

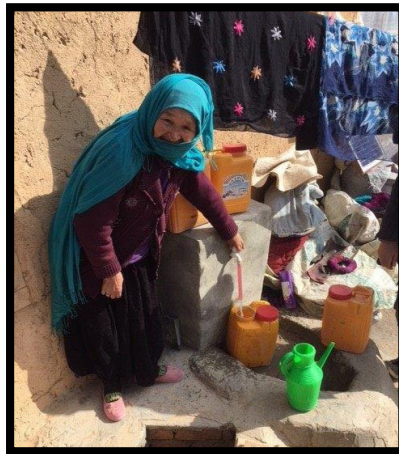


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Swiss Agency for Development and Cooperation SDC
Staff of the Directorate

Cooperation Strategy Evaluation Afghanistan 2015 – 2018

Evaluation and Corporate Controlling Division SDC





Cooperation Strategy Evaluation

Afghanistan 2015 – 2018

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Annexes

Bern, July 2018

Why conducting evaluations of cooperation strategies?

Since 2010 the Swiss Agency for Development and Cooperation (SDC) has developed a new approach for evaluating cooperation strategies through a pilot process. The central pillar of this new approach is the promotion of the exchange and the sharing of knowledge within our institution and among an evaluation team led by an external consultant. The major difference between evaluations of cooperation strategies (CS) and other external evaluations managed by the Evaluation and Corporate Controlling Division (E+C) is that SDC staff is involved in the evaluation team, acts as an evaluator but with an inside knowledge of the institutional issues and debates.

The goal of CS evaluations is to assess the relevance and coherence of the Swiss development cooperation in regard to national development priorities and the Dispatch on Switzerland's International Cooperation. They assess the results achievement of the cooperation strategy portfolio at the level of domains of intervention. In doing so, these evaluations help SDC's management in their strategic and operational steering and in improving aid effectiveness. Evaluations of cooperation strategies support the definition of new cooperation strategies strategically and stimulate learning.

Country and regional strategy evaluations are defined as hybrid evaluations as they are undertaken by a mixed team composed by an external consultant and two peers from SDC and, if relevant, other federal agencies. E+C decided to develop this approach to valorize the knowledge and competencies of the SDC staff and enhance internal learning, while still benefitting from an outside view of an external consultant.

The E+C evaluation program is approved on an annual basis by SDC's Senior Management. CS evaluations, undertaken at the request of the interested Divisions and Swiss Cooperation Offices, are part of the evaluation program. SDC mandates evaluations as instruments for organisational learning, strategic guidance and ensuring accountability.

CS evaluations are conducted according to the OECD DAC Evaluation Standards. The relevant department(s) responds to the recommendations with a written Management Response.

Timetable of the CS Evaluation Afghanistan 2015-2018

Step	When
Desk study and inception report	September 2017 – October 2018 and January 2018
Evaluation on-site and draft report	January 20 th – February 2 nd and March 2018
Final evaluation report	April 2018
SDC Management Response	July 2018

I Management Response

Management Response to the Evaluation of the Cooperation Strategy Afghanistan 2015 - 2018

1. Appreciation of Report and Evaluation Process

We wish first to thank the consultant and the SDC peers for the Evaluation of the Swiss Cooperation Strategy 2015 – 2018 and the findings and recommendations. The participation of SDC peers has brought a clear added value to the process and we wish to express our gratitude to our colleagues for their availability and significant contribution.

In view of the elaboration of a new Country Strategy for Afghanistan, one of the main objectives of this evaluation was to receive an external and objective assessment on whether the current program portfolio is relevant and appropriate for achieving the results of the program. We are pleased that the evaluation report confirms the quality and relevance of the program portfolio and its results. The report also highlights niches and specific added value in the different domains of the Swiss program. The respective findings and recommendations build the ground for the development of the coming Swiss Country Strategy 2019 – 2022 (SCS).

The evaluation report attaches importance to the role of the Humanitarian Aid within the Swiss program, as well as to the Nexus between Humanitarian Aid and Development. We welcome the focus on these questions and we fully agree with the recommendation that humanitarian issues should be thoroughly integrated across the new SCS. The respective recommendations are partly already implemented. Partly, they will be addressed in the coming Country Strategy, which foresees joint outcomes for the Humanitarian Aid and the South Cooperation Department in the Results Framework.

