UNDP AFGHANISTAN
COUNTRY PROGRAMME 2015-2019
MID-TERM REVIEW

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"DELIVERING ON THE 2030 AGENDA IS AT THE CORE OF WHAT WE DO, AND IT WILL BE FOUNDATIONAL FOR OUR NEW STRATEGIC PLAN."

Achim Steiner, UNDP Administrator
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ACRONYMS

ANDMA	Afghanistan National Disaster Management Authority
ANDS	Afghanistan National Development Strategy
ANPDF	Afghanistan National Peace and Development Framework
APRP	Afghanistan Peace and Reintegration Programme
ASERD	Afghanistan Sustainable Energy for Rural Development Project
ASF	Afghan Security Forces
AWP	Annual Work Plan
CCA	Common Country Assessment
CCAP	Climate Change Adaptation Programme
CEDAW	Convention on the Elimination of Discrimination against Women
CPD	Country Programme Document
CSOs	Civil Society Organizations
DIM	Direct Implementation Modality
DRR	Disaster Risk Reduction
ELECT	Enhancing Legal and Electoral Capacity for Tomorrow
EVAW	Elimination of Violence Against Women
GBV	Gender Based Violence
GEF	Global Environment Facility
GEP	Gender Project
GMWE	Gender Mainstreaming and Women Empowerment
GRB	Gender Responsive Budgeting
HACT	Harmonized Approach to Cash Transfer
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HRBA	Human Rights Based Approach
IASC	Inter-agency Steering Committee
ICSPA	Institutional Capacity Support to Parliament of Afghanistan Project
IDLG	Independent Directorate of Local Governance
IDPs	Internally Displaced Persons
IEC	Independent Election Commission
IECC	Independent Electoral Complaints Commission
ILO	International Labour Organization
IRRF	Integrated Results and Resources Framework
ISAF	International Security Assistance Force
LITACA	Livelihood Improvement in Tajik-Afghan Cross-border Areas Project
LNOB	Leave No One Behind
LOGO	Local Governance Project
LOTFA	Law and Order Trust Fund for Afghanistan
M&E	Monitoring and Evaluation
MAIL	Ministry of Agriculture, Irrigation and Livestock
MAPS	Mainstreaming, Acceleration and Policy Support
MDGs	Millennium Development Goals
MoE	Ministry of Economy
MoIA	Ministry of Interior Affairs
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MoWA	Ministry of Women's Affairs

MPD	Ministry of Interior and Policy Development Project
MRRD	Ministry of Rural Rehabilitation and Development
MTR	Mid-term Review
NA	Not applicable
NABDP	Natural Area-based Development Programme
NAPWA	National Action Plan for Women in Afghanistan
NATO	North Atlantic Treaty Organization
NGOs	Non-Governmental Organizations
NIM	National Implementation Modality
NPPs	National Priority Programmes
OCHA	Office for the Coordination of Humanitarian Affairs
QCPR	Quadrennial Comprehensive Policy Review
PSRT	Programme Strategy and Results Team
RRF	Results and Resources Framework
SALAM	Support Afghanistan Livelihoods and Mobility
SDGs	Sustainable Development Goals
SGP	Small Grant Programme
SOPs	Standard Operating Procedures
SP	Strategic Plan
TB	Tuberculosis
TORs	Terms of Reference
UN	United Nations
UNAMA	United Nations Assistance Mission for Afghanistan
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	Violence Against Women

1. EXECUTIVE SUMMARY

The UNDP CPD midterm review (MTR) assesses the extent to which the UNDP Afghanistan Country Programme Document (CPD) 2015-2019 has been relevant and effective in supporting the country´s development during the first three years of implementation. In addition, the MTR looks at the efficiency of achieving CPD results, and the sustainability of programmatic achievements beyond the duration of UNDP assistance.

The period under review (2015-2017) is characterized by multiple substantial changes, both in the international and national development context. At global level, the 2030 Agenda for Sustainable Development and the SDGs have fundamentally changed the parameters and direction of development assistance. This is also reflected in the new corporate UNDP Strategic Plan 2018-2021 which was presented in November 2017. At the level of Afghanistan, the security and economic situation has significantly deteriorated in the last years. Instead of a post-crisis/transition context which would have allowed a fundamental shift of attention from urgent needs to longer-term development assistance, Afghanistan today is in a situation of protracted crisis. In addition, a change of Government requires the UN system to adjust to a new national development agenda and to strengthen its collective performance by working as "One UN" under a new UN programme framework. Finally, the UNDP Afghanistan Country Office has undergone several internal alignment and strategic review exercises which have direct implications for UNDP programme governance and management.

All these changes, which took effect after the endorsement of the CPD 2015-2019 by the Executive Board, had to be considered by the CPD MTR, both to determine the validity of the CPD at the time of its formulation, and to assess its continued relevance in the current context and for the medium-term future.

1.1. Key Findings

- The CPD 2015-2019 is premised on the perspective that Afghanistan will continue its journey towards self-reliance, in line with the goals of the Afghanistan Transformation Decade (2015-2024) and the prevailing development outlook at the time of CPD formulation. While, since then, the security situation and Afghanistan´s economy have deteriorated sharply, and development-oriented programming has become more challenging, the **current CPD Outcomes and Outputs remain largely valid** for the medium-term. That said, some adjustments will have to be made in light of a strengthened UNDP livelihoods and resilience portfolio, the 2030 Agenda for Sustainable Development and the SDGs, the ANPDF 2017-2021, the new "One UN-One Programme" (successor to the current UNDAF), and the new UNDP Strategic Plan 2018-2021.

- As part of the review and alignment process of UNDP Afghanistan, the Country Office has significantly **strengthened Results-based Management, M&E and reporting** on its programmes and projects. Especially project-level monitoring and reporting is strong and systematic, relying, inter alia, on a "home-grown" results monitoring system that allows for quarterly reporting

against AWP outputs. The system is used as a basis for internal oversight and follow up, and for subsequent corporate UNDP reporting. That said, **CPD output indicators are currently not tracked**. This prevents the Country Office from understanding the aggregate contribution UNDP is making against higher-level results, and from communicating this overall contribution to national development priorities. Focusing largely on project-level reporting also increases the risk of losing strategic direction and coherence of UNDP´s programming over the multi-year CPD timeframe. Overall, it greatly diminishes the relevance of the CPD as UNDP´s sole strategic programming framework at country level.

- The predominance of mega-projects such as LOTFA and ELECT over many years has led to wide-spread perception of UNDP Afghanistan as a service provider who competes with Government for donor funding, has little substantive engagement at policy level, and limited impact on the lives of the people of Afghanistan. In view of the Government´s long-term vision and strong determination to achieve self-reliance, stability and prosperity for all Afghans through sustainable job creation (ANPDF, page 14), **UNDP needs to re-write its narrative and define its unique role and value** in the current country context.

- The comprehensive **internal alignment and strategic review exercises** during the CPD implementation period have led to significant streamlining of UNDP Programme governance and strengthened programme effectiveness and accountability. The centralization of procurement, HR and other operations functions in the Country Office has been cost-effective. However, it has also contributed to increasing the workload for programme staff and slowed down the speed and responsiveness of procurement and HR services which affects project delivery.

- The CPD shows a **strong emphasis on gender**, both as the main focus of Outcome 4 and across all results areas and indicators in the RRF. Although both are highlighted in the CPD narrative, the **HRBA and conflict sensitive programming are not reflected systematically** in the results matrix nor in UNDP's projects.

- A **persistent lack of security and stability** pervades all aspects of UNDP´s programming and operations in Afghanistan, and always needs to be taken into account in any assessments of UNDP´s performance and programme delivery with regards to relevance, effectiveness, efficiency and sustainability.

1.2 Key Recommendations

- The ambitious and comprehensive **2030 Agenda for Sustainable Development**, substantial changes inside Afghanistan, and a new UNDP Strategic Plan 2018-2021, are making it increasingly important and urgent for the UNDP Country Office to move beyond the "business as usual" ways which have characterized its position in Afghanistan for many years. At the same time, this challenge – and the President´s request to demonstrate and strengthen the added value of the UN system in Afghanistan - constitute a unique **opportunity for the Country Office to rewrite its narrative** in the current development context.

With a distinct track record as campaign manager and score-keeper of the MDGs, and as advisor on the MAPS approach to achieve the SDGs, UNDP Afghanistan should **use the 2030 Agenda for Sustainable Development as the ultimate rationale** for its presence in Afghanistan.

In promoting the 2030 Agenda´s lead principle of **"leaving no one behind",** UNDP can rally other UN agencies and development partners together for investing strongly in **national data and statistics**. This will allow better targeting of the most vulnerable groups and help accelerate a shift towards nation-wide **evidence-based planning, programming and advocacy**, under the leadership of the Government. Based on the 2030 Agenda narrative and credible data, UNDP Afghanistan should be able to project its new identity through a small set of priority themes and derived "key messages" which permeate and align all UNDP activities, including normative and policy-level advocacy, programmes and projects, partnerships, resource mobilization, and internal and external communications.

- Linked to the promotion of the 2030 Agenda and its overarching principle of 'leaving no one behind and reaching the furthest behind first", UNDP should continue to improve the **balance between assisting Government and supporting the people** of Afghanistan, with a focus on 1) community-level support to service delivery, livelihoods and resilience-building, and 2) strengthening civil society to increase public pressure towards accountable governance and effective and equitable service delivery.

- The increased focus on data and statistics, as well as targeting the most vulnerable people should also help **UNDP to apply more consistently the HRBA and conflict sensitive programming** which both rely on contextual and conflict-specific evidence, including in relation to identifying the root causes of conflict and non-fulfillment of human rights. In view of the growing instability and conflict in recent years, and with UNDP's increasing focus on local-level development and resilience-building, **investing in project-level conflict analyses seems essential** to avoid doing harm and contributing to the conflict. If stand-alone exercises are not possible, conflict analyses can be done in conjunction with needs and vulnerability assessments, as well as more general context analyses.

- In view of the Government's goal of self-reliance, UNDP´s projects should further reduce dependence on non-Tashkeel personnel and **focus capacity building on the existing civil service**, even though transitions will need to be managed very carefully to ensure continued project delivery. More broadly, UNDP should advocate for comprehensive, "whole of Government" Civil Service Reform and Public Sector Reform, using its impartial convening role to lead the international community in making capacity building efforts more coherent, effective and sustainable.

- Even though sustainability of UNDP projects is constrained by weak institutional capacities, lack of public financing and the overall protracted crisis context, UNDP should endeavor to explore any potential opportunities for strengthening sustainability of its interventions, including government co-financing. Based on these examinations, **project exit strategies** should be included as a standard in any new projects.

- In increasing and further diversifying UNDP's programmatic engagement at sub-national level, the Programme Units should give more attention to identifying **linkages, synergies and complementarities within and between project portfolios**, both around issues of logistics and administration, and in terms of programmatic results and impact. The UNDP Regional Offices created in 2016 provide a good basis in this regard and could be strengthened and replicated once they have demonstrated their value.

2. MTR APPROACH AND METHODOLOGY

The TORs (included as Annex 1) for the MTR describe the scope of work and the deliverables of the assignment. In line with the TORs, the MTR used the UNDG, UNEG and UNDP evaluation norms and standards, as well as OECD/DAC quality standards for development evaluations with a focus on relevance, effectiveness, efficiency and sustainability of the UNDP Afghanistan CPD.

The MTR took place from November 8 to December 23, 2017. It used a collaborative and participatory approach in order to maximize contributions from UNDP management and staff to ensure strong ownership and effective follow up on the MTR conclusions and recommendations.

In assessing the implementation of the UNDP CPD, the MTR also looked at relevant aspects of UNDP partnerships and resource mobilization, communications and advocacy, as well as UNDP internal programme management structures, processes and tools.

The MTR used the following data collection instruments:

1. Comprehensive desk review: This constituted a major element of the MTR. In view of the size of the UNDP Afghanistan Country Programme, the complexity of UN political, development and humanitarian operations, and significant changes in the global development agenda, the country context, and within the UNDP Country Office, the volume of documentation for desk review exceeded the scale of a standard MTR.

2. Meetings/interviews: The MTR used the key set of questions - listed in the TORs of the assignment - as a basis to conduct "semi-structured interviews" in a conversational format with UNDP senior managers and a wide range of UNDP programme and project staff, as well as staff from UNDP operations and communications. These meetings/interviews also served to further analyze and probe preliminary observations emerging from the desk review with regards to the relevance, effectiveness, coherence, efficiency and sustainability of the CPD. Triangulation of results, i.e. comparing information from different sources, such as documentation and interviews, or interviews on the same subject with different interviewees, were used to corroborate the reliability of evidence.

3. RELEVANCE

This section assesses the relevance[1] of the UNDP Afghanistan Country Programme Document (CPD) 2015-2019, both, against the context at the time of CPD formulation in early 2014, and against the current country situation and development priorities.

3.1 CPD PRIORITIES AND RESULTS AGAINST ORIGINAL COUNTRY CONTEXT

At the time of formulating the UNDP Afghanistan Country Programme Document (CPD) in 2013-2014, Afghanistan was engaged in a three-fold transition: A political transition with the impending presidential and provincial electoral process; a military and security transition with the NATO-led international military force handing to the Afghan military and police force; and an economic transition defined by the Tokyo Mutual Accountability Framework, whereby USD16 billion has been committed for the coming four years in the political, military, and socio-economic spheres.

The strategy for managing this transition was based on the Afghanistan National Development Strategy (ANDS) 2008 – 2013 and 22 National Priority Programmes (NPPs), and described in the July 2012 Tokyo Conference paper "Towards Self-Reliance." It was expected that successful implementation of the ANDS and the NPPs would have a major bearing on prospects for bringing about a subsequent process of equitable and sustainable human development, referred to as the "Decade of Transformation" (2015-2024). The UN system intended to be a reliable partner in these efforts, thereby supporting rapid progress toward the achievement of the Millennium Development Goals.

