutes of meeting
Advisory committee Hindukush	Evaluate state of program and operational challenges; recommend operational adjustments.	2-3 meeting/years; led jointly by SCO-P and SCO-A Includes implementing partners	Reports of meetings

Attachment 1

Results frameworks per domain

Domain of intervention: Resilience of Rural Livelihood (Provinces: Bamyan, Samangan and Takhar)

Domain goal: Improve the resilience of rural population and especially women to natural and conflict related stress through improved water management, economic activities and basic education.

(1) Swiss portfolio outcomes	(2) Contribution of Swiss Programme	(3) Country development or humanitarian outcomes
<p>Outcome statement 1: Education</p> <p>An increasing share of children and young women benefit from a sustainably improved learning environment and better quality of education with particular emphasis on increasing access of girls to school.</p> <p>Indicators:</p> <ul style="list-style-type: none"> 70% of schools have a good level of sustainability of an education friendly environment through community ownership and quality assurance by the Ministry of Education The enrolment and drop-out rates of girls are consistently better than national average. Over 110'000 students have better than national average results in comparable tests. By 2014 1'500 young women have finished secondary school and enrolled for teacher education. <p>Methods for outcome assessment:</p> <ul style="list-style-type: none"> Feedbacks from parents and expert evaluations on quality of school administration and teaching (qualitative) Enrolment and dropout rate differentiated by gender Student performance (exams results) differentiated by gender Teachers feedback on student performance and ownership of communities Degree of implemented maintenance plans 	<p>1 area based and 1 national level project achieve the following:</p> <p>Key results of projects:</p> <ul style="list-style-type: none"> Parent/teacher associations are set-up in 80% of the targeted locations and become functional. The implementation of a comprehensive gender strategy increases gradually the access of girls to basic education <p>Scaling-up:</p> <ul style="list-style-type: none"> Experience is shared in the National Human Resources Development Board Partners participate in learning platforms The gender concept is integrated into the national policy framework 	<p>Outcome statement 1</p> <p>Provide all school-age children in Afghanistan with equitable access, without discrimination, to quality education</p> <p>Indicators:</p> <ul style="list-style-type: none"> MoE provides adequate funding to sustain teacher salaries and school infrastructure Girls enrolment in primary and secondary schools reaches 7.8 million 1'200 female teachers are allocated to rural schools
<p>Outcome statement 2: Local economic development and income generation</p> <p>Rural households benefit from enhanced self subsistence and increased income through diversifying on and off farm activities (with a special focus on women).</p> <p>Indicators:</p> <ul style="list-style-type: none"> Over 10'000 households reduce their food gap by 50% due to income generating activities (by end of 2014). Communities have doubled marketing channels for their marketable produce 5'000 women are empowered by income generating and food production activities (family, community) In the area of the RPH, more than 2'000 families have reportedly more options to maintain their livelihood assets <p>Methods for outcome assessment:</p> <ul style="list-style-type: none"> Beneficiary assessments; impact chain analysis, special studies <p>Note: Income generation and food production are in a strong interaction with water management.</p>	<p>2 area based projects together with partners use participatory planning and implementation and a value chain approach to achieve:</p> <p>Key results of projects:</p> <ul style="list-style-type: none"> At least 20'000 persons are reached by projects to enhance income and food self-sufficiency All lines of action are analyzed for their effect on the situation of women; 40% specifically aim at improving the situation of women Production systems become more diversified and spontaneous adoption for innovation is demonstrated <p>Scaling-up:</p> <ul style="list-style-type: none"> Experience is shared in the SDC livelihood platform and in provincial development meetings. Partner of Hindukush program participate in meetings 	<p>Outcome statement 2</p> <p>Build prosperous rural and pastoral communities</p> <p>Indicators: (will be extracted to the level possible from the national priority program which is still under elaboration)</p>

Outcome statement 3: Water management

Communities reduce vulnerabilities towards natural hazards and improve their living conditions by better and socially inclusive water and land use management.