In view of the elaboration of the new SCS, we would have wished for recommendations that are more detailed on how to integrate aspects of fragility in the programme. Answers to the respective questions of the Terms of Reference of the Peer Evaluation would have been valuable in the reflections on the framing of the new SCS (“Are fragility aspects identified in the context analysis addressed appropriately in the program portfolio?” as well as “are we working with the right partners in our projects and programmes? How to choose relevant partnerships in such a fragile environment?”).

Recommendation 11 suggests commissioning another study on fragility issues. However, with the process of the elaboration of the new SCS being well advanced, it is not feasible to commission another study before the elaboration of the new SCS. In view of the implementation of the new SCS, the questions mentioned above will of course still be relevant. In the meantime, we have also deepened our own reflections on aspects of fragility in Afghanistan, and on how the Swiss program relates to them. We will decide at a later stage, how we can best continue our reflections on these important questions – this can be through another specific evaluation or any other instrument. Still, the study suggested in Recommendation 11 has a too narrow focus on the geographical coverage of the program. In our view, the questions around fragility should not be reduced to access and security only. Therefore, this is the one recommendation of the report that we do not agree with.

2. Specific Recommendations

Please, refer to the table in the Annex.

Bern, 05 July 2018



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Annex: Specific Recommendations and Management Response

Evaluation Area 1: Context analysis

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 1 Context analysis: SDC should continue investing in diverse information, networks and instruments that will provide a thorough understanding of constantly evolving local and national security, political, social, economical and developmental conditions. The different aspects of fragility should be systematically integrated in the new CS.	Fully agree	Partially agree	Not agree
	<u>Response</u> We agree with this recommendation. However, we would have wished for recommendations that are more detailed on how to integrate aspects of fragility in the programme – not only in the context analysis, but also in Evaluation Area 2 (EA2) of the Terms of References, “Relevance and Appropriateness of the projects/programme portfolio with regard to the domains of interventions of the Cooperation Strategy”. The respective questions in EA2 read as follows: “Are fragility aspects identified in the context analysis addressed appropriately in the program portfolio? as well as “are we working with the right partners in our projects and programmes? How to choose relevant partnerships in such a fragile environment?” Generally, three out of four recommendations for EA1 focus on the implementation of the SCS, specifically regarding humanitarian aid instruments, whereas the focus of EA1 should be on context analysis.		
	<u>Measures</u> The elaboration of the Swiss Country Strategy 2019 – 2022 is ongoing and this recommendation is fully taken into account, the different aspects of fragility are systematically integrated in the new Swiss Country Strategy (SCS).		
Recommendation 2 Use of instruments: Humanitarian issues should be thoroughly integrated across the new CS, with clear indicators reflected in the results framework. Further funding should respond to the prevailing characteristics of the conflict in Afghanistan.	Fully agree	Partially agree	Not agree
	<u>Response</u> We agree with this recommendation.		
	<u>Measures</u> The integration of humanitarian issues in the new SCS is planned. The Humanitarian Aid funding for Afghanistan will slightly increase in the years to come. Indicators will be defined in the Results Framework, based on joint outcomes (Humanitarian Aid/South Cooperation).		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 3 Localizing aid: Switzerland should integrate the strengthening and capacity building of national NGOs in the humanitarian assistance sector as one of its programmatic objectives.	Fully agree	Partially agree	Not agree
	<u>Response</u> We partially agree with this recommendation. As it is mentioned in the Evaluation Report, SDC contributes to the Common Humanitarian Fund (OCHA), which is a mechanism for allocating funding to UN and NGOs to help meet priority humanitarian needs.		
	<u>Measures</u> The SDC contributions to the Common Humanitarian Fund will continue and will increase over the coming years. Other than that, the support of additional mechanisms – such as ACBAR, suggested under C3 of the Evaluation report (p.26) – is not foreseen. This, in order to focus in allocation of resources and since a specific capacity building to the NGOs is already happening through ACBAR with Dfid funding. However, SDC will closely monitor that the issue of localizing aid remains on the agenda of the CHF.		
Recommendation 4 Humanitarian funding: SDC should consider enhancing humanitarian assistance funding as part of a collective effort to respond to increased needs for IDPs and Returnees. This should be envisaged through clear HA multi-year budget commitments and a clear focus on objectives to be achieved that are enshrined in the new CS.	Fully agree	Partially agree	Not agree
	<u>Response</u> We fully agree with this recommendation.		
	<u>Measures</u> In view of the new SCS, the SDC Humanitarian Aid has planned for a multi-year budget for Afghanistan. Objectives and indicators of the Humanitarian Aid engagement will be enshrined in the joint SCS, specially related to each domain (1: Protection, 2: DRR, 3: Education in Emergencies). The planned Humanitarian Aid portfolio development for the new SCS foresees a gradual increase of the yearly Humanitarian Aid budget for Afghanistan from CHF 6.2 Million in 2018 up to CHF 9 Million from 2020 onwards.		