Against this background, the Government of the Islamic Republic of Afghanistan and the UN Country Team jointly formulated the Afghanistan United Nations Development Assistance Framework (UNDAF) 2015 – 2019 which constitutes the basis for all UN system programmatic assistance to Afghanistan, including the UNDP Country Programme. The UNDAF aligns closely with the three priority areas of the ANDS 2008-2013:

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

In addition, the UNDAF outcomes and outputs are directly linked to the six ANDS clusters and to 18 of the 22 NPPs. Importantly, the UNDAF also refers to the Tokyo Conference (July 2012) in which the Government of the Islamic Republic of Afghanistan and the international community confirmed a

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[1] Relevance: "The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and the policies of partners and donors." (OECD DAC Glossary of Key Terms in Evaluation and Results Based Management)

paradigm shift in the nature of their partnership "from that of being recipient and donors to owner and partners."

In a development context marked by security, political, and socio-economic transitions under an overall partnership for self-reliance between Government and the international community, the UNDAF focuses on five priority areas: 1) Equitable economic development with reduced dependence on the illicit economy; 2) Equitable and sustainable quality basic social services; 3) Social equity and investment in human capital, especially women, youth and vulnerable minorities; 4) Justice and accessible rule of law for all; and 5) Inclusive and accountable governance.

The 11 UNDP CPD Outputs - for which the UNDP Afghanistan Country Office is fully accountable within the timeframe 2015-2019 – are directly derived from four of the five UNDAF outcomes as follows:

CPD Outcome 1 (equals UNDAF Outcome 5): *Improved legitimate, transparent and inclusive governance at all levels that enables progressive realization of human rights*

- **CPD Output 1.** Political processes are more inclusive and representative institutions are enabled to hold government more accountable at all levels
- **CPD Output 2.** Capacity of state and non-state institutions strengthened to advance peacebuilding
- **CPD Output 3.** Capacities of national and local institutions strengthened through improved assessment, planning and budgeting to respond to development priorities, especially of the most vulnerable and women

CPD Outcome 2 (equals UNDAF Outcome 4): *Trust in and access to fair, effective, and accountable rule of law services is increased in accordance with applicable international human rights standards and the Government's legal obligations*

- **CPD Output 4.** National institutions enabled for strengthened justice and police governance
- **CPD Output 5.** Capacity of justice and rule of law institutions strengthened for improved access to justice and police services delivery

CPD Outcome 3 (equals UNDAF Outcome 1): *Economic growth is accelerated to reduce vulnerabilities and poverty, strengthen the resilience of the licit economy and reduce the illicit economy in its multiple dimensions*

- **CPD Output 6.** Improved economic livelihoods, especially for vulnerable populations and women
- **CPD Output 7.** Vulnerable and marginalized populations, especially women, have increased and equitable access to natural resources and affordable energy, including through improved environmental governance
- **CPD Output 8.** Increased community resilience to climate change and disasters, thereby reducing vulnerability and sustaining economic gains

CPD Outcome 4 (equals UNDAF Outcome 3): *Social equity of women, youth and minorities and vulnerable populations is increased through improved and consistent application by Government of principles of inclusion in implementing existing and creating new policies and legislation*

- **CPD Output 9.** Government enabled to implement national and international commitments impacting women
- **CPD Output 10.** Enhanced government and civil society capacity to monitor and report on national and international commitments affecting women
- **CPD Output 11.** Formal and informal systems and mechanisms operational for effective enforcement of laws and policies to eliminate gender-based discrimination and violence against women

The CPD 2015-2019 is premised on the perspective that Afghanistan will continue its journey towards self-reliance, in line with the goals of the Afghanistan Transformation Decade (2015-2024). The CPD also recognizes that the changes in the country context and Afghanistan´s full sovereignty and renewed leadership and ownership of its political, security and development processes require adjustments in UNDP´s programme strategy. Specifically, the CPD aims to expand UNDP's "upstream" activities, gradually moving away from service delivery functions that may substitute for government capacity towards policy-level engagement. This realization closely reflects key findings of the UN´s Common Country Assessment (CCA) finalized in February 2014 which serves as the analytical foundation for all UN programming in Afghanistan. Specifically, the CCA emphasizes that "UN system programming will be required to shift under the next UNDAF by reducing its role in direct service delivery and humanitarian intervention and increasing its support to Afghan national capacity." Generally, the CPD seeks to rebalance UNDP´s programme towards transformational change while maintaining sufficient flexibility to accommodate the uncertain outlook for Afghanistan with regards to security, political, economic and social challenges.

With regards to mainstreaming cross-cutting themes, the CPD does not explicitly state that it applies the human rights based approach (HRBA), gender mainstreaming or conflict sensitive programming across all CPD outcome areas and CPD outputs. That said, in relation to gender mainstreaming, six of the 11 CPD outputs make specific reference to women, or women and girls, and gender disaggregated indicators can be found in each of the four CPD outcome areas. The strong focus of the CPD on gender manifests itself in Outcome 4 which addresses social equity, with special attention to women. It responds to the political, economic, and social inequalities between Afghan men and women, and continuing gender-based discrimination and violence.

There are also signs of applying the HRBA programming principle, in particular with regards to capacity building of institutions in their role as duty bearers. As for mainstreaming conflict sensitive programming into UNDP projects, the CPD envisages integration of conflict sensitivity in relation to area-based approaches.

Other elements of the CPD which are in line with national priorities at the time of developing the CPD, and with the international development agenda, include supporting aid effectiveness through using national systems and sector-wide approaches; creating linkages between conflict, poverty, governance and community resilience; increasing regional and South-South cooperation; strengthening geographic and thematic targeting together with other UN agencies; targeting women and vulnerable groups including through collaboration with civil society and local communities; and mainstreaming conflict sensitivity in all projects. Overall, the CPD envisages a shift from security and stabilization to sustainable development and resilience to ensure its relevance in a transition context.

In rebalancing the programme and trying to contribute to transformational change under the Government's self-reliance agenda, the CPD reflects alignment with the 2013 QCPR and with the Rio+20 Outcome Document. With regards to the UNDP Strategic Plan (SP) 2014-2017, the CPD directly aligns with SP Outcomes 1 – 5.

3.1.1 Conclusions

Overall, the CPD narrative and results framework can be considered relevant to the context prevailing at the time of its formulation. Compared to the preceding UNDP CPD for Afghanistan, the CPD 2015 – 2019 has reduced the number of outcomes from seven to four and conveys increased coherence and clarity of results. All CPD outcomes and outputs are closely aligned with the global development agenda, in particular the 2013 QCPR and the Rio+20 Outcome Document, with UNDP´s mandate and corporate Strategic Plan 2014-2017, and with national priorities articulated in the ANDS 2008-2013 and the 22 NPPs. To ensure that increased CPD alignment and coherence is also reflected at project level, the Country Office conducted a number of alignment exercises in the first years of CPD implementation.

Despite general CPD relevance and alignment with global and national development priorities, the CPD does not seem to identify systematically the needs of institutions and people of Afghanistan and target specific vulnerable groups, apart from special attention to women. The CPD derives its results framework from the UNDAF outcomes which are based on the CCA 2014. While comprehensive, the CCA does not provide an in-depth analysis of the root and underlying causes of Afghanistan's development challenges. As a consequence, neither the UNDAF nor UNDP's CPD are able to project a distinct UN position that is based on clear evidence of priority development needs. The main rationale given for the selection of priorities in both, the UNDAF and the UNDP CPD, is their alignment with the ANDS and the NPPs which are themselves not based on in-depth analyses of development issues. Therefore, maximizing the relevance of the UN system and the UNDP CPD in Afghanistan would require comprehensive upfront investments in strong and fully disaggregated data and statistics across all programme pillars. This will provide the basis for a strong UN narrative, credible advocacy and evidence-based programming which targets the needs of the most vulnerable groups.

Investing in data and statistics as a basis for evidence-based UN and UNDP strategic positioning and programming in Afghanistan is closely linked to the need for further strengthening the human rights dimension in the CPD and the application of the HRBA to the CPD Results and Resources Framework (RRF) and its indicators. While CPD results show relatively strong emphasis on strengthening the capacities of institutional duty bearers, they could also identify more prominently the rights-holders as the beneficiaries of functioning and effective public institutions. In addition, disaggregation of targeted beneficiaries in the CPD results and indicators should not be limited to gender but include sex, age, geography, urban/rural, language, ethnic and other minority groups, IDPs/returnees, etc.

While a lack of data disaggregation and related targeting of development activities can also be seen at the level of the ANDS and the 22 NPPs, UNDP could have made more comprehensive efforts in specifying its intended target groups and ensuring that disaggregated data will be available to track progress in addressing their needs. In this regard, it is positive to note that, at project level, targeting vulnerable groups is sometimes accomplished by using special criteria for identifying project

beneficiaries. For example, eligibility for legal aid provided through UNDP´s Justice and Human Rights project is determined through a set of criteria which require targeting the most marginalized districts, women, etc.. UNDP also tries to identify the most effective legislation for targeting vulnerable groups, e.g. through family law, instead of labor law.

With regards to alignment with the UNDP Strategic Plan (SP) 2014-2017, linking to additional SP Outcomes might have put more emphasis on key dimensions of the CPD. In light of the growing importance of supporting the transition from relief to development, as well as building resilience (as highlighted in the 2013 QCPR), the CPD might have considered linking to UNDP Strategic Plan Outcome 6 "Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings", which fits with elements of the ANDS and the UNDAF.

Another key dimension of the 2013 QCPR and the UNDP Strategic Plan 2014-2017, in the lead up to the adoption of the 2030 Agenda for Sustainable Development and the SDGs, lies in strengthening partnerships and advocacy on key development themes and the global development goals. In this way the CPD could have placed more emphasis on leveraging UNDP´s distinct role and comparative advantage as an impartial convener of national policy debates and leading advocate for the global development agenda.

Specifically, the CPD might have considered programmatic linkages to UNDP Strategic Plan Outcome 7 "Debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with our engagement principles" which would cut across all four CPD outcomes. Programmatic activities linked to Outcome 7 of the UNDP Strategic Plan could have contributed to developing clear key messages about UNDP´s priorities and work in Afghanistan, and provided a strategic foundation for more coherent and effective communications and advocacy in relation to UNDP´s Country Programme overall, and its value addition to development in the Afghan context. While UNDP communications on specific themes and projects seems available and adequate, activities under Outcome 7 could have further strengthened the overall strategic positioning, thought leadership and relevance of the UNDP Country Office in Afghanistan, with positive effects on expanding partnerships and diversifying funding sources, one of the key aspirations of the CPD.

3.2 EVOLVING CONTEXT AND DEVELOPMENT PRIORITIES

3.2.1 Evolving Country Context

With the peaceful transition in 2014 to a new Government and the transfer of security responsibilities from ISAF to the Afghan National Defense and Security Forces, Afghanistan entered a new phase.

The departure of large numbers of foreign troops in 2014 has had a major impact on Afghanistan's security situation and its economic performance. In 2016, record numbers of casualties have been documented amongst civilians (over 11,000, including 3,498 deaths), Afghan Security Forces (21,000, including over 6000 deaths) and the Taliban (similar numbers as ASF).[2] Around 650,000 people were

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[2] Special report on the strategic review of the United Nations Assistance Mission in Afghanistan, August 2017

internally displaced by the conflict in 2016, while more than 620,000 refugees and undocumented individuals returned from Pakistan and Iran. So far in 2017, fighting in many parts of the country has further intensified, with 13,000 conflict incidents reported in the first nine months, more than five times the figure of 2008.[3] The continued deepening and geographic spread of the conflict and the dramatic rise in population movements in recent years has prompted a 13% increase in the number of people in need of humanitarian assistance in 2017, totaling 9.3 million. Unceasing displacement and exposure to repetitive shocks, including natural disasters, led to an increase in humanitarian response needs from USD405 million in 2015 to USD550 million in 2017.[4] At the same time, years of growing insecurity in Afghanistan have led to an expansion of nongovernment controlled territory and all regions of the country are now affected by the conflict. As many aid agencies avoid the risks of working in insecure and contested districts, the reach and impact of development assistance and humanitarian response in areas where needs are highest has been reduced.

In a context of decreasing central government administrative and security control over the country's 400 districts, the 2017 UN Secretary General´s Strategic Review concludes that "Afghanistan is not in a post-conflict situation, where sufficient stability exists to focus on institution-building and development-oriented activities, but a country undergoing a conflict that shows few signs of abating." In a context in which State legitimacy continues to be opposed by a Taliban insurgency that cannot be contained, a breakthrough in peace talks seems to be the best and perhaps the only single event which can stop the protracted crisis currently facing the country.

Meanwhile, economic growth, which averaged more than 9% during 2002-2013, fell to 1.4% for the period 2014-2016[5]. As a result, the poverty rate has increased from 36% in 2012 to almost 40%, meaning that almost 1.3 million people fell into poverty over this period. With Afghan refugees returning to the country and nearly 400,000 new job seekers entering the workforce annually, the already high unemployment rate continues to grow. Lack of security, rampant corruption and limited infrastructure continue to prevent the establishment of a healthy economy that creates jobs and provides much-needed revenue to the Government. Though Afghan State institutions continue to gain capacity, the Afghan State still relies heavily on the support from the international community, with more than 60% of the national budget financed by donors.

The current National Unity Government, established in September 2014 as a result of political compromise is experiencing internal tensions and disagreements which affect implementation of reforms. Despite progress in adopting new legislation, as well as sectorial strategies and policies to regulate and facilitate sustainable socio-economic and democratic development, major unresolved issues and gaps keep preventing their implementation. A fundamental constraint is that the President and other Government executives regularly interfere in the work of the judiciary and legislative branches, as well as in police work and anti-corruption investigations. The weak state and political institutions, which lack clear mandates and skilled staff, depend heavily on decisions driven by personal interests rather than accountability to citizens.