Indicators:

- Over 30'000 people live in watersheds (> 2'500ha) with reduced vulnerability. Improved water management leads to a 30% increased cropping area or intensity (area or double cropping) creating benefits for multiple social groups.
- Improved water management increases availability of clean water for 5'000 households

Methods for outcome assessment:

- Beneficiary assessments (also by social groups); expert assessments

2 area based projects and 1 capacity building project together with partners work on participatory water management to achieve:

Key results of projects:

- Over 100 Local authorities (CDCs, village councils) support and apply Integrated Water Management tools

- Over 100 community bakeries established

Scaling-up and provincial policy dialogue:

- Capacity building and learning through SLMI at the Univ. of Bamyan based on the WOCAT methodology
- Provincial development dialogue allows to share and promote successful work and influence provincial policy making

**Outcome statement 3
Build prosperous rural and pastoral communities**

Indicators:

(will be extracted to the level possible from the national priority program which is still under elaboration)

(4) Lines of intervention (Swiss Programme)**CSPM, Gender and cross domain linkages:**

All area based projects benefit from a conflict analysis jointly elaborated by partner organisations and SDC and have a continuous interaction with SDC regarding CSPM.

Culturally sensitive gender tools are systematically applied and permit an assessment of 90% of activities with regards to impact on women's situation. 40% of all activities should have a directly positive effect on women's situation. Mostly within the same analysis it is also established which social groups may feel excluded by the activities and which ones are specifically included.

The connection to the governance domain is mainly established by linking wherever possible the support to larger governance programs with the work of SDC partners with CDCs and district and provincial authorities. District or Provincial Development Planning Meetings are a good fora to promote such linkages.

Outcome 1:

- Increase the capacity of schools (grade 1–12) to deliver effective teaching and learning practices
- Improve commitment and ownership of the community to support the education and learning environment of the schools
- Build the capacity of government education institutions for basic education
- Increase the capacity of public primary schools to receive female students by implementing a coherent long-term strategy to be defined in 2012

Outcome 2:

- Work with selected value chains and commodities essential for food security, especially those which offer potential to improve the situation of women
- Based on improved water management: Intensify and diversify water efficient cropping systems

Outcome 3:

-
- Focus on Disaster Risk Reduction and Preparedness as part of watershed management
- Modular capacity building for technicians, decision makers and professional for integrated water management

**(5) Resources, partnerships
(Swiss Programme)**

7 million CHF per year

Partners:

Theme	Implementer	National partner/ coordination	Local partners
Basic education	AKDN; GIZ; BBC	MoE (strong involvement); Human Resources Board	Representation of MoE; local Teacher/Parent associations
Economic development and water management	Helvetas Swiss Intercooperation; Terre des Hommes; Afghanaid (outgoing); others	Ministry of Agriculture/National Natural Resources Management Program; National Disaster Management Authority	CDCs; Provincial Government; District Development Assemblies

Domain of intervention: Governance and Human Rights

Domain goal: Mainly at the sub-national level, SDC contributes to inclusive governance to enhance availability and accessibility of public services and the promotion of Human Rights, especially of women.

(1) Swiss portfolio outcomes

Outcome statement 1: Civil society support

Mainly at the sub-national level, women and men are enabled to participate and influence decision-making processes and to hold public institutions accountable.

Indicators:

- 50% of the member organizations of SDC partners have improved their capacity (administration, advocacy, service delivery)
- 3 changes in institutional and/or social behaviour at national level and 6 at sub-national levels are documented and supported by beneficiary and stakeholders perceptions
- Mainly based on coordinated advocacy work, 4 laws/policies are modified in line with the domain goal
- Media presence of SDC partners has increased by 50%
- In the RPH: Civil society organizations contribute to transform 5 local conflict situations to constructive processes and service delivery to 5'000 people is assessed positively

Methods for outcome assessment:

Baseline studies, Participatory assessments; beneficiaries' assessments special studies; remote monitoring schemes; impact evaluations

Note:

There are strong linkages between civil society support and Human Rights promotion and institution building. With livelihood programs the link is established through the capacity development of grassroots organizations and dialog with local duty bearers

(2) Contribution of Swiss Programme

1-2 projects with civil society umbrella/network organizations achieve:

Key results of projects:

- Tailor-made capacity development programs reach over 100 smaller NGOs and involve civic education messages
- Support for stronger advocacy is provided and integrated into SDC partners' strategies & interventions
- Broadly discussed and conflict sensitive advocacy initiatives are carried out (9 at sub-national and 6 at national levels)
- SDC partners are able to regularly conduct reliable baseline studies
- RPH: 7 approaches to local conflict transformation are implemented; and civil society deliver basic services to 5'000 persons

Scaling-up and policy dialogue:

- Umbrella/Network organizations organize learning platforms for members (including CSPM, Islam & Human Rights and Gender issues)
- Representation of civil society in policy consultations

(3) Country development or humanitarian outcomes

Outcome statement 1

Civil society organizations and the general public have a dynamic and meaningful role in public service delivery and in ensuring Government accountability.