Evaluation Area 2: Relevance and appropriateness of project/programme portfolio with respect to the CS

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 5 Relevance of domains: The evaluation supports the proposed continuity regarding the thematic domains, in line with the recommendations of the MTR of the CS. The thematic priorities should remain the same as under the current Swiss CS, focusing on three formal domains of intervention, e.g. Human Rights and Rule of Law; Agricultural and Rural Development as well as Education. Contrary to the previous Swiss CS however, humanitarian aid objectives should be integrated in the different domains of the Swiss CS, with indicators reflected in the results framework. Within each domain, the new Swiss CS 2019-2022 should also reinforce the nexus of available international cooperation instruments thereby ensuring complementarity and bridging between development cooperation and humanitarian aid.	Fully agree	Partially agree	Not agree
	<u>Response</u> In the current SCS 2015-2018, humanitarian components are partially already integrated into its development portfolio. Under SCS Domain 2: 'Sustainable and inclusive socio-economic development', Disaster Risk Reduction (DRR) is an integrated component of all SDC long-term agriculture interventions in this country prone to frequent localized disasters such as floods and droughts, as well as occasional earthquakes. However, we fully agree with the recommendation to integrate humanitarian aid objectives in the different domains of the new SCS. We also agree that the nexus of international cooperation instruments should be reinforced, meaning that additional efforts are needed to better leverage synergies and complementarities between humanitarian aid and development interventions.		
	<u>Measures</u> In the new SCS, the nexus between humanitarian aid and development cooperation instruments will be strengthened both at an operational and strategic level. Humanitarian objectives and funding will form an integral part of the thematic domains.		
Recommendation 6 Governance: Governance should be integrated as a cross-cutting theme throughout the entire SDC portfolio. The architecture of a restructured LOTFA should guide further investments in the justice sector.	Fully agree	Partially agree	Not agree
	<u>Response</u> We agree with the recommendation to integrate Governance as a crosscutting theme in the new SCS. In light of the fact that the government has not prioritized subnational governance during the last strategy period – and is not expected do so any time soon – it is planned to phase out local governance programs and to integrate governance as a transversal theme in all its sectorial programs. With regard to the justice sector portfolio, we consider it not be conducive to rely on specific project developments in the strategic planning (referring to mention of the UNDP LOTFA project).		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
	<u>Measures</u> Governance, especially local and community-based – in the previous SCS specifically covered under domain 1 – will remain an important crosscutting issue integrated in all projects of the coming SCS.		
Recommendation 7 Human rights: SDC should continue supporting national human rights institutions to ensure closer HR integration in laws, policies and alignment to HR international standards, while continuing to find innovative/alternative ways to support national HR CSO.	Fully agree	Partially agree	Not agree
	<u>Response</u> We fully agree with this recommendation.		
	<u>Measures</u> In line with its current Human Rights portfolio, SDC will continue assisting Afghanistan in promoting and protecting Human Rights by strengthening national human rights institutions and civil society organizations. Focus will also be supporting the country's engagement with the Geneva based Human Rights mechanisms. In addition, SDC will further work on enhancing the compliance of policies and legislations in the country with human rights standards. Civil Society Organizations are crucial actors in addressing a range of issues such as, human rights, culture, humanitarian and development aid, and politics. All programs within the future domain 1 shall contribute to foster an inclusive dialogue between the state and its citizens.		
Recommendation 8 Protection mainstreaming should remain at the core of SDC Humanitarian commitments and protection mainstreaming be at the centre of the nexus between HA and a rights-based and inclusive developmental programming.	Fully agree	Partially agree	Not agree
	<u>Response</u> We agree with this recommendation. However, to be precise, we would like to specify that "Protection" will not be one of the transversal themes of the new SCS. It will be a priority theme of the new SCS, mainly covered in the future domains "Rule of Law and Protection" and "Education". In addition to "Protection of Affected Population", "Disaster Risk Reduction" will remain a priority theme for Humanitarian Aid, addressed in the future domain "Agriculture and Natural Resource Management".		
	<u>Measures</u> Generally, the new SCS will aim to reinforce the nexus of development and humanitarian aid by using both development and humanitarian instruments in line with the needs of the country in a complementary manner. Development instruments will focus on addressing		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