In spite of political tensions and growing security and economic challenges, the National Unity Government continued to pursue an ambitious reform agenda. In October 2016, it presented the new

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[3] OCHA, Humanitarian Bulletin, October 2017
[4] Humanitarian Response Plans for Afghanistan 2015 and 2017
[5] ADB, October 2017

Afghanistan National Peace and Development Framework (ANPDF) at the Brussels Conference on Afghanistan. At the conference donors pledged development aid of USD3.8 billion per year until 2020. Together with the Warsaw Conference, held in July 2016, in which the international community pledged USD3 billion over three years, the Brussels Conference reaffirmed the international community's commitment to help achieve Afghanistan's self-reliance in the Transformation Decade (2015-2024) and to create a political, social and economic environment which allows Afghanistan to consolidate peace, security and sustainable development.

Although the outcomes of both conferences should warrant effective continuation of international support to Afghanistan over the medium-term, it is worth noting that, of the total USD130 billion the international community has spent on Afghanistan since 2002 - and to which the United States has contributed about USD115 billion - about 50% was spent on security.

Figure 1:
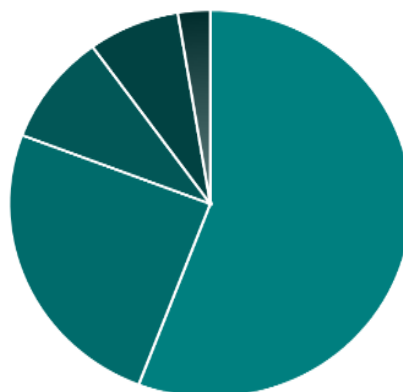
Source: US Special Inspector General for Afghanistan Reconstruction (Sigar), 2016

Against a backdrop of sustained international support to security, development and humanitarian assistance, latest World Bank figures point to a slight increase of Afghanistan's economic growth to 2.6% in 2017 and 3.2% in 2018, assuming no further deterioration in the security situation. Because of Government's improved tax administration and better compliance, revenue collection in the first eight months of 2017 increased by almost 13%, year-on-year, and is on track to reach the annual target.

In line with these positive developments, population confidence in the future of the country has also improved slightly in 2017, with 32.8% of Afghans saying their country is moving in the right direction,

reversing a downward trend that began in 2013. The rise in optimism is also reflected in more Afghans citing improvements in governance, women's rights, and the economy.[6]

That said, the Afghan Population Survey 2015 identified security, together with employment and lack of access to electricity, among the top needs of Afghan citizens. UNDP is already supporting each of the three priorities and well positioned to further expand and concentrate its programmatic engagement in those most critical areas.

3.2.2 New Development Agendas and "One UN" Request

The ANPDF 2017 - 2021 and the national development planning system that underpins it provide a new vision, direction and structure for all development assistance to Afghanistan. The ANPDF which represents a comprehensive framework emphasizes that Afghanistan's development is Afghan led and owned and that its implementation marks only the beginning of a long-term effort to achieving peace, security and prosperity. The ANPDF provides a new aid coordination structure through the establishment of Development Councils, each of which is responsible for one or more of the ANPDF's ten NPPs.

From a global perspective, the four years since the formulation of the CPD have seen the advent of the 2030 Agenda for Sustainable Development and the SDGs. In September 2016, the UN Country Team conducted an SDG mapping of both, the current UNDAF, and the national development framework (ANPDF and draft NPPs) that provided an important baseline for initial discussions on the UN's SDG support to Afghanistan. The Ministry of Economy, which has the lead function on the SDGs, is driving, together with the Ministry of Finance, the mainstreaming of the SDGs into the ANPDF and the NPPs.

These developments at national and international levels already provide a compelling rationale to review the original CPD theory of change and its key assumptions, and to examine the continued relevance of the four CPD outcomes and 11 outputs.

In addition, on January 30, 2017, President Ashraf Ghani met with the UN Country Team and requested the UN system to deliver as "One UN", and to ensure value for money and sustainability of results of its programmes, under the leadership of the Government.

"If the UN is to be more relevant to countries like mine, it must deliver as One UN. … . The inherited model of the UN agencies … should be subjected to the market test, namely value for money and sustainability of results in comparison to government, private sector and non-governmental modes of delivery."

President Ashraf Ghani
UN General Assembly Session
September 2017

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[6] The Asia Foundation, Afghanistan in 2017: A Survey of the Afghan People

The President's request triggered the drafting of the One UN – One Programme 2018-2021[7] which closely aligns the programmes of the UN agencies with the ANPDF and relevant NPPs. In addition, the draft document seeks to respond to specific concerns the President had voiced with regards to the UN's "value for money" and sustainability of its programme results in Afghanistan, transparent accounting for UN programme results and budgets, and the need for programme exit strategies.

The final draft of the One UN – One Programme document benefitted from active leadership and participation of UNDP senior management and contributions from the four UNDP Programme Units. It is based on a comprehensive review of the UN's work in Afghanistan which shows that 90% of the funds spent by UN agencies focus on five thematic areas: education; food security, nutrition and livelihoods; health; return and reintegration; and rule of law. An additional 1% of resources is dedicated to the UN's normative work, including human rights advocacy and protection, and promoting international agreements and standards.

A summary of the actual UNDAF expenditures for 2016 and 2017 in each of the six programmatic areas is presented in the table and graph below:

Figure 2:

|	2016	2017	2018
Education	34,479,435	47,426,535	42,230,000
Food	63,614,658	118,000,125	154,000,000
Health	144,860,221	169,864,046	169,000,000
Normative	8,033,961	6,345,966	8,800,000
Reintegration	279,399,309	164,768,604	233,974,902
Rule of Law	429,800,000	468,148,967	399,200,000
Total	**$960,187,584**	**$974,554,243**	**$1,007,204,902**

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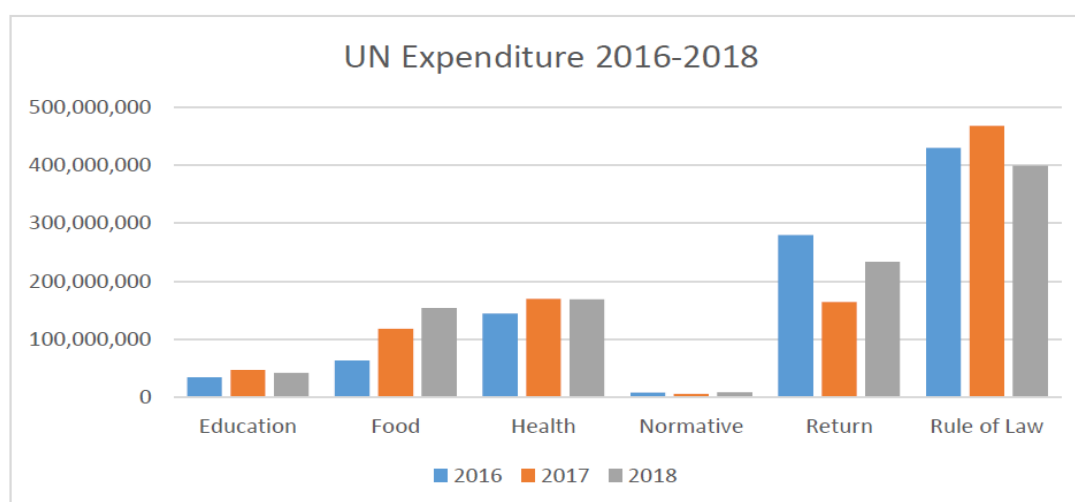
[7] The final draft of the "One UN – One Programme" was submitted to the President at the time of the MTR, November 2017.

In confirming that the UN's comparative advantage in Afghanistan lies predominantly in these six thematic areas, UN agencies together with Government counterparts identified where and how the work of UN agencies in these areas contributes to outcomes the NPPs strive to achieve.

UNDP's programmatic activities and projects are reflected in all thematic areas except education. The bulk of UNDP's programming and budget for the period 2016-2018 falls under the area of Rule of Law, with a total of USD1280.2 million (USD1182 million for LOTFA police payroll administration and USD98.2 million for other governance and rule of law activities), followed by USD59.1 million for Health, USD49 million for Food Security, Nutrition and Livelihoods, and USD5.6 million for Return and Reintegration. The draft One UN –One Programme does not specify a UNDP budget for the thematic area "Normative".

Figure 3:
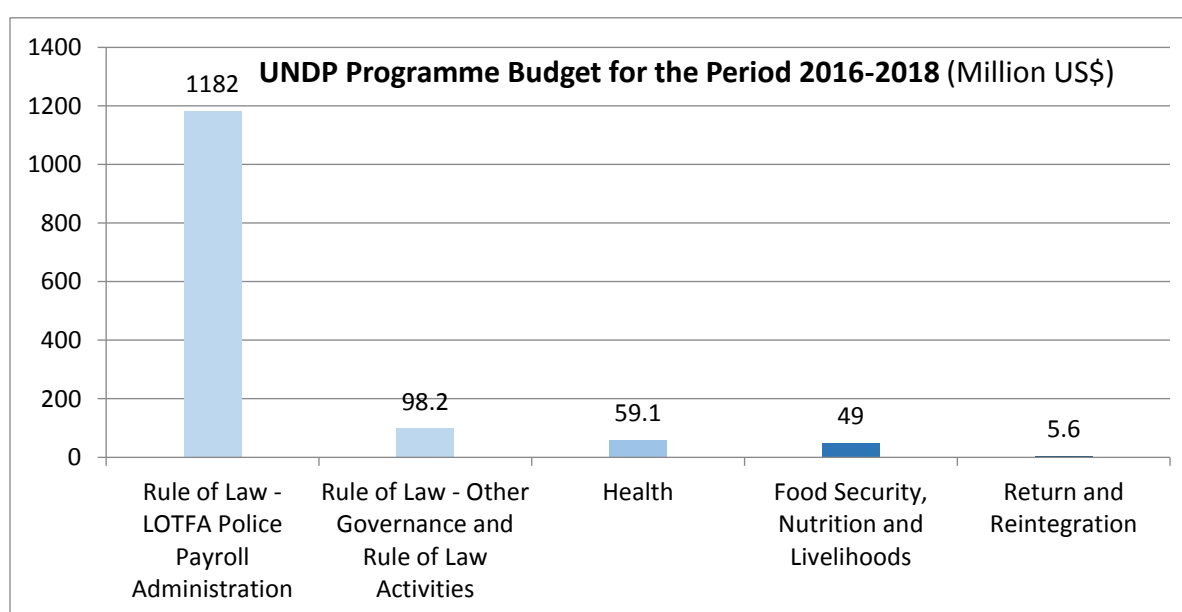
3.2.3 Global Fund projects

Since 2015, UNDP Afghanistan serves as the Principal Recipient of four Grants of the Global Fund to Fight HIV/AIDS, TB and Malaria: HIV, TB, malaria and health system strengthening. The Global Fund has partnered with UNDP since 2003 in countries facing complex challenges to ensure that grants are implemented and services delivered. This partnership focuses on implementation support, capacity development and policy engagement.

The Global Fund portfolio 2015-2017 with a budget of USD47 million is fully aligned with the National Health Policy and Strategic Plan 2015-2020 of the Ministry of Health. It also corresponds directly to Outcome 3 of the UNDP Strategic Plan 2014-2017, "Countries have strengthened institutions to progressively deliver universal access to basic services". Given that implementation of the Global Fund projects only started in April 2015, UNDP Afghanistan was not able to adopt the UNDAF Outcome that includes health sector programming as one of the CPD Outcomes. Instead, the Global Fund portfolio was

subsumed under CPD Outcome 1 (equals UNDAF Outcome 5), "Improved legitimate, transparent and inclusive governance at all levels that enables progressive realization of human rights".

While the Global Fund projects have strong linkages to governance and public sector reform, the revised CDP should adopt the health-related outcome in the new One UN-One Programme framework as an additional CPD outcome and link it to the new UNDP SP 2018-2021.

3.2.4 New UNDP Strategic Plan 2018 – 2021

"The [new Strategic] Plan envisions UNDP as an open platform - just as much as a policy advisor and service provider – and it is this convening role among partners and stakeholders that is new and exciting.

Achim Steiner, UNDP Administrator
Special Session of the UNDP/UNFPA/UNOPS Executive Board
November 28, 2017

The new global UNDP Strategic Plan (SP) 2018-2021 derives its rationale from the General Assembly resolution 71/243 of 21 December 2016 on the Quadrennial Comprehensive Policy Review (QCPR) which establishes guidelines for operational activities of the UN development system in the period 2017-2020.