Some Indicators:

- % increase in awareness among Implementing Partners and the Afghan population on Human Rights and civic responsibilities
- # of projects supporting advocacy and awareness raising activities supported
- % increase in awareness among media outlets and institutions, and media representatives on Human Rights and civic responsibilities

Outcome statement 2: Institution building

Public institutions supported by SDC are increasingly sustainable and deliver accessible services of good quality to the people mainly at the sub-national level. The services are identified as priorities through an inclusive process.

Indicators:

- 3-4 new key public service lines are considered of good quality and reach over 200'000 people
- The majority of public servants in 3 provinces are satisfied with their job and their ability to deliver services has increased
- Access for women to police services is demonstrated to have improved in 3 provinces

Methods for outcome assessment:

Baseline Studies, Beneficiaries and stakeholders' assessments, client and job satisfaction surveys, expert assessments, State budget monitoring.

2-3 coordinated projects achieve:

Key results of projects:

- 3-4 key public service lines with broad impact are identified and improved
- Capacity building programs reach 4'000 civil servants with 40% of investment in mentoring and on-the-job training (500 in RPH)
- Nation-wide 2'000 police women are recruited and implement a strategy to improve access of women to police services

Scaling-up and policy dialogue:

- Through learning processes in national programs (mainly UNDP)
- Interactions with national authorities in program boards and consultations on national priorities relevant to SDC strategy
- Human Rights donor group, continuous dialog with the partners and the government

Outcome statement 2:

To be extracted from the NPPs on Governance (in particular sub-national governance) and security (not yet available)

Outcome statement 3: Human Rights promotion

Human Rights violations, esp. concerning women, are reduced by strengthened and sustainable institutions, increased Human Rights awareness and advocacy.

Indicators:

- 20% of AIHRC and 50% of HRSU total budgets are covered by the Afghan state budget
- 2 reliable sources involving SDC partners show a decrease of domestic violence in at least 3 provinces as well as an increased ability of women to access police and AIHRC services
- In 300 cases/year the intervention of the AIHRC leads to a respect of the rule of law in prisons, especially concerning young people and women
- Human Rights-sensitive messages incorporated into the schools' textbooks lead to positive changes in the behaviour of teachers/students in at least 3 provinces
- 4 laws/regulations are improved in line with the domain goal. Out of them, at least 3 are directly related to women's rights
- The HRSU staff has an expert knowledge on Human Rights and Islam and provides continuous capacity development to the other relevant ministries, including at sub-national level at least in 3 provinces
- The HRSU has the legitimacy and strength to influence Human Rights-sensitive law/policy making and practices of several ministries
- The 2009 UN Universal Periodic Review recommendations have been followed up and at least 50% implemented

Methods for outcome assessment:

Baseline studies, Beneficiaries' and stakeholders' assessments, client and job satisfaction surveys, expert assessments, impact evaluations, remote monitoring schemes

1–2 projects with SDC Human Rights partners achieve:**Key results of projects:**

- Human Rights-sensitive messages in the schools are enforced
- SDC network on Islam and Human Rights is established and functioning
- CSPM aspects of Human Rights are increasingly identified, addressed and documented
- At least 10 cases show concrete links between Human Rights work and poverty reduction and are documented

Scaling-up and policy dialogue:

- Through learning processes in national institutions and in national learning fora
- Media presence of Human Rights messages and reports
- Involvement of HRSU in the policy making of line ministries

Outcome statement 3 (Draft NPP):

- Human Rights are mainstreamed and accountability is supported, and civic responsibilities are promoted across State institutions
- Human Rights and civic responsibilities are promoted, protected and safeguarded among tribal, religious, and community-level civil society institutions
- State Human Rights institutions are consolidated (AIHRC; HRSU)

Some Indicators:

- % of targeted beneficiaries indicate an increase in understanding and respect for Human Rights and civic responsibilities
- Increased awareness by government officials on the close linkages between accountability and durable peace.
- Trust and relations between government and the public increased

(4) Approaches for intervention (Swiss Program)**CSPM, Social Inclusion, Islam and Human Rights, Gender and cross domain linkages:**

CSPM support will progressively be offered to partners, beginning with the livelihood domain. Gender tools are more systematically used to evaluate the impact of Human Rights work on the situation of women. Religious and conflict-sensitive approaches are mainstreamed with the SDC Human Rights interventions and complemented for the main activities of projects with a social inclusion analysis, preferably linked to gender analysis. The link to the governance domain is mainly established by linking wherever possible the support of governance programs to institution building with the concrete project planning and management tools developed by SDC partners for CDCs and district and provincial authorities. District or provincial development planning meetings are a good fora to promote such linkages.