	<p>structural challenges, whereas humanitarian instruments address crisis-specific challenges. The instruments will form a holistic approach at a strategic level and feed into policy dialogue. Humanitarian aid objectives will be integrated into the domains, with indicators reflected in the results framework.</p> <p>In line with its current portfolio, SDC will continue to promote the protection and the respect for international humanitarian and human rights law. The provision of immediate and effective assistance, which prevents loss of life, is at the centre of SDC's humanitarian engagement.</p>		
<p>Recommendation 9</p> <p>Education: The evaluation recommends maintaining the current modality mix of on- and off-budget support as well as the active involvement in donor coordination and solid policy dialogue. In line with SDG 4, access to quality education for all should be promoted, inter alia through supporting bridging programs for IDPs and returnees (e.g. EiE).</p>	Fully agree	Partially agree	Not agree
	<p><u>Response</u></p> <p>We fully agree with this recommendation. In the new SCS, education will be included as a separate domain, implemented through a complementary mix of both multilateral and bilateral modalities.</p>		
	<p><u>Measures</u></p> <p>Interventions will focus on two strategic orientations as defined in the SDC education strategy, namely "Quality and Relevance" and "Inclusion and Equity", reflecting both development and humanitarian objectives. These orientations are also in line with the Afghan National priorities on education.</p> <p>Education interventions will continue to address the economic and societal dimensions of fragility, with both protection and inclusion concerns represented. Considering the importance of education for social cohesion and economic development, the emphasis will be on increasing access and quality of education. At the local level, Swiss interventions will work towards promoting community involvement in education to achieve safe and conducive learning environments and increase enrolment. By supporting specific Education in Emergencies interventions, Switzerland continues to help vulnerable children to access education and protection. At the institutional level, Swiss interventions will focus on strengthening the academic supervision system to provide schools and teachers with guidance and support to improve the quality and relevance of education. Also, a stronger emphasis will be placed on policy dialogue and donor coordination. In its policy dialogue at the national level, SDC continues to advocate for improved linkages between alternative education and the formal school system.</p>		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 10 Livelihood: The evaluation supports the streamlining of the livelihood portfolio but recommends streamlining also the approaches within the specific programs. Mainstreaming of protection into livelihood programming should be of a particular focus, whereby access for the most vulnerable populations including IDPs and returnees to livelihood opportunities should be promoted.	Fully agree	Partially agree	Not agree
	<u>Response</u> Even though we accept generally accept the recommendation to streamline and focus within the different domains, we have some reservations concerning recommendation 10: Approaches within programmes need to remain flexible and take into account local needs and priorities. Also, target areas differ in terms of government capacities and social structures, approaches need to be context-specific.		
	<u>Measures</u> The number of projects in the agriculture and NRM portfolio has been reduced significantly over the past two years; a streamlining of the livelihood portfolio has therefore already taken place. Protection, with a particular focus on IDPs and returnees, will be a Humanitarian Aid priority theme of the new SCS, mainly addressed in the first domain "Rule of Law and Protection", and to some point in the new third domain "Education". The agriculture and NRM portfolio ("livelihood") focuses on remote rural areas, whereas IDPs and refugees mostly settle in urban and peri-urban areas. This means there is limited scope to include these populations in Domain 2 programming; however, where relevant we will continue to do so.		
Recommendation 11 Peace and conflict transformation: Given the overarching importance of peace and security, it is recommended to go beyond CSPM and seek to reduce factors of fragility, leading to conflict transformation. A specific study is recommended for analysing if and how this approach should be extended into disputed and AOG controlled areas, incl. its feasibility for Switzerland (e.g. aspects related to access and security).	Fully agree	Partially agree	Not agree
	<u>Response</u> In view of the elaboration of the new SCS, we would have wished for recommendations that are more detailed on how to integrate aspects of fragility in the programme, especially also in Evaluation Area 2 on relevance and appropriateness of the projects/programme portfolio (see Management Response Comment to Recommendation 1). Answers to the respective questions – "Are fragility aspects identified in the context analysis addressed appropriately in the program portfolio?" as well as "are we working with the right partners in our projects and programmes? How to choose relevant partnerships in such a fragile environment?" – could have been valuable in the reflections on the framing of the new SCS. However, with the process of the elaboration of the new SCS being well advanced, it is not feasible to commission another study before the elaboration of the new SCS. In view of the implementation of the new SCS, the questions mentioned above will of course still be relevant. We will decide at a later stage, how we can best address these important questions – this can be through another specific evaluation or any other instrument.		