UNDP has closely aligned the SP 2018-2021 with the QCPR guidance. Any revision of the UNDP Afghanistan CPD has to adopt the SP's vision, strategic priority themes and Integrated Results and Resources Framework (IRRF).
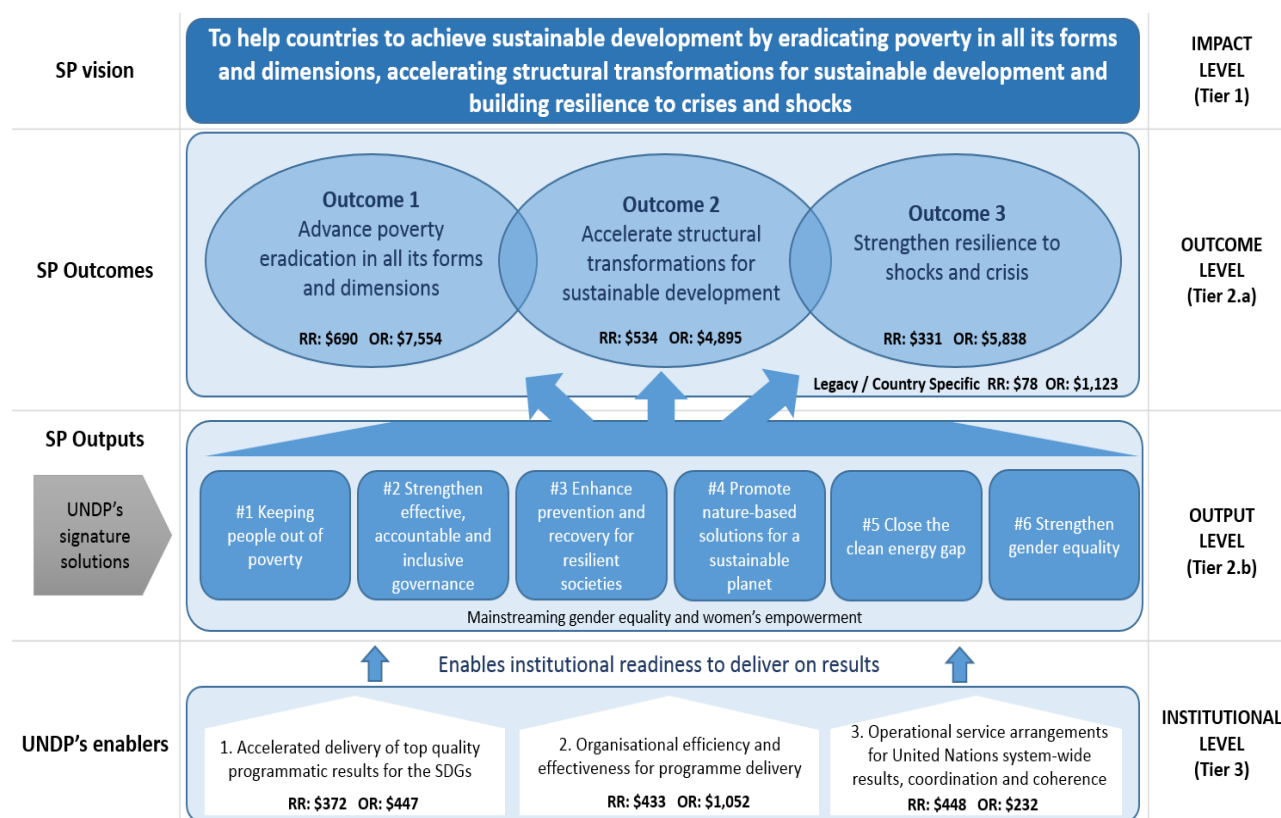
Taking its cues from the QCPR, the SP centers squarely on alignment with the 2030 Agenda, committing UNDP to mainstream the SDGs and to contribute to poverty eradication as UNDP's "number one" programme priority. The SP focuses on reaching the furthest behind first. Consequently, it prioritizes data collection to identify those left behind and design targeted interventions to reach them. A package of six SP signature solutions can be used to tackle the inter-connected nature of development challenges such as poverty, climate change, inequality and vulnerability, and to work in a more integrated manner with other UN agencies and development partners. In this regard, the SP defines the key role of UNDP as an "integrator" who can bring all relevant partners together and help countries "connect the dots" on the most complex development challenges. In line with the QCPR and the 2030 Agenda, the SP also focuses on partnerships and multi-stakeholder engagement to produce the required leverage for achieving the SDGs. Finally, the IRRF of the SP 2018-2021 relies on SDG indicators at impact and outcome levels.

The IRRF has a simplified structure over preceding SP cycles (see Figure 4 below). Concretely, the number of outcomes has been reduced from 7 to 3, and the number of outputs from 38 to 27. Overall, the IRRF has 56 output indicators compared to 93. The three key development challenges identified in the SP narrative are directly captured in the three IRRF outcomes. Contributions from the six SP signature solutions are broken down further into outputs which support the achievement of outcomes

in an inter-connected manner, thus reflecting the integrated, mulit-dimensional nature of the 2030 Agenda.

In addition, alignment between the IRRF and CPD RRFs will be simplified, with a focus on M&E at CPD (rather than individual project) level, thus saving time and effort, raising the quality of evidence and improving learning.

Figure 4: IRRF STRUCTURE OF THE STRATEGIC PLAN 2018-2021

SP vision	To help countries to achieve sustainable development by eradicating poverty in all its forms and dimensions, accelerating structural transformations for sustainable development and building resilience to crises and shocks	**IMPACT LEVEL (Tier 1)**
SP Outcomes	**Outcome 1** Advance poverty eradication in all its forms and dimensions — RR: $690 OR: $7,554 / **Outcome 2** Accelerate structural transformations for sustainable development — RR: $534 OR: $4,895 / **Outcome 3** Strengthen resilience to shocks and crisis — RR: $331 OR: $5,838 / Legacy / Country Specific RR: $78 OR: $1,123	**OUTCOME LEVEL (Tier 2.a)**
SP Outputs — UNDP's signature solutions	#1 Keeping people out of poverty / #2 Strengthen effective, accountable and inclusive governance / #3 Enhance prevention and recovery for resilient societies / #4 Promote nature-based solutions for a sustainable planet / #5 Close the clean energy gap / #6 Strengthen gender equality — Mainstreaming gender equality and women's empowerment	**OUTPUT LEVEL (Tier 2.b)**
UNDP's enablers	Enables institutional readiness to deliver on results — 1. Accelerated delivery of top quality programmatic results for the SDGs RR: $372 OR: $447 / 2. Organisational efficiency and effectiveness for programme delivery RR: $433 OR: $1,052 / 3. Operational service arrangements for United Nations system-wide results, coordination and coherence RR: $448 OR: $232	**INSTITUTIONAL LEVEL (Tier 3)**

-Note: Resources are in millions of US Dollars, RR-Regular Resources and OR-Other Resources.

In addition to alignment with the 2030 Agenda, the SP 2018-2021 also puts special emphasis on the following QCPR priorities: National ownership and leadership, with a focus on capacity building and "whole of government" and "whole of society" approaches essential for achieving transformational change; South-South and triangular cooperation; Gender equality and women's empowerment; Partnerships, including with financial institutions and the private sector; Increased collaboration and harmonization of programming instruments with UNICEF, UNFPA and UN Women; Results-based management, monitoring and reporting on the basis of a strategic and flexible IRRF.

3.2.5 Conclusions

3.2.5.1 A New Narrative for UNDP Afghanistan

The 2017 UN Strategic Review of the United Nations Assistance Mission in Afghanistan[8] has noted that "United Nations development activities need to be aligned closely with the Afghanistan National Peace and Development Framework while reflecting the global objectives of the United Nations, in particular the 2030 Agenda for Sustainable Development." While the draft One UN – One Programme 2018-2021 shows a strong collective effort by all UN Country Team members, including UNAMA, to align their programme activities with the ANPDF and the NPPs, the reflection of global UN objectives, in particular the 2030 Agenda and the SDGs, is much less prominent.

The draft One UN-One Programme document does make some general references to the 2030 Agenda and to specific SDGs under the six thematic areas of UN engagement. Its narrative also responds effectively to the President's requests for alignment, transparency and accountability. However, the draft document lacks an overall value proposition, vision or mission statement of the UN system in Afghanistan. Specifically, it does not articulate the UN's unique role and value added in supporting the implementation of the 2030 Agenda. It also falls short in explaining how the UN will work in a more integrated manner across peace, security, development and humanitarian assistance, and how it will create synergies between its six thematic areas of programmatic engagement, let alone how it intends to support Government in implementing the 2030 Agenda across its multiple dimensions.

By not using the unique opportunity of the President's request to deliver as One UN to explicitly re-position the UN system and articulating its distinct role as the Government's primary partner in the implementation of the 2030 Agenda and the SDGs, the draft One UN-One Programme document fails to make a strong business case for the UN system in Afghanistan. In limiting the revision of the UN's programmatic offer mainly to alignment with national priorities and increased financial accountability, the UN development system in Afghanistan presents itself indistinguishable from any other development partner. With regards to alignment and sharpening the UN's programmatic focus, the draft One UN-One Programme states that "hard choices had to be made" in concentrating the UN's programmatic assistance on those areas where it has a comparative advantage in technical capacity and resources, and where it has added the most value in the past. However, the draft document does not give examples of areas, issues or development themes that have been dropped from the UN's long list of development operations in Afghanistan.

The ANPDF 2017-2021 explicitly recognizes that ensuring peace and security, ending poverty and achieving self-reliance "will take longer than a single generation", and that the ANPDF only marks "the beginning of a long journey to prosperity". This long-term vision of the Government provides the UN Country Team – and UNDP – with an excellent opportunity to attain a distinct role and position within the international development community in Afghanistan as the lead partner in realizing the vision and goals of the 2030 Agenda.

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[8] UN Secretary General Special Report on the Strategic Review of the United Nations Assistance Mission in Afghanistan, August 2017

With regards to UNDP Afghanistan, its strong service delivery orientation over many years has lowered UNDP´s profile and capacity in Afghanistan to provide high-level strategic advice to the Government and donor partners. In spite of excellent contributions, such as National Human Development Reports, UNDP in Kabul is still primarily perceived as a service provider and has not fully leveraged its mandate to influence national policy and programmatic choices, including the formulation of the ANPDF and the NPPs. The current portfolio mix of supporting central and sub-national government institutions as well as a growing number of livelihood and resilience-based activities at local level has made it challenging for UNDP Afghanistan to rewrite its narrative and to project a clear and strong identity and value proposition to external partners and audiences. Even within the UNDP Office, it seems difficult for some staff members to articulate the distinct role and value of UNDP in the current country context.

At the same time, the new global development agenda, with its broad and integrated framework, constitutes an excellent opportunity for UNDP globally, and for the Afghanistan Country Office – which represents UNDP's unique track record as campaign manager and score-keeper of the MDGs, and its role as advisor on the MAPS approach to achieve the SDGs – to project a new UNDP identity. UNDP Afghanistan can re-write its narrative by spearheading the 2030 Agenda for Sustainable Development and the SDGs.

The SDG project launched in early 2017 already provides technical assistance to the Ministry of Economy in localizing the SDGs. That said, beyond this narrow technical focus, the SDG agenda could become the central rationale and long-term vision for UNDP's presence in Afghanistan.

The new UNDP Strategic Plan 2018-2021 – which derives its vision and three SP outcomes - poverty eradication, structural transformation and building resilience – directly from the 2030 Agenda, provides a strong foundation in this regard. It can help sharpen the profile and image of the UNDP Afghanistan Country Office through targeted investments in policy advice, advocacy and proactive convening of partners on key development issues that are central to the 2030 Agenda while, at the same time, reviewing and aligning the CPD narrative and outputs with the theory of change and results of the IRRF 2018-2021. This approach also corresponds to the conclusions of the 2016 Strategic Programme Review of the UNDP Afghanistan Country Programme which recommends "an intensification of the incipient mindset change in the Country Office from introverted and insular implementer-of-last-resort to extrovert facilitator of change and impact with a multitude of domestic and external partners through opening doors to collaborative arrangements with partners (UN-agencies, CSOs) which can increase development impact in a synergetic way."

3.2.5.2 Leaving No One Behind

Concretely, the revised UNDP CPD for Afghanistan and its results and M&E framework should use the paramount principle of "leaving no one behind" [9] (LNOB) as its central reference point. As a foundation and yardstick for UNDP programming in Afghanistan, LNOB - together with the other related principles of the 2030 Agenda - can help strengthening the CPD's rationale, relevance and programmatic choices.

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[9] In full, the principle reads „leave no one behind and reach those furthest behind first"

To operationalize LNOB and achieve effective targeting of the most deprived populations demands strong investments in producing disaggregated quality data and statistics across all programme areas of the UN system in Afghanistan. In leading on the 2030 Agenda, UNDP could rally other relevant UN agencies around a flag-ship joint programme in support of building national capacities, especially with the Central Statistics Office, for the production of quality data. Gender mainstreaming and women empowerment constitutes an area of particular concern where strong investment in quality data is needed to support political empowerment of women and produce a regular comprehensive report on the "Status of Women in Afghanistan".

The increased focus on data and statistics, as well as targeting the most vulnerable people, should also help UNDP to apply more consistently the HRBA and conflict sensitive programming which both rely on contextual and conflict-specific evidence, including in relation to identifying the root causes of conflict and non-fulfillment of human rights. In view of the growing instability and conflict in recent years, and with UNDP's increasing focus on local-level development and resilience-building, investing in project-level conflict analyses seems essential to avoid doing harm and contributing to the conflict. If stand-alone exercises are not possible, conflict analyses can be done in conjunction with needs and vulnerability assessments, as well as more general context analyses.

More generally, substantial additional investments in data and statistics, including through baseline assessments, surveys and diagnostic studies, could make UNDP's programming in Afghanistan more needs-driven, strategic and proactive. In this regard, it is very positive to note, for example, that the UNDP Rule of Law and Human Security Unit is planning to make priority investments in surveys and assessments to gain a basic understanding of the current police and prison infrastructure, training centers, etc..

Overall, a strong national evidence base, supported by UNDP in close collaboration with other UN agencies, constitutes a pre-requisite – and could be a "game changer" - for moving the international community from largely supply-driven development to efficient, effective and targeted interventions that address structural barriers and root causes, and contribute to long-term sustainable development solutions.

While UNDP Afghanistan's strategy to focus programming on six areas - Governance, Rule of Law, Livelihoods, Environment, Gender and Health - should remain adequate in the medium term, programming under the CPD will have to be aligned more closely with specific themes and SDGs that are emphasized in the ANPDF and the NPPs. In addition, programming could consider SDGs that are only partially addressed in the national development agenda yet constitute priority issues for sustainable and inclusive development. As such, the following thematic areas could be explored or further strengthened in a revised CPD:

o **Inequality (SDG 10) and Data:** Afghanistan, in spite of considerable economic developments over the last one and half decades, still remains one of the poorest countries where about 40% of the population lived under the poverty line. While the annual GDP rate grew considerably over many years, the Gini index increased from 29.7% in 2007-8 to 31.6% in 2011-12 which remarks a widened gap between living standards of the poor and the rich, including a growth in income inequality.