Outcome 1:

- Capacity building programs for grassroots NGOs for administration, advocacy and service delivery
- Development and implementation of inclusive advocacy strategies for civil society in a conflict sensitive way
- Education of citizens for democratic processes building on existing cultural and social capital
- Support the consolidation of sustainable umbrella organizations of civil society

Outcome 2:

- Support to the implementation of sub-national policies in particular with respect to inclusive planning, revenue collection and recruitment
- Capacity building of civil servants in particular through coaching and mentoring (on-the-job training)

Outcome 3:

- Development of a sustainable national institutional framework to enhance the respect of Human Rights and especially the rights of women
 - Include considerations of religion (Islam) based stakeholders in the Human Rights dialogue and the development of conflict and culturally sensitive approaches
 - Revise and improve laws and governmental strategies from a Human Rights perspective
 - Promote conflict sensitive advocacy for human rights by key institutions
-

(5) Resources, partnerships (Swiss Programme)

6,5 million CHF per year

Partners:

Theme	Implementer	National partner/ coordination	Local partners
Civil Society Support	1-2 Afghan umbrella/network organizations (ACSF and/or 1 other organization); AREU	Ministry of Economy (legal requirements)	Grassroots NGOs;
Institution building	UNDP; (possibly GIZ as an alternative); AIHRC; HRSU (currently under UNDP)	Independent Directorate for Local Governance; Civil Service Commission; Ministry of Interior, Ministry of Justice, Civil Society Platforms, AIHRC	Provincial Governments; District Governments; CDCs
Human Rights	AIHRC; UNDP; Civil Society Partners	Ministry of Justice, Ministry of Education, Ministry of Women Affairs, Ministry of Haj and Religious Affairs, AIHRC	Local Governments, CDCs, religious and traditional bodies, Grassroots NGOs, AIHRC field offices

Attachment 2

Medium Term Monitoring Framework – Afghanistan 2012–2014

The overall goal is to contribute to the resilience of the Afghan population against internal and external stress through socially inclusive development by supporting rural livelihoods and by enhancing local governance and Human Rights.

A. Resilience of Rural Livelihood

Objective: Improve the resilience of rural populations and especially women to natural and conflict related stress through improved water management, economic activities and basic education.

Outcome 1: Education

An increasing share of children and young women benefit from a sustainably improved learning environment and better quality of education with particular emphasis on increasing access of girls to school.

Main sources for information from SDC projects and partners are:

Government School support program; Project with MoE on gender strategy implementation, external reviews and special studies

Baseline statement 2011

Assessment 2012

Ass. 2013

Ass. 2014

Comment 2012

Over 100'000 students in target regions have better than national average results in comparable tests, girls drop out rate is close to 0.

Outcome 2: Local economic development and income generation

Rural households benefit from enhanced self subsistence and increased income through diversifying on and off farm activities (with a special focus on women). Strategies and results are disaggregated for gender and over 40% of the activities are specifically designed to improve the situation of women.

Main sources for information from SDC projects and partners are:

Livelihood projects Helvetas Swiss Intercooperation (Bamyan, Samangan) and Terre des Hommes Takhar

Baseline statement 2011

Assessment 2012

Ass. 2013

Ass. 2014

Comment 2012

Around 6'600 households have arguably reduced their food gap during the past phases of our livelihood projects. 2 Impact studies have been conducted, both with gender disaggregated information

Outcome 3: Water and land management

Communities reduce vulnerabilities towards natural hazards and improve their living conditions by better and socially inclusive water and land use management.

Main sources for information from SDC projects and partners are:

Livelihood projects, SLMI

Baseline statement 2011

Assessment 2012

Ass. 2013

Ass. 2014

Comment 2012

Positive impact is reported as (convincing) circumstantial evidence in the area of Khamard district and the institutional basis for the Sustainable Land Management Institute SLMI exists.

Outcome 4: Humanitarian aid

SDC has responded adequately to humanitarian needs with a mix of multilateral and bilateral support creating synergies with livelihood programs. SDC is active with partners in provincial level coordination.

Main sources for information from SDC projects and partners are:

Reports of multi-lateral institutions; livelihood projects, bilateral humanitarian activities.

Baseline statement 2011

Assessment 2012

Ass. 2013

Ass. 2014

Comment 2012

ICRC and UNHCR are the main multi-lateral partners; increased bilateral support so far limited as well as contribution to provincial level coordination.

B. Good Governance and Human Rights

Objective: Mainly at the sub national and local level, SDC contributes to inclusive governance to enhance availability and accessibility of public services and the protection of Human Rights, especially of women.

Outcome 5: Civil society support

Mainly at the sub-national level, women and men are enabled to participate and influence decision-making processes and hold public institutions accountable.

Main sources for information from SDC projects and partners are:

ACSF, AIHRC, CSHRN reports; independant survey (TAF, BBC, others); special studies

Baseline statement 2011

Assessment 2012

Ass. 2013

Ass. 2014

Comment 2012

Civil society institutions contribute to some level of accountability also through media involvement but often the contribution to the development of strong small organizations at the local level is neglected or not clearly reported.

Outcome 6: Institution building

Public institutions supported by SDC are increasingly sustainable and deliver accessible services of good quality to the people mainly at the sub-national level. The services are identified as priorities through an inclusive process.

Main sources for information from SDC projects and partners are:

ASGP; NIBP; Provincial partners (e.g. through client assessments); special studies

Baseline statement 2011

Assessment 2012

Ass. 2013

Ass. 2014

Comment 2012

Earmarking of support in order to target specific provinces has been initiated to be able to track impact on service delivery (e.g. waste collection, police services for women). IDLG and AIHRC have unsolved issues of sustainability (not part of core national budget); the cost of national police is unsustainably high.

Outcome 7: Human Rights promotion

Human Rights violations, esp. concerning women, are reduced by strengthened and sustainable institutions, increased Human Rights awareness and advocacy.

Main sources for information from SDC projects and partners are:

Reports AIHRC, HRSU, ASCF, CSHRN; special studies and impact reviews also at provincial level

Baseline statement 2011

Assessment 2012

Ass. 2013

Ass. 2014

Comment 2012

The effects on vulnerable people are often not emphasized in reports. 1 impact review (AIHRC has been undertaken). Institutional sustainability is only slowly becoming a central issue for civil society and state institutions (e.g. AIHRC)

C. Gender sensitive management of the Afghanistan program

Objective: 100% SDC funded projects report in a gender disaggregated way on their results and SDC has made significant contributions to the gender coordination group.

Outcome 8:
SDC project documents and reports provide gender disaggregated information in a comprehensible and traceable manner.

Main sources for information from SDC projects and partners are:
project reports; special studies

Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
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Weaknesses in the clarity of gender approaches still prevail but 2 Asia briefs have been dedicated to specific gender topics.

Outcome 9:
SDC has been leading 1–2 thematic discussions within the gender coordination group and played a leading role in 2 significant events/ debates. Gender strategy is revised.

Main sources for information from SDC projects and partners are:
Reports of gender group meetings and event; gender strategy.

Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
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After readjusting the project portfolio and SDC staffing the presence of SDC in gender coordination is picking up from a relatively low level in 2009/2010

D. Conflict sensitive programme management (reference: DAC guidelines for work in fragile situations, Accra Agenda for Action)

Objective: The program is conflict responsive and does not increase the conflict potential.

Outcome 10:
The programme is continuously adapted according to the foreseen scenarios in the CS through the MERV and 6monthly on-track assessments; adaptations are done according to the measures outlined in the CS

Main sources for information:
Updated MERVs and on-track assessments; judgment of HQ

Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
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The programme is too diversified and focused on central government support to be adaptable to negative developments; CSPM analysis is often not sufficient for informed decision making.

Outcome 11:
SDC has been instrumental in setting up a technical network on CSPM and is engaged in joint trainings (at least 2/year), sharing analysis and adaptation strategies.