> *"[Inequality is] one of the most corrosive forces to national cohesion, peace and global security."*
>
> Achim Steiner, UNDP Administrator
> December 2017

At the same time, lack of systematic analyses of root and underlying causes of development challenges and conflict – which directly affect the quality and effectiveness of the ANPDF and the current UNDAF - makes it very challenging to ensure efficient and effective targeting of those population groups that are left behind. Therefore, UNDP should make deliberate and substantial investments to achieve solid disaggregation of data across all results in the CPD RRF, thus making sure who is benefiting in terms of sex, age, geography, migratory status, etc.. Increased investment in data will also strengthen the HRBA to programming across the CPD, as well as evidence-based UNDP communications, advocacy, and resource mobilization.

o **Climate Change and DRR:** As a country that is most vulnerable to climate change, Afghanistan faces an adaptation deficit and urgently needs enhancement of adaptation measures and strategies in all sectors.[10] However, national development plans only refer to climate change in respect to agriculture. A revised CPD could further strengthen broad-based programming in reference to climate change and DRR related goals, including SDG 7 (affordable and clean energy), SDG 13 (climate action), SDG 15 (life on earth) and others.

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[10] Afghanistan: Climate Change Science Perspectives, December 2016, National Environmental Protection Agency (NEPA)

Investing in prevention and preparedness and building the foundations for peace is crucial in the Afghan context. Integrated early warning and early action systems to address the multiple and interconnected conflict, climate, disaster and health risks are effective ways towards achieving sustainable development and peace.

o **Urbanization:** Both the ANPDF and NPPs**,** including NPP 9 (Urban Development Program), show a very strong emphasis on SDG 11 (sustainable cities and communities). Afghanistan has experienced unparalleled growth of the urban population due in part to the organized return of refugees as well as voluntary and/or forced migration to urban areas in search of better livelihoods and increased security. Internal migration to cities is putting a significant strain on the ability of urban authorities to provide services such as water, waste management and sanitation, and the rate of population inflows is outpacing growth in the urban economy needed to generate new jobs.

However, the current UNDAF and CPD are not focusing on urbanization which represents a key area for impacting various SDGs while also linking to humanitarian work with returnees and IDPs. As such, UNDP should further explore this theme both, to identify programmatic activities under the CPD, as well as approaches for joint programmatic engagement with other UN agencies and development partners.

o **Employment and Private Sector Development:** These areas are considered critical NPP priorities and correspond to the ANPDF´s strong emphasis on creating jobs and livelihoods. Government prioritizes private sector investment in the extractives sector, based on NPP 10 (Private Sector Development Program). While this is not reflected explicitly in the draft One UN-One Programme 2018 – 2021, The UNDP CPD does make reference to the extractive industry and the UNDP Country Office should be well positioned to further engage in this area to strengthen the governance of the extractive sector, avert its environmental impact and ensure community involvement. Helping to ensuring transparent and development-oriented mining, oil and gas projects also contributes to peace through containing violent conflict caused by the very high rents and negative environmental and social impacts of mining activities. The Afghanistan NHDR 2018 on Extractive Industry and Human Development provides a distinct opportunity to establish a national dialogue on the role of the extractive industry with a wide range of national and international stakeholders.

Another area for future UNDP programming could be the growing ICT and telecommunications sector, as well as engagement with innovative investors and companies to pilot new ideas and approaches for business development across a range of urban economic sectors. These new sectors can attract the growing number of urban youth who need decent work opportunities in order to have longer-term life perspectives in Afghanistan and not drift towards violence and extremism.

o **Resilience building:** In recognizing that effective service delivery through central government capacities will take time, UNDP could further increase its support in building local community resilience. One way to leverage UNDP's programming lies in creating synergies between UNDP's projects supporting local livelihoods and resilience with the local governance project (LOGO)

which lends itself more broadly to engage a number of UN agencies around the provision of basic services and other development-oriented activities.

Apart from strengthening the thematic relevance of the CPD in the current national and global development context, programmatic investments in the above mentioned areas would also help strengthen the balance between the established rule of law and governance project portfolios - which make up the lion share of UNDP's delivery, even with the exclusion of the LOTFA projects (see Figure 3 above) - and the more development-oriented themes around livelihoods, environmental sustainability and resilience.

4. EFFECTIVENESS

This section assesses the effectiveness[11] of the CPD, with a focus on assessing progress in achieving CPD results since the start of implementation in January 2015, as well as opportunities for further strengthening the development effectiveness and impact of UNDP's programmatic engagement.

4.1 CPD Progress and Achievements

4.1.1 UNDP Afghanistan Results Monitoring System

Progress and achievements of each project under the CPD are captured on a quarterly basis through the UNDP Afghanistan Results Monitoring System which is a "home-grown" excel-based tracking system managed by the Programme Strategy and Results Team (PSRT)[12]. Most CPD outcomes and outputs meet the requirements of baselines, indicators and targets as a basis for systematic tracking and reporting.[13]

The Results Monitoring System follows the UNDP Country Office decision to cluster all UNDP projects into six thematic areas: Governance, Rule of Law, Resilient Livelihood, Gender, Environment & Climate Change, and Health. It uses a traffic light system to track reporting against each of the 292 project output indicators. As of November 26, 2017, the overview table shows the following status:

Figure 5:

Programme Area	Total Outputs	Total Indicators	On-track	Off-track	N A	Not Reported	Comments
Governance	19	80	33	22	1	24	
Rule of Law	14	69	49	12	8	0	
Resilient Livelihoods	12	64	25	11	10	18	
Gender	1	22	11	7	2	2	
Environment & CC	2	14	13	1	0	0	
Health	4	43	0	0	0	43	
Total	**52**	**292**	**131**	**53**	**21**	**87**	

In close collaboration with the project teams and UNDP programme units, the PRST makes sure all indicators, which correspond to project outputs as stated in the AWPs, have baselines, targets and available date for tracking progress and achievement of results. In case an indicator becomes obsolete or can otherwise not be reported on, projects can qualify the indicator as not applicable (NA) and replace the indicator (see NA column in Figure 5). A number of indicators are reported off-track because

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[11] Effectiveness: "The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance." (OECD DAC Glossary of Key Terms in Evaluation and Results Based Management)

[12] The PSRT serves as custodian of the UNDP POPP, assisting all programme units in project development, quality assurance, monitoring and reporting, closure of projects in ATLAS, etc.

[13] Some indicators, such as Indicator 1.1., which refers to "IPU benchmarks" that do not exist, need to be revised.

new projects often start at a later stage during the relevant reporting year. That said, indicators reported off-track are followed up closely with UNDP Programme Units and the concerned projects to understand and address the causes for slow or no progress during the reporting period. Indicators that appear as not reported are usually reported on at a later stage. For some projects these delays in reporting are now addressed through following new SOPs introduced in 2017. For the indicators falling under Health, the reason they are not yet reported on for the 3rd quarter lies in the fact that the Global Fund portfolio, for which UNDP serves as the Principal Recipient of grants, uses its own reporting system, which can cause a slight delay. For LITACA, a cross-border project with Tajikistan, the primary reporting line is with UNDP Tajikistan which also causes a slight delay in reporting under the UNDP Afghanistan Results Monitoring System.

The Results Monitoring System has significantly strengthened regular and consistent reporting across all UNDP projects and provides an effective basis for ATLAS-based reporting and for linking project results to the global IRRF. That said, both the corporate ATLAS system, and the local Results Monitoring System do not directly track CPD outputs. Also, the corporate UNDP ROAR format only asks UNDP Country Offices to provide narrative progress reports on CPD outcomes and outputs, not specific progress updates against the CPD indicator framework.

The prevalent attention to project-level results and reporting undermines the significance of the CPD as the overarching medium-term strategy and results framework for all UNDP Afghanistan programmes and projects. Not tracking CPD outputs regularly during the multi-year implementation cycle risks weakening UNDP's strategic direction and programmatic coherence over time. Importantly, while detailed project reporting remains crucial to satisfy donor requirements and establish strong accountability at project level, the lack of aggregation at CPD output level makes it more challenging for the UNDP Country Office to account for its overall programmatic contribution, and to articulate a clear and cogent narrative about UNDP's value addition in Afghanistan.

4.1.2 CPD Performance to Date (2015-2017)

In the first two years of CPD implementation, 2015 and 2016, the Country Office reported progress against CPD Outputs, not against the four CPD Outcomes. This is in line with prevailing practice given that outcomes have a longer-term horizon and begin to materialize on the basis of significant progress or full achievement of UNDP outputs, together with contributions from other UN agencies and external partners. While these reports, such as the 2015 and 2016 ROARs, were not systematically measuring progress against the CPD RRF indicators, it seems evident that UNDP Afghanistan has not only made significant progress against project-level outputs but also towards the achievement of CPD Outputs and Outcomes. This is also confirmed through a number of independent project MTRs and evaluations performed during the current CPD cycle, including the ISCPA Midterm Evaluation, APRP Final Evaluation, Biodiversity and CCAP MTRs, LOGO MTR, etc..

Under **Outcome 1,** *Improved legitimate, transparent and inclusive governance at all levels that enables progressive realization of human rights*, UNDP is currently implementing projects focused on elections, gender, parliament, local governance, SDGs and peace-building (support to the High Peace Council), as well as Global Fund projects responding to Malaria, TB and HIV/AIDS. Since 2015, UNDP continued to strengthen legislation, institutional capacities and accountability as well as service delivery. Elections assistance resulted i.a. in the revision of the electoral law and appointments of new IEC/IECC

commissioners. In the context of supporting the IDLG, UNDP contributed to the finalization of the sub-national governance policy and a number of provincial development plans.

The Local Governance (LOGO) project has been crucial in this regard and will remain of utmost importance to strengthen the linkages between central-level planning and policy, and down-stream interventions that meet the needs and expectations of local communities. Specifically, LOGO should be of major importance to the success of the large-scale Citizen's Charter, a NPP which aims to give a major boost to local service delivery in health, education, water and sanitation, agriculture and energy. Specifically, LOGO will have to ensure that local governments are able to implement the Citizen's Charter effectively. In order to increase the effectiveness of LOGO, the project could invest in comprehensive diagnostics to fully understand the local governance systems at municipal level, and to take into account the programmatic activities and lessons of other development partners.

Transparent and effective functioning of Parliament has i.a. been strengthened with the finalization of the Parliament Reform Action Plans and the drafting of the Parliamentary Service Act, as well as through capacity strengthening of the Gender Directorates of both Houses. The effectiveness and sustained impact of the "Institutional Capacity Support to Parliament of Afghanistan" (ICSPA) Project under the CPD Governance Outcome will, to a large extent, depend on the passing of the Parliamentary Service Act which constitutes the legal foundation for establishing a sustainable human resource base and ensuring the autonomy of parliament staff from the executive branch. Given the crucial importance of this step in building and sustaining institutions that are essential to help transition Afghanistan out of its protracted crisis, UNDP, together with the UN political mission and other key development partners, should use any arising opportunities to leverage its impartial role, convening power and privileged access to the highest levels of Government for proactive engagement with the President towards supporting the passing of the Parliamentary Service Act.

In support of the High Peace Council, UNDP assisted i.a with the drafting and launch of the Afghanistan National Peace and Reconciliation Strategy in 2017. The SDG project contributes to CPD Output 3, *Capacities of national and local institutions strengthened through improved assessment, planning and budgeting to respond to development priorities, especially of the most vulnerable and women*. In 2017, the project helped in strengthening institutional capacities of the Ministry of Economy (MoE) so it can effectively perform its leading role in the rollout of the SDGs in Afghanistan, starting with a revision of the MoE's internal structures. UNDP also assists the MoE in the nationalization of the SDGs and in aligning the localized SDGs with the national development strategies, planning and budgeting process. The Global Fund achieved results in health systems strengthening, essential infrastructure and medical supplies.

Under **Outcome 2,** *Trust in and access to fair, effective, and accountable rule of law services is increased in accordance with applicable international human rights standards and the Government's legal obligations,* LOTFA provided payment to almost 150.000 police officers and close to 6000 prison and detention center officers in all 34 provinces, enabling the Ministry of Interior Affairs (MoIA) to maintain a growing ANP force across the country. Capacities of the MoIA were strengthened to allow for a gradual takeover of payroll management from UNDP, however, negotiations with donors have not yet determined when and how a transition could take place. In 2017, UNDP has been able to make progress in identifying "ghost workers" on the LOTFA payroll which should result in overall savings of USD7.5 million.

Together with efforts to support a broader set of institutions and thematic areas under Rule of Law, and to strengthen linkages and coordination between them - in particular across the justice sector - UNDP is currently working on establishing LOTFA as a UNDP administered multi-donor trust fund which can be used to fund a more comprehensive project portfolio in support of security reform and access to justice.

The MPD project, which aims at strengthening community-oriented policing has supported the establishment of community policing units across the country and improved police-community relations and trust in the police through awareness raising and outreach campaigns. It also contributed to increasing the efficiency and effectiveness of the MoIA through business process reengineering in a number of departments. In line with the MoIA's strategic plan to increase the number of female police to 5,000 by the year 2020, the project trained 250 female police cadets in Turkey in 2016, bringing the total number of female police to over 3000.

Other results include completion of a Human Rights Due Diligence Assessment, and a review of the Police Legal Framework to conform to human rights and gender standards. Access to justice was in particular increased for women victims of GBV, including through a pilot court dedicated to GBV cases, and through a legal aid grant facility supporting vulnerable women.

Under **Outcome 3,** *Economic growth is accelerated to reduce vulnerabilities and poverty, strengthen the resilience of the licit economy and reduce the illicit economy in its multiple dimensions,* UNDP has been diversifying and deepening its programming to strengthen sustainable livelihoods, resilience building and environmental conservation. In 2015 through GEF, UNDP supported community based organizations to develop local plans to conserve animal and plant life in protected areas, and regulate sustainable land use while mitigating land degradation. At policy level, UNDP supported the National Environmental Protection Agency to prepare the Afghanistan Climate Change Strategy and Action Plan and the Afghanistan National Adaptation Plan.

By supporting the Afghanistan National Disaster Management Authority (ANDMA) and the Ministry of Rural Rehabilitation and Development (MRRD) to prepare an Early Recovery Needs Assessment and a Recovery and Rehabilitation Plan, UNDP contributed to developing the capacity of these two institutions. Through the GEF funded Small Grant Programme (SGP), UNDP improved access to clean energy through the provision of solar cookers and heaters. The establishment of a tourism center in a protected area helped promote biodiversity conservation and increased income for the local population. In 2016, tourism facilities created with UNDP support attracted about 150.000 tourists. Under the Natural Area-based Development Programme (NABDP), UNDP helped improve the livelihoods of about 1.1 million rural women and men and promoted equitable access to natural resources and affordable energy. Natural disaster mitigation projects contributed to increased community resilience to climate change and protected 577 hectares of agriculture land. Women empowerment projects were instrumental in enhancing the social status of rural women through vocational training.

The Ministry of Agriculture, Irrigation and Livestock (MAIL), with UNDP support, introduced drought resistant crops, and built food storage facilities and greenhouses benefiting 1,314 households and diversifying livelihoods for 197 people (152 women). Other projects benefited 15,346 people to better manage water resources. As a result of biodiversity projects, protected area coverage increased to 118,000 ha. Training workshops under the SGP targeted youth and 30 CSOs in select provinces to raise awareness on environmental protection issues. With UNDP support, MRRD was able to complete nine infrastructure projects in transportation, agriculture and irrigation and marketing that benefitted

approximately 12,000 households. In 2016, UNDP supported the development of the Rural Renewable Energy Policy as a basis for renewable energy interventions. The Afghanistan Sustainable Energy for Rural Development (ASERD) project trained 220 civil servants, private sector and research institutes, in renewable energy technologies. Under ASERD, UNDP helped establish a business model for renewable energy that improves quality control and sustainability of future energy projects. In addition to providing equipment, ASERD supported Kabul University in the use of its renewable energy lab and enabled an exposure visit to India for 20 engineers to attend lectures and exchange knowledge on renewable energy developments with their Indian counterparts.

In 2017, the USD 120 million Support Afghanistan Livelihoods and Mobility (SALAM) joint programme between UNDP, ILO and UNHCR, implemented in collaboration with the Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD), has started to develop integrated and coherent national policies and frameworks for a labor market in a crisis and protracted conflict context. SALAM engages the private sector and other partners in creating durable solutions for returnees, refugees, and IDPs, with focus on livelihoods, job creation, business and entrepreneurship. The project serves in bridging short-term humanitarian assistance with longer-term sustainable development activities and seems well designed and positioned to address the massive challenges of large-scale regular migration and reintegration of returnees.

Under **Outcome 4,** *Social equity of women, youth and minorities and vulnerable populations is increased through improved and consistent application by Government of principles of inclusion in implementing existing and creating new policies and legislation,* Government capacity was enhanced to address women's rights, resulting in the implementation of a number of CEDAW recommendations. Areas of strengthened capacity include monitoring and oversight, as well as enforcement of legislation against discrimination. UNDP also supported Gender Responsive Budgeting (GRB) within the Ministry of Finance, including the development and introduction of a GRB Strategy and gender sensitive Ministry budgets. UNDP supported the Ministry of Women's Affairs (MOWA) to develop a gender policy review kit, review sectorial strategies to ensure the integration of gender priorities into national policies. In order to improve access to gender-disaggregated data, MOWA was supported to develop an online National Action Plan for Women in Afghanistan (NAPWA) monitoring database that is able to produce an evidence-based NAPWA report.

As part of its contribution to CPD Output 9, UNDP supported the revision of six policies and strategies, including the Local Governance Policy, IDLG Gender Strategy, Strategic Plan of Ministry of Education, Family Law, Education Policy and Civilization Roadmap to incorporate gender equality considerations. UNDP also supported the Supreme Court in the establishment of an Elimination of Violence Against Women (EVAW) court which has received more than hundred cases and issued verdicts in the majority of them. With regard to building the capacities of key institutions and women constituencies on gender equality and women's rights, as well as gender mainstreaming in government policies and plans, UNDP supported numerous training activities for public officials and gender focal points, including at provincial level, as well as the sensitization of 153 religious leaders on women rights.

The "Enhancing Gender Equality and Mainstreaming in Afghanistan (EGEMA)" project, which was initiated in April 2016, is the central UNDP programmatic initiative on gender under the current CPD. In using good practices and lessons from previous UNDP gender projects (GEP I &II) EGEMA focuses on establishing MOWA as a relevant, effective and sustainable government entity. Despite considerable

progress in establishing GMWE as a national priority agenda, UNDP's programmatic efforts and thought leadership should be strengthened further, especially to increase women's equal and active political participation beyond what often appears as symbolic representation. With regards to UNDP's policy advisory role and strengthening advocacy on gender equality, UNDP could promote the publication of a periodic report on the "Status of Women in Afghanistan", in close collaboration with other UN agencies. This initiative should be backed with targeted investments in relevant data and statistics which are still showing significant gaps in the gender domain.

4.1.3 Considerations for the way forward

Overall, UNDP Afghanistan has made significant progress in achieving project results in support of the four CPD Outcomes and corresponding CPD Outputs. Figure 6 shows substantial investments over the period 2015-2017 in each of UNDP's programme areas.

Figure 6: Overall CPD Delivery per Programme Unit 2015-2017 (million USD)

Programme Area	2015	2016	**2017	Grand Total
Health and Front Office	8,233	16,634	14,732	39,600
Governance	62,620	20,011	12,186	94,818
Resilience and Livelihood	23,746	11,007	10,169	44,922
Rule of Law	484,282	442,952	395,021	1,322,256
Total Delivery	578,882	490,605	432,108	1,501,595

** 2017 expenses are provisional and the total forecast programme delivery will be about 482mio

That said, in view of the magnitude, depth and range of remaining development challenges in Afghanistan, and the far-reaching aspirations and goals of the 2030 Agenda, UNDP Afghanistan should make additional efforts to further increase the leverage and scale of its programmatic activities – including through boosting UNDP's policy-level voice and using its privileged position to rally together other development partners around central and SDG-related development themes - in order to achieve transformational development impact that can make a lasting difference in the lives of the people of Afghanistan.

4.1.3.1 Leveraging UNDP's Programme

Different approaches should be used to strengthen the leverage and impact of UNDP's Country Programme, including by 1) increasing synergies between existing UNDP programmes and projects, within and across UNDP's main programme areas, 2) strengthening programmatic collaboration with UN sister agencies and a wider range of international development actors, 3) boosting collaboration with the private sector and civil society, and 4) identifying additional linkages and complementarities across the development, humanitarian, and peace and security dimensions of UN assistance to Afghanistan.

With regards to 1) creating synergies within and between UNDP's programme pillars, closer collaboration between the Livelihoods and Resilience Unit with the Governance Unit could strengthen complementarities, including around the Local Governance (LOGO) project with its focus on local-level planning and service delivery. Beyond establishing linkages with UNDP's livelihoods and resilience

programming, LOGO could serve as a strategic foundation and framework for more broad-based engagement and joint programming with other UN agencies in support of effective and sustainable community-based service delivery. More broadly, the UNDP Regional Offices established in 2016 (in Mazar-I-Sharif, Herat, Kandahar and Jalalabad), and perhaps additional ones in future, should enable synergies and complementarities between programmes and projects at the provincial level, both, in terms of administration/logistics, and to link programmatic objectives.

On 2) above, programmatic themes to increase UNDP's development effectiveness through collaboration and joint programmes with UN sister agencies could include the above mentioned use of the LOGO approach to rally UN system agencies around broad-based support towards effective service delivery at community level. Another important theme for Afghanistan that lends itself to joint UN system wide advocacy and programming, is urban development. The ANPDF and NPP 9, Urban Development Programme, confirm the strong commitment of the Government to focus on SDG 11, Sustainable Cities and Communities. UNDP's global expertise and ongoing UNDP programmes in Afghanistan supporting livelihoods, environmental sustainability, disaster risk reduction and resilience, could be leveraged further through consolidating UNDP's leadership on urban development and engaging strategically with other UN agencies to provide coherent and effective UN system support towards making Afghanistan's cities more sustainable, inclusive and resilient.

To ensure that UNDP contributes effectively to ending poverty and hunger by 2030 also means that the CPD could put more emphasis on innovative partnerships and financing mechanisms, including with IFIs, regional development banks, private foundations and the private sector. These can provide the required leverage and volume of resources to engage in, and scale-up, integrated and multi-sectorial programmes that can effectively contribute to realizing transformational development.

In relation to 3) above, a number of interviewees stressed that UNDP should increase its engagement with the private sector and civil society. This echoes the narrative of the current CPD which envisages close partnerships with both, the private sector and civil society. Although there is widespread recognition that the private sector remains limited and that the current country situation is not conducive to attract large-scale investments, there should be scope to engage more with established international companies (incl. telecom), and with emerging non-traditional and innovative businesses, especially in urban settings, for increased collaboration and programme support. The UNDP NHDR on the extractives sector should also be leveraged in this regard (see also under 3.2.5.3)

Regarding partnerships and collaboration with civil society, interviewees noted substantial capacity limitations, as well as a lack of transparency and reliability amongst civil society organizations, all of which makes it hard to identify suitable partners and entry points for effective engagement and collaboration. At the same time, it seems that UNDP could, and should, do more to support civil society in Afghanistan in order to strengthen more broad-based national ownership of the development process, public accountability to the people of Afghanistan, as well as the quality and relevance of development programmes. Strengthening civil society also fits well with the 2030 Agenda, including through boosting the voice and representation of vulnerable groups.

Finally, 4) above - which is about working across the UN's development, humanitarian, and peace and security dimensions – reflects closely the vision and rationale of the 2030 Agenda for Sustainable Development. Even with further adjustments and increased programme funding, UNDP's Country Programme in Afghanistan can only make a limited contribution towards addressing all remaining

development challenges and needs. In this regard, it is positive to see that UNDP is successfully engaging with humanitarian UN agencies and other partners through the Durable Solutions Working Group. The development of an Integrated Action Plan for Return, which combines humanitarian assistance and development activities, is a key achievement of this group.

The new "Support Afghanistan Livelihoods and Mobility" (SALAM) joint programme between UNDP, ILO and UNHCR, which supports labor market functioning in a crisis context (see also 4.1.2 above) is another tangible result of joint UN engagement in the Durable Solutions Working Group. At the same time, the Country Office could leverage UNDP's global lead role as co-chair of the global IASC Task Team on Strengthening the Humanitarian/Development Nexus and host of the IASC Global Cluster for Early Recovery, to further strengthen the nexus between humanitarian assistance and long-term development with a focus on early recovery programming. With a view towards revising the CPD, early recovery should thus be explicitly included in the CPD results framework. Generally, UNDP Afghanistan should use its strategic position, and its broad and flexible mandate, to work more closely with the humanitarian set up, including by using OCHA's real-time "intelligence" and real-time mapping of humanitarian needs across the country as a basis for identifying key populations and geographic areas for targeted early recovery and longer-term development programming.

4.1.3.2 Focus on People-Centered Local Development

In addition to the above points 1-4, UNDP's engagement at sub-national and community levels will be of central importance in the coming years. While the Country Office has invested heavily in central institutional development, the preceding CPD 2010-2014 already noted that "the positive impact on the lives of Afghans has been limited..." Building on the people-centered interventions under the current CPD, especially the portfolio supporting Outcome 3, strengthened community-based development should allow the Country Office to tackle more effectively the high poverty rate, low trust in Government institutions, weak service delivery, and the grim perspectives for the majority of Afghans to attain sustainable livelihoods and a better future. The Strategic Review Mission report issued in early 2016 confirms this focus recommending "an increased emphasis on programmes and initiatives which create tangible impact for the average Afghan to help create bastions of hope and incentives to remain engaged in Afghanistan instead of migrating."

UNDP´s engagement at local level, either through governance, economic development or environmental protection, also makes important contributions towards building peace, through enabling consultations and collective decision making on matters that affect the community. UNDP should also continue to prioritize strengthening local governance structures and local capacities for the provision of basic services which will, in turn, establish the foundation for sustainable livelihoods and community resilience as a pre-condition for peace. At the same time, UNDP should continue to advocate for budget allocations to the appropriate lowest levels and work with CSOs for service delivery, and to increase grass-roots demand for peace.

5. EFFICIENCY

This section seeks to assess the efficiency[14] of operationalizing the CPD 2015-2019, including its overall governance, implementation arrangements and operational support. In addition, it focuses on "how to" issues of programme management and related processes.

As a precursor to this section it is important to note that the extent to which UNDP is able to achieve its results in Afghanistan in an efficient and cost-effective manner is extremely constrained by the prevailing lack of security across the country.

Reviewing the efficiency of CPD implementation is closely linked to the extensive reorganization of the UNDP Afghanistan Country Office which aimed at structural streamlining while, at the same time, maintaining and strengthening critical functions to ensure effective programming, operations and communications.

5.1 CPD Governance Structure

The reorganization of the programme management structure from six into three portfolios and units, namely 1) Governance; 2) Rule of Law and Human Security, and 3) Livelihoods and Resilience, helped to match up the three UNDP Programme Units with the three corresponding CPD Outcomes. The fourth CPD Outcome with its focus on gender was also assigned to the Governance Unit, due to its close linkages with the UNDP governance theme. When new Global Fund projects had to be added to the UNDP Country Programme in the second half of 2015, the lack of a health-based CPD outcome made it necessary to subsume the Global Fund portfolio under the Governance Outcome (see above 3.2.3 on how to address this issue)**.**

To ensure effective leadership and management of the three UNDP Programme Units and to strengthen programmatic oversight, care was taken to ensure that each Unit is led by an experienced international staff and consists of a strong team of programme experts. The Heads of Units were given responsibilities for developing the next phase of the programme in close collaboration with Government. It was also emphasized to adhere to a better division of labor between programme and project staff, with programme assuming a more strategic and proactive role in engaging with partners, commissioning research, conducting substantive and financial monitoring of projects, and ensuring synergies across portfolios.