Main sources for information from SDC projects and partners are:
Reports of network meetings (GiZ; DFID; UNAMA); Reports of joint trainings

Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
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Initial contacts exist and there are agreements to share information and information on practices with some key partners.

E. Management and aid modalities

Objective: SCO-A management is on top of security challenges, efficient for development results, regularly adapts the mix of aid instruments to the circumstances and maintains high working spirit in the office.

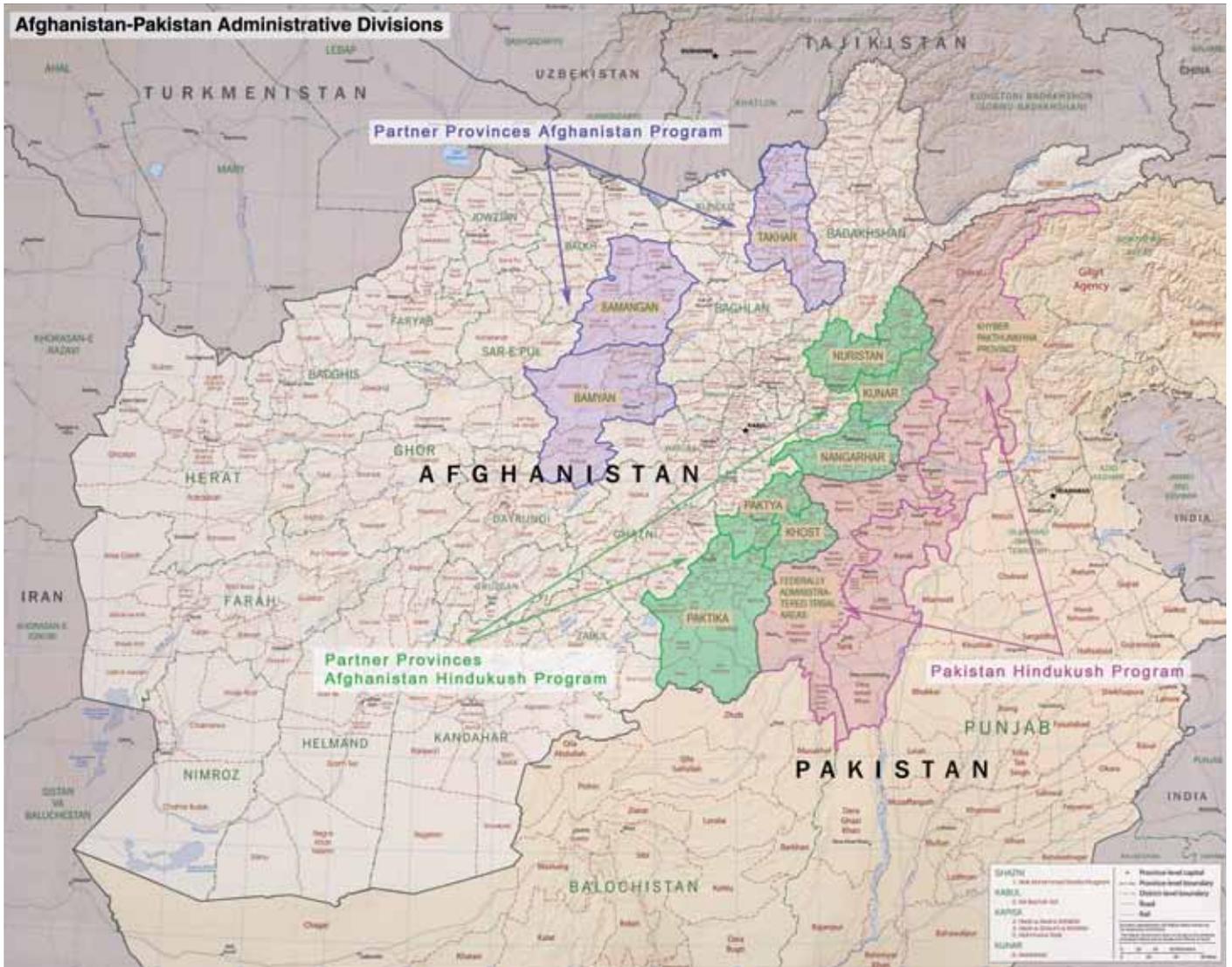
Outcome 12:
Adequate synergies and an adequate balance exists between the bilateral Afghanistan programme, the Afghanistan component of the RPH, Humanitarian Aid and projects of other units of the Swiss Government; Results are reported in AR; Bilateral humanitarian assistance has increased.