The above restructuring has clearly contributed to more efficient and coherent UNDP programme management, including more proactive and decentralized programme development and engagement with Government and partners by each Programme Unit. The expansion and evolution of the three project portfolios over the last three years, in particular under the Livelihoods and Resilience Unit, is a positive result of that.

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[14] Efficiency: "A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results." (OECD DAC Glossary of Key Terms in Evaluation and Results Based Management)

5.2 Office-Wide Collaboration, Communication and Learning

UNDP programme staff widely confirmed that collaboration, communication and information-sharing, within and between Programme Units, have significantly improved during the current CPD cycle. Regular meetings amongst Unit Heads, convened by UNDP senior management, contribute to all units being "on the same page", as well as addressing urgent issues and taking important decisions in a timely manner. In addition, Heads of Units often take initiative to communicate with each other as part of their daily work.

That said, some interviewees believe that further adjustments could be made to strengthen information sharing and collaboration amongst UNDP programmes and projects. Some programme managers and staff feel that the Programme Units still tend to work largely in silos and that – at critical junctures – UNDP Senior Management should bring together all Units for more strategic consultations on the Country Office's overall programme direction, advocacy, partnerships and resource mobilization.

Beyond the Programme Units, some project managers and CTAs would like to have more structured opportunities for technical discussions with each other, as well as with Heads of Units and UNDP Senior Management. This could strengthen i.a. the identification of concrete synergies between projects and minimize duplications of project activities such as trainings and surveys.

It is also felt that information management and data sharing within the UNDP Country Office could be improved, and that the notion of UNDP as a knowledge sharing and learning organization could be promoted and strengthened further, including through trainings on the new SOPs, financial closure process, etc. To further promote UNDP's role as a learning organization and to strengthen horizontal staff relations and team spirit across the entire office, quarterly brown-bag lunches could be organized in which different units make presentations about interesting and new aspects of their work.

5.3 Strategic Planning

As described under 4.1.1 above, the Country Office has significantly strengthened results-based planning, monitoring and reporting, as well as the quality of results and indicator frameworks for new projects under the CPD 2015-2019. That said, the primary focus of results tracking and reporting has been at the level of projects, not how project-level achievements contribute to higher-level UNDP results (CPD outcomes and outputs) and country-level impact. As part of the CPD rollout, its narrative section envisages the formulation of CPD Outcome Strategies to ensure clear strategic direction, prioritization and coherence of programme activities under each outcome. In the course of the MTR, Programme Unit Heads welcomed the idea and started to engage in formulating and sharing their outcome strategies for the coming years (in line with the draft One UN -One Programme 2018 - 2021). A stronger focus on high-level CPD results helps to contain the risk of isolated, fragmented and inefficient planning at project level and re-confirms the CPD as the central reference document for strategic longer-term programming.

Another important aspect to ensure the efficiency of future strategic planning concerns the updating of the CPD indicator framework in light of the 2030 Agenda, the SDGs, and the new UNDP Strategic Plan

2018-2021. To the extent possible, UNDP Afghanistan should refrain from developing its own CPD indicators. Instead, it should contribute to ensuring a solid national SDG indicator framework as a basis for both, measuring progress in implementing the vision of the ANPDF and the 10 NPPs, and tracking the results of the One UN-One Programme and the revised UNDP CPD.

5.4 Business Processes

The UNDP Afghanistan alignment process also addressed inefficiencies and excessive decentralization of administrative functions to the projects by concentrating them in the Country Office. While moving functions like procurement, HR and finance to the central UNDP structure has supported organizational streamlining and cost-effectiveness, a number of interviewees noted that this measure has weakened procurement and HR capacities and performance to the extent that it negatively affects programme delivery. Some programme officers noted that they now have to perform additional tasks which, before, were completed at project level. Consequently, there is wide-spread consensus across units that existing capacity gaps, especially in procurement and HR, should be filled. In addition, there seems to be room for strengthening the leadership of some procurement processes by making sure that it is assigned to staff with the right profile and skills.

A major concern is related to the unusual size of some projects, especially in the Rule of Law domain. The volume of operations tasks and processes that is generated through these projects has a very high transaction cost on programme staff. It is felt that one way to manage the undue workload could be outsourcing of some tasks and processes to external companies and CSOs. The recent endorsement of the American University of Afghanistan as responsible party seems to signify a step in this direction.

The new SOPs introduced in 2017 are generally seen as positive, especially with regards to strengthening accountability. At the same time, it is felt that commensurate capacities and strong staff commitment need to be ensured to fully comply with all SOPs in an efficient and timely manner. Also, some SOPs are considered unnecessarily cumbersome and impractical. More fundamentally, there is a concern that the way the UNDP Country Office is required to operate does often not allow it to respond in due time to the demands of the Afghan crisis context.

5.5 Implementation Modalities

The reorientation of the national agenda towards more development-oriented planning - which already began under the ANDS and during the UNDP CPD 2010-2014 - strongly emphasizes national leadership and ownership of all development programmes and projects in Afghanistan. Consequently, UNDP has been implementing its Country Programme mostly through the National implementation Modality (NIM)[15] which was also meant to strengthen capacity building in counterpart institutions. However, this approach led to questionable results and very limited development of sustained capacities. HACT micro

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[15] The complex operating environment in Afghanistan required UNDP to develop a range of "hybrid" implementation modalities, including implementation support services to NIM, and DIM with Letters of Agreement to recruit National Technical Advisors outside the regular civil service.

assessments conducted in 2015 rated most implementing partners as "significant risk" which led to a comprehensive review with counterparts of existing cash transfer modalities.

The HACT ratings also meant that UNDP started to use and promote predominantly the Direct Implementation Modality (DIM) while integrating capacity building of national counterparts into project designs. In case the Government insisted on NIM for reasons of national ownership, care was taken to use payment modalities which limit UNDP's risk exposure. In view of persistent capacity limitations amongst implementing partners, interviewees widely agree that DIM should continue to be the preferred modality for the foreseeable future.

5.6 Partnerships, Resource Mobilization and External Communications

Development assistance to Afghanistan has been abundant for many years. It is estimated that between 2002 and 2010, the international community spent about USD 57 billion on development. Due to the imperatives of the overriding political and military agendas, and the need for short-term humanitarian assistance, the donor community often favored quick disbursement over value for money, development impact and, in some cases, transparency.[16]

Notwithstanding these challenges, donor commitment for the medium-term (2017-2020) remains strong. Given its geopolitical position, Afghanistan attracts not only support from traditional OECD DAC members, but increasingly from emerging donor partners including China, India, Kazakhstan and the UAE.

In principle, donors have now agreed to "on budget" contributions which raises the bar for UNDP, which operates "off-budget", to attract resources based on value for money.[17] UNDP's preference for DIM is also under increased scrutiny with a President who does not want the UN system to compete with Government. In spite of these challenges, the UNDP Programme Units have continued to develop a number of pipeline proposals which are at different stages of maturity.[18]

The 2017 UNDP Afghanistan Partnership and Resource Mobilization Strategy contains many useful and pertinent elements which should allow the Country Office to expand its partnerships and attract additional funding, including from non-traditional donors such as China. The document also describes UNDP's value proposition for the coming years, highlighting UNDP's established operational capacity across all 34 provinces, its strong national cadre of experts, and a unique approach to capacity development which allows UNDP to work with the executive, legislative and judiciary, and provides an opportunities for using a "whole of government" approach. It also emphasizes that UNDP is well

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[16] Afghanistan Strategic Programme Review p.37.

[17] Afghanistan Strategic Programme Review, p.14-15.

[18] The Country Office has developed a simple tracking and quality assurance tool which allows close monitoring of the pipeline from concept to project document, and ensures that projects are responsive to genuine development needs and supported with adequate resources. The tracking sheet is maintained by the PSRT in close collaboration with the Programme Units. It is fully synchronized with ATLAS and used regularly at programme management meetings.

positioned to use the strong donor commitment to 2020 as, perhaps, the last window of opportunity to develop sustainable national capacities in Afghanistan.

Lastly, the strategy also emphasizes strategic communications as an essential element for successful partnerships and resource mobilization. In practice, the UNDP Country Programme is supported by a strong Communications Team with complementary expertise in different technical domains. Fact sheets for all projects, regular updates and presentations for donor partners, and other communications products and public events promote UNDP's thematic priorities and programmatic achievements.

The strategic value and impact of the Communications Team's work could be further strengthened with a new and compelling UNDP narrative which emphasizes UNDP's distinct role in supporting people-centered human development as its overarching vision and mandate. For this, the 2030 Agenda for Sustainable Development and the SDGs provide a strong foundation and should be used as the cornerstone for all UNDP advocacy and communications in Afghanistan (see 3.2.5.1 above). UNDP communications and advocacy would reinforce the new UNDP narrative with consistent key messaging and evidence-based promotion of UNDP's programme strategy, results and development impact.

6. SUSTAINABILITY

With a deteriorating security situation and weak economic growth, even the most optimistic scenario will not allow Afghanistan to finance and ensure the sustainability[19] of the framework of central and sub-national institutions that have been built with abundant donor-funding over the last fifteen years. At the same time, many would argue that the substantial investments in building infrastructure and capacities, promoting peace and social cohesion, providing basic services and supporting livelihoods have contributed to strengthening the resilience of institutions, communities and individuals, and the foundations for achieving the long-term Government vision of a self-reliant, stable and prosperous Afghanistan. In light of the precariousness of any development gains made so far, continued donor support to development, peace and security over the coming years will be crucial to consolidate these gains and achieve the required economic, social and structural transformations at national and local levels.

Recent evaluations of UNDP projects (ICSPA, GEF-Biodiversity, APRP, etc.) confirm that - without continued external support - chances of sustained functioning of institutions beyond the completion of UNDP projects are very slim. While UNDP projects often provide effective support in producing policies, legislation, and administrative guidance and procedures, the lack of institutional capacities and available financing does not allow for benefits to continue after the project ends. That said, and depending on a continued increase in revenue collection by the Government, UNDP, together with other development partners, should sustain its close engagement with Government authorities to assess and identify opportunities for a gradual increase in co-financing through the national budget.

A prime example of poor sustainability is the wide-spread use of a 'parallel civil service' (non-*Tashkeel* personnel) which donors are funding to fill capacity gaps in various institutions. These staff usually perform core institutional functions yet contribute very little to build the capacities of regular civil servants. Their salaries are significantly higher than those of *Tashkeel* staff and, as such, it is very difficult to absorb them as regular civil servants once donor funding ends. While UNDP has reduced or phased out non-Tashkeel personnel in some projects, continued efforts should be made to, at least gradually, remove these parallel and unsustainable structures from all UNDP interventions. In parallel to a gradual reduction of non-Tashkeel personnel, UNDP should engage with Government and international partners at policy level to advocate for a comprehensive Civil Service Reform and, even more broadly, Public Sector Reform, to make UNDP's and other partners capacity building efforts more coherent, effective and sustainable.

In view of the above considerations and the Government's self-reliance agenda, UNDP projects should henceforth include project exit strategies as a standard for formulating any new projects.

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[19] Sustainability: "The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time." (OECD DAC Glossary of Key Terms in Evaluation and Results Based Management)

ANNEX I: Terms of Reference

UNDP	**UNITED NATIONS DEVELOPMENT PROGRAMME**

INDIVIDUAL CONSULTANT PROCUREMENT NOTICE/TERMS OF REFERENCE

Title of Individual Consultant: International Consultant **(**UNDP CPD 2015-2019 Midterm Review)
Project title:
Duration of assignment: **Two months** (with maximum 40 working days- 30 days in Kabul and
                                         10 days home based assignment)**.**
Duty station :   Kabul, AFGHANISTAN

BACKGROUND

The Government of the Islamic Republic of Afghanistan (GIRoA) in collaboration with the United Nations Country Team (UNCT) formulated the Afghanistan UNDAF 2015-2019 which outlines the combined United Nations planned support to achieving national priorities. The UNDAF is also a cooperation framework for coordinated development assistance where the UN has comparative advantage.

The UNDAF has five priority outcomes that intend to contribute to national priorities over a medium- to longer-term perspective: (1) equitable economic development with reduced dependence on the illicit economy; (2) provision of quality and sustainable basic social services on an equitable basis; (3) securing social equity and investing in human capital especially for women, youth and vulnerable minorities; (4) justice and accessible rule of law for all; and (5) inclusive and accountable governance.

In line with this, the UNDP Afghanistan Country Programme Document has identified four outcomes, listed below, to contribute to Afghan national priorities:

CPD Outcome 1: Improved legitimate, transparent and inclusive governance at all levels that enables progressive realization of human rights
- **CPD Output 1.** Political processes are more inclusive and representative institutions are enabled to hold government more accountable at all levels
- **CPD Output 2.** Capacity of state and non-state institutions strengthened to advance peacebuilding
- **CPD Output 3.** Capacities of national and local institutions strengthened through improved assessment, planning and budgeting to respond to development priorities, especially of the most vulnerable and women.

CPD Outcome 2: Trust in and access to fair, effective, and accountable rule of law services is increased in accordance with applicable international human rights standards and the Government's legal obligations.
- **CPD Output 4.** National institutions enabled for strengthened justice and police governance
- **CPD Output 5.** Capacity of justice and rule of law institutions strengthened for improved access to justice and police services delivery

CPD Outcome 3: Economic growth is accelerated to reduce vulnerabilities and poverty, strengthen the resilience of the licit economy and reduce the illicit economy in its multiple dimensions
- **CPD Output 6.** Improved economic livelihoods, especially for vulnerable populations and women

- **CPD Output 7.** Vulnerable and marginalized populations, especially women, have increased and equitable access to natural resources and affordable energy, including through improved environmental governance
- **CPD Output 8.** Increased community resilience to climate change and disasters, thereby reducing vulnerability and sustaining economic gains

CPD Outcome 4: Social equity of women, youth and minorities and vulnerable populations is increased through improved and consistent application by Government of principles of inclusion in implementing existing and creating new policies and legislation.
- **CPD Output 9.** Government enabled to implement national and international commitments impacting women
- **CPD Output 10.** Enhanced government and civil society capacity to monitor and report on national and international commitments affecting women
- **CPD Output 11.** Formal and informal systems and mechanisms operational for effective enforcement of laws and policies to eliminate gender-based discrimination and violence against women

The UNDP Afghanistan Country Office has undergone several internal alignment and strategic review exercises during the first 3 years of the CPD and is closely participating in the UNDAF MTR discussions and analyses currently ongoing in order to strengthen the United Nations' "delivering as one" in the context of new and updated national priorities (Afghanistan National Peace and Development Framework (ANPDF), National Priority Programmes (NPPs)) and the SDGs ad 2030 development agenda.

The UNDP Afghanistan Country Office is seeking a consultant to conduct the UNDP CPD midterm review to assess how UNDP is currently contributing to the national priorities of the country and consider questions of efficiency, effectiveness, sustainability, relevance and coherence of its activities and results, in light of the broader context of the country. It is also intendd to align, where possible, with the new UNDP Strategic Plan 2018-2021.

Through such analyses, the MTR will identify and support any necessary mid-term adjustments to the current UNDP CPD so that it remains relevant to the national context and responds to changed circumstances; revisit the theory of change underlying the CPD; ensure improvements in performance and results in the remaining period of the Country Programme cycle by identifying implementation challenges and ways to overcome them; and to provide lessons learned which can support the preparation of the next CPD.

SCOPE OF WORK AND DELIVERABLES

The UNDP Afghanistan Country Office has decided to undertake a MTR of the current Country Programme in 2017. The review is made timely now by a number of significant and parallel developments that have taken place in the programming environment mentioned above.

The Review will also contribute to analysing and consolidating results of several internal review processes that have already identified several weaknesses, gaps and opportunities, including a review of the original CPD assumptions against the change in circumstances that have occurred since their drafting and a review of the CPD Results Matrix and M&E framework, analysis of existing contributions and gaps in light of the

SDGs and key themes which may not have been reflected in the CPD.

The MTR will provide an overall assessment of progress and achievements made against the planned results so far, as well as assess and document constraints, challenges and lessons learnt over the past first two and a half years of the CPD cycle.

The expected outcome will be consensus on the findings of the review and agreement on the options suggested for reinforcing efficiencies and effectiveness of development results including deliberations on new and emerging challenges beyond the current CPD. This is expected to result in recommendations regarding possible areas for closer collaboration and programming and a refined CPD Results Matrix, if applicable, in line with the UNDAF revised Results Framework following the UNDAF MTR analyses and conclusions, as well as, where possible, the new draft UNDP Strategic Plan 2018-2021.

The MTR will also determine the adequacy of the existing systems, structures and business processes for implementing the country programme with a view of improving UNDP's "fitness for purpose" to realize the CPD goals in line with gender and human rights considerations.

Expected Outputs and Deliverables:

3.a. In light of the above, the main objectives of the MTR are to answer the following:

- *What have we achieved so far? What is our value added?* Assess the achievements and progress made against planned results, as well as assess challenges, opportunities and lessons learnt over the past two and a half years of the Country Programme.
- *How well are we working?* Assess the relevance, effectiveness, efficiency, sustainability and coherence in the delivery of the overall UNDP programme and recommend ways in which UNDP may increase its effectiveness of programme delivery in the remaining period of the current cycle.
- *Are we missing anything?* Assess how the emerging issues and changing context not reflected in the current CPD impact on outcomes and make recommendations to realign to these new priorities and achieve greater development impact (NPPs, ANPDF, SDGs, Citizens Charter, migration, etc).
- *Where do we want to go and why?* In light of the findings, develop an updated **Theory of Change** for the Country Programme Outcomes and overall, identifying a common vision for UNDP support to Afghanistan.

3.b. In specific terms, the MTR should answer the following:
Specific questions to which answers are sought are listed below. For many of these questions, background documents and/or preliminary answers are already available but require systematic documentation.

Relevance:
- The extent to which the current UNDP Country Programme is compatible with national development priorities (existing and response to emerging). Identify within all the key sectors what areas of intervention may have been overlooked or where UNDP is not the beast actor to make a meaningful contribution.
- Are human rights and gender equality adequately addressed throughout the Country Programme?
- To what extent is UNDP ensuring that the most vulnerable populations are reached?
- Update the UNDP CPD Results Matrix in light of the substantive analyses (Results statements, indicators, baselines, targets) as well as the results of the UNDAF MTr, adopting as much as possible

national indicators and targets emanating from the SDG nationalisation process.
- Cross-cutting issues such as gender, human rights, youth, capacity building, conflict sensitivity and do-no-harm to be better reflected across Outcomes.

Effectiveness (the management processes and their appropriateness in supporting delivery)
- What have been the achievements/progress towards attainment of results and their contribution to national priority outcomes? Reflect on how UNDP projects have contributed to the UNDP CPD results.
- What are the key lessons learnt since the Country Programme cycle commenced in 2015; Identify UNDP contributions, gaps and/or opportunities for further progress, to the country's development priorities as identified in the CPD results and M&E framework?
- What are the major bottlenecks hampering the achievements? What modifications are required to address those?
- Identify areas in which in fact the UNDP was engaged but which weren't adequately reflected in the CPD results matrix and adjust these accordingly, if applicble.
- Suggest the direction for future programming taking into consideration emerging development situations in the country and lessons learnt for implementation (part of this can be taken from UNDP's 2016 Strategic Review Mission report).
- Reach consensus between the UN and key stakeholders on the suggested strategies for programme implementation, partnerships and resource mobilization.

Efficiency
- Were adequate financial resources mobilised for the CPD (was the planned budget realised)? What are the structural barriers preventing more effective resource mobilization?

Sustainability (indications of sustainability of systems and institutions)
- To what extent are the results achieved and strategies used by the Programmes and projects sustainable as a contribution to national development?
- To what extent and in what ways have national capacities been enhanced in government, civil society and NGOs through UNDP support?
- What percentage of the UNDP supported projects/activities are likely to continue when UNDP support is withdrawn?
- To what extent have strategies or intervention models been scaled-up by the government so far?

Deliverables
- Inception Reports; 5 working days; 10%
- Thematic analyses and draft MTR Report document, and Presentations (to UNDP Senior management and partners): 25 working days; 60%
- Validation workshop of MTR, Final MTR report and revised CPD Results Framework 10 working days; 30%

WORKING ARRANGEMENTS

Institutional Arrangements:

The MTR is an **independent review** of the Country Programme and will cover the period from January 2015 to August 2017. The MTR will be conducted in close collaboration with the Government.

The approach will include the following:
- Desk review of existing information sources (some of which are specified below) including project evaluations, strategic reviews, UNDAF reviews and UNDAF MTR and government documentations
- Mid-term CPD evaluation
- Stakeholder consultations and interviews on some of the key topics identified: This may include interviews with key stakeholders and partners and focus group discussions, which may include UNDP staff, UN heads of agencies, UNDAF Working Groups/Pillar groups, relevant government officials at both national and sub-national levels, development partners, and civil society/youth/women representatives (if/where deemed relevant).

The MTR will be conducted based on UNDG, UNEG and UNDP Norms and Standards and Evaluation and Ethical standards, as well as OECD/DAC evaluation principles

Existing information sources

Information sources already existing to inform the MTR process include, but are not limited to:
- UNDP Existing and upcoming project research and evaluations
- UNDP Project quarterly and annual progress reports
- Government reports and data, MDG progress reports and data, NRVA, DHS, SDS, sectoral data, etc
- UNDAF Review of Assumptions conducted in February 2016, UNDAF Review of SDGs and data gaps (September 2016 UNCT Retreat) AND UNCT Retreat Report (February 2017)
- UNDAF MTR draft, UNCT Papers on delivering as one
- Original *and revised* versions of indicators/baselines/targets per UNDAF Pillar and UNDP Projects (where applicable)
- Relevant Government Policies

Research/analysis to be conducted: (to be further refined/selected in the inception phase)
Some of the research questions could be answered through secondary research; where no information available if necessary primary research *may* need to be conducted:

- UNDP mid-term evaluation (in line with UN Evaluation Norms and Standards)
- Conflict analysis and conflict sensitivity
- Funding Scenarios in light of changes in donor environment
- Migration (internal/external) and impacts on Afghanistan (start with desk review of available reports)
- The impact of the top-down approach to Women's empowerment and Gender equality
- Humanitarian-Development Nexus, including how to deepen development in Afghanistan
- Economic Outlook update

Duration of the Work:
The total duration of the MTR will be approximately 40 days over a period of three month starting on 1 October 2017.

Duty Station:
The total duration of this assignment will be 2 months with maximum 40 working days (in Kabul 30 working days and home based 10 working days, which can be adjusted based on inception discussions). Whilst in Kabul, consultant will be required to report regularly and be present at UNDP Country Office during the working hours. The contractor will follow the working hours and weekends as applicable to UNDP staff. Contractor's movement for meetings and consultations shall be coordinated by the UNDP office. The contractor is at all times required to observe UNDP security rules and regulations.

REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

Academic Qualifications:

- Master's Degree or equivalent in International Relations, Political Science, Economics, Sociology, or any other related field; knowledge of current development issues, evaluation discipline is a must.

Years of experience:

- Minimum 7 years relevant experience
- Proven recent experience with result-based management and evaluation methodologies required, preferably in a UN context
- Experience in undertaking Mid-Term Reviews for the UN required
- Proven experience in conducting Evaluations in line with UNDG and UNEG Evaluation Norms and Standards and Ethical standards, as well as OECD/DAC evaluation principles
- Experience working in Afghanistan or other conflict/post-conflict environment an asset
- Strong analytical capacities (quantitative and qualitative) and strong ability to communicate and summarize this analysis in writing.

Competencies:

- Excellent communication (oral and written) skills; fluency in English required.
- Experience applying SMART indicators and reconstructing or validating baseline scenarios.

Special skills requirements

- Competence in policy analysis and conflict analysis
- Demonstrated understanding of issues related to gender and experience in gender sensitive evaluation and analysis.

PRICE PROPOSAL AND SCHEDULE OF PAYMENTS (Standard text - do not change)

The contractor shall submit a price proposal as below:

- **Daily Fee** – Daily Fee – The consultant shall propose a daily fee which should be inclusive of his/her

professional fee, local communication cost and insurance (inclusive of medical health and medical evacuation). The number of working days for which the daily fee shall be payable under the contract is maximum **40 working days.**

- **Living Allowance, LA** – For an International Consultant a Living Allowance (LA) shall be paid – The consultant shall propose the Kabul applicable rate of **USD 162 per night** for his/her stay at the duty station. The number of nights for which the LA shall be payable under the contract is maximum **50 nights** (depending on whether part of the assignment will be done on distance or all in Kabul)**.** UNDP will organize transportation and provide DSA for the consultant's field visits, if any. An international consultant is **NOT** allowed to stay in a place of his/her choice other than the UNDSS approved places. UNDP will provide MORSS compliant accommodation in UNOCA to the consultant. The accommodation payments shall be made directly by the consultant;

- **Travel & Visa** – The consultant shall propose an estimated lump sum for Home-Kabul-home travel and Afghanistan visa expenses. This applies to international consultants only. UNDP will be responsible for organizing travel between places within Afghanistan.

The total professional fee, shall be converted into a lump-sum contract and payments under the contract shall be made on submission and acceptance of deliverables by end-user under the contract in accordance with the abovementioned schedule of payment.

EVALUATION METHOD AND CRITERIA

Individual consultants will be evaluated based on the following methodology:
Cumulative analysis.

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as responsive/compliant/acceptable, and having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation (Technical Criteria weight 70%; Financial Criteria weight 30%). Only candidates obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation.

Documents to be included when submitting the proposals:

Interested individual consultants must submit the following documents/information to demonstrate their qualifications in one single PDF document:

- Duly accomplished Confirmation of Interest and Submission of Financial Proposal Template using the template provided by UNDP (Annex II);
- Personal CV or P11, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references.
- Brief description of why the individual considers him/herself as the most suitable for the assignment;

ANNEX II: List of People Interviewed

NAME	DESIGNATION
Syed Haroon Ahmadi	Programme Analyst (RBM)
Douglas Armour	Chief, Governance Unit
Temesgen Aynie	Programme Officer
Mirvice Babar	Senior Advisor - Police Reform
Kunal Dhar	Chief, Rule of Law and Human Security Unit
Matthew Duncan	Special Assistant to Country Director
Abdul Wakeel Faizy	M&E Analyst
Ahmad Ali Fakhri	Communications Officer
Ghulam Rasool Fariwar	Programme Analyst
Shigeyuki Ito	Programme Management Specialist
Stephen Kooshak	Chief Technical Advisor
Claire van Loveren	Governance Affairs Officer
Fahim Maqsodi	Programme Associate
Jocelyn Mason	Country Director a.i.
Madelena Monoja	Programme Manager
Napoleon Navarro	Senior Deputy Country Director (Programmes)
Sayed Omer	Communications Associate (Webmaster)
Mohammad Resool	Programme Specialist
Laura Rio	Chief, Livelihoods and Resilience Unit
Imad Saed	Local Governance Expert
Fabian Schipper	Programme Analyst
Ajmal Sherzai	Communications Officer
Karin Takeuchi	Chief (Strategy, Planning and Result)
Nabila Wafeq	Gender Specialist
Hashmatullah Waisy	Programme Associate
Ahmad Rashid Watanpahl	Programme Analyst