Main sources for information are:
Annual Reports, inclusion of key aspects of all components in mid-term assessments; annual coordination meeting (Berne)

Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
Working structures are defined for RPH (advisory meetings with Afghanistan management; 30% Head of Programm; 20% CSPM advisor; multilateral humanitarian contributions are part of AR, but information is generic)				
<p>Outcome 13: SCO-A has max. 4-5 international partners (multilateral and bilateral, including NGOs), provides 1-3 budget supports to the GIRoA, and works exclusively with Afghan partners on civil society support to contribute to a sustainable institutional landscape in Afghanistan and facilitate dialogue on CSPM, security and results oriented management.</p>	<p>Main sources for information from SDC projects and partners are: Annual reports, evidence of methodological dialogue and cooperation; progress on sustainability processes (ACSF, SLMI, AIHRC, CSHRN).</p>			
Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
6 international partners, 1 on-budget support; with 5 national partners sustainability is a key issue (non-governmental organizations)				
<p>Outcome 14: Staff satisfaction and retention remains high and SDC expat staff prevails longer than the average staff of similar agencies in Afghanistan</p>	<p>Main sources for information: Staff satisfaction survey, information from other agencies</p>			
Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
Major changes among expat staff in 2011 (new Country Director, Human Rights advisor, CSPM advisor; beginning of 2012 Deputy Country Director, Chief Financial Advisor, will change). New office management must establish itself. Staff satisfaction survey has not taken place in 2011.				
<p>Outcome 15: Staff feel relatively comfortable in terms of safety at work. The low profile security approach (no-armed guards, focus on risk avoidance and preparedness) can be maintained; security incidents are minimal and well managed. Security management instruments are updated and staff is trained according to functions.</p>	<p>Main sources for information are: Incident reports; annual report; ANSO reports; MERV; staff satisfaction survey, staff meetings</p>			
Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
Instruments of the local security plan (LSP) are updated and implemented; staff training is ongoing. Staff behaviour is good, but preparedness is a constant effort.				
F. Regional Program Hindukush				
<p>Objective: SCO Kabul has made an important contribution to create benefits for populations in the bordering areas to Pakistan through development projects</p>				
<p>Outcome 16: The two umbrella projects and SDC support at least 25 small scale local initiatives with clear potential to sustainably increase the livelihood capital of communities or enhance social cohesion. CSPM analysis is available for all projects.</p>	<p>Main sources for information are: Project documents and reports; analysis of the conflict environment; follow-up studies</p>			
Baseline statement 2011	Assessment 2012	Ass. 2013	Ass. 2014	Comment 2012
One umbrella is established the second one in preparation. 3 projects of which two under SDC direct supervision are being implemented. CSPM analysis available and planning adapted accordingly.				

Attachment 3

Geographical location and partner provinces of SDC in Afghanistan (including Regional Program Hindukush)



Note: The highlighted provinces in this map show only the bilateral development cooperation initiatives (mainly livelihood portfolio); multi donor initiatives (mostly governance portfolio) are often nationwide programs and therefore not shown in this map.

Attachment 4

Scenarios for the dynamics of the development relevant environment Afghanistan 2012 – 2014

Criteria	1) Deterioration	2) Most likely scenario «Development still possible»	3) Improvement
Security	<ul style="list-style-type: none"> • Security institutions further weekend, but functioning. • Security incidents increase; aid organizations are targeted regularly. • Withdrawal of foreign troupes creates vacuum during transition • AOG's and criminal groups become stronger and disturb public live. 	<ul style="list-style-type: none"> • Security institutions are weak but function partially (in some regions). • There is a high level of security incidents and aid organizations are regularly targeted (source ANSO stats). • The presence of foreign troops is at record high but withdrawal has started. • AOG's and criminal groups dominate large areas. 	<ul style="list-style-type: none"> • Consolidation of security forces. • Fewer incidents. • Government control over territory is expanded. • Increase trust in the local security forces. • Peace talks contribute to better control by ANSF and reduce clashes.
Socio/Political	<ul style="list-style-type: none"> • Stand-off between Government and Parliament is standard situation. • Country run by presidential decrees • Uncertainty about the future prevails • Impunity for war-crimes of strongmen is the rule. • The country is increasingly fragmented along social and ethnic boundaries. 	<ul style="list-style-type: none"> • Stand-off between Government and parliament. • Presidential decrees are an important element of governance. • The political future is perceived as uncertain. • Strongmen are dominating many regions and cannot be legally pursued for war crimes. 	<ul style="list-style-type: none"> • Early signs of negotiation results. • Sporadic stabilization in certain regions. • (Increased) confidence of citizens towards Government. • Better interaction citizens/(CSO) with Government. • Less international interference leads to improved intra-Afghan dialogue on peace and reconciliation.
Economical	<ul style="list-style-type: none"> • Further slowdown in economic activities • Reduction in employment. • Poverty indicators increase. • Financial system more prone/vulnerable to stresses. • More cases similar to the Kabul-bank crisis emerge. • Corruption remains unchecked. • Unequal distribution of resources deepens. 	<ul style="list-style-type: none"> • Economic activities are low, especially with regards to industrial production. • Employment is low. • Poverty indicators are the highest in South Asia. • The Kabulbank incident shows weaknesses of the financial system. • Corruption is wide spread. • The rift between rich and poor is visible. 	<ul style="list-style-type: none"> • Increased stability of economical system. • Increase in agricultural employment. • Mines, pipelines initiated. • Better coordination of Aid money distribution by MoF. • Increase in private investment.

Attachment 5

Note on partial withdrawal of foreign troops 2014

The ISAF present in Afghanistan since 2001 have announced a gradual withdrawal until 2014 and onwards handing over security responsibility to Afghan forces in a process termed "transition". However, the speed of this process is not specified and it is unclear whether in the foreseeable future no international troops will remain in Afghanistan. However, the process has large implications for the structure and magnitude of development financing and is hence relevant for SDC.

It is widely accepted that the international community will not maintain the current level of development funding because 1) Many countries have linked development investments strongly with military presence. 2) The very high level of funding is seen as inefficient because of high collateral costs e.g. for security, low absorption capacity and 3) It is likely that some development funding will shift towards Arab countries to consolidate the "awakening" processes.

However, at this point in time, there are also some sources which indicate that the US, as the most important contributor to the military and civilian efforts may follow a different strategy. These sources point at indications that important parts of the US administration favor maintaining US military bases in Afghanistan. This would normally also mean substantial development support by the US to the Afghan government. A strong presence of the US could hence mean that the overall availability of development funding remains at a high level, but with an even stronger dominance by the US. However, other political analysts argue that US public opinion and the Congress may not support a long term presence in Afghanistan and hence US development funding would also decrease substantially.

Assuming a decrease in development funding, a positive reaction scenario would see Afghanistan with a more "Afghan" dynamic, less funding for warfare from all sides and hence less violence and better prospects for peace processes. The efficiency of development investments could improve because of less military interference and less investments in security.

The negative scenario is the emergence of a chaotic situation fuelled by individual interests of criminal groups, local strongmen, extremist religious groups and massive unemployment of urban elites. Further on, regional political interest and interference may

also contribute to prolonged instability and violence. It is impossible to predict by today which scenario will prevail.

A transition process which is sensitive to the local situation would be very important. However, at this point in time, this process is mostly dominated by the domestic agendas of the involved countries and much less by the situation on the ground and even less by a longer term vision of the development of Afghanistan.

As far as the SDC engagement in Afghanistan is concerned, the transition process and its consequences mean an increasingly unpredictable environment for development work both for security reasons and for uncertainties of development funding. However, the situation may differ widely from region to region. Looking at the target regions of SDC, Bamyan is likely to be least affected by the transition since security is quite good and the development investments by the Provincial Reconstruction Team (PRT) are not very high. However, even in Bamyan, continuous conflict analysis at district level is needed to be able to make meaningful assessments. This holds also true for Takhar, where the province as such may become more unstable, but the Rushtaq district, where Terre des Hommes is active, may remain relatively secure. Samangan has been increasingly touched by violence in the last two years and any presence there requires continuous security and CSPM analysis. In the provinces to be covered by the Regional Program Hindukush, the situation is even more uncertain. However, they are not part of the transition plan so far and ISAF presence is likely to be decisive until 2014 and beyond. To what level space for development and humanitarian aid remains open and how it can be maintained and enhanced must be the prime subject of attention of the important CSPM capacity SDC is developing for these zones.

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