RECOMMENDATIONS	MANAGEMENT RESPONSE
	<p>However, the study suggested in Recommendation 11 has a too narrow focus on the geographical coverage of the program. In our view, the questions around fragility mentioned above should not be reduced to access and security only. We therefore do not agree with this recommendation.</p> <p>On another note and for clarification: There seems to be a misunderstanding on what “working on fragility” actually means – the domains of the current SCS are in fact working on the drivers of fragility.</p> <p><u>Measures</u></p> <p>As for the aspects related to access and security, taking into account that security conditions may change rapidly, vary locally and are difficult to predict, the flexibility within projects continues to be of particular importance to allow adaptation during the next SCS period. This includes adaptation of activities, modalities and work plans, temporary suspension or even a shift to different districts. The fragility of the Afghan context also requires flexibility in the geographic focus of interventions. The selection of target areas will consider various criteria: poverty levels, the security situation, government priorities, the availability of implementing partners, and the presence of other donors. For humanitarian aid, target areas will be defined according to prevailing needs of people affected by crisis. Switzerland will continue to support initiatives to enhance operational and physical access, so development and humanitarian actors can reach people in need even in areas outside of government control.</p>

Evaluation Area 3: Implementation of the CS and its portfolio

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 12	Fully agree	Partially agree	Not agree
Monitoring: For the future CS the evaluation team recommends the formulation of realistic outcomes, a revision of the number of indicators and an improved definition of baselines and targets.	<p><u>Response</u></p> <p>We fully agree with this recommendation. We are very aware of the fact that the current Results Framework has weaknesses. The current Swiss portfolio outcome statements are rather broad and contain many indicators. At the same time, humanitarian aid indicators were not initially defined. Also, baselines and targets are insufficiently defined.</p>		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
	<u>Measures</u> As it is mentioned in the Evaluation Report, the current domain 2 will be separated in two different domains education and agriculture. This will ease the definition of outcomes and their respective indicators, as well as baselines and targets. Also, the number of indicators will be reduced and SDC Aggregated and Thematic References Indicators will be taken into account.		
Recommendation 13 Participation: SDC should continue to be actively engaged in development, institutional and humanitarian fora to represent its distinct "Swiss" voice and the defence of key international humanitarian principles. SDC has to ensure personnel continuity (in number/duration) to keep up a substantive capacity of following up HA context and policy dialogue.	Fully agree	Partially agree	Not agree
	<u>Response</u> We fully agree with this recommendation.		
	<u>Measures</u> Switzerland will continue engaging in coordination and policy dialogue fora to support the achievements of its strategic objectives and monitor the progress of Afghanistan's Development Commitments to the international community.		
Recommendation 14 Agenda 2030: The next CS should integrate clear references to the Agenda 2030 and its relevant SDGs, ensuring that SDG indicators are used to monitor and measure progress against the expected CS objectives.	Fully agree	Partially agree	Not agree
	<u>Response</u> We agree with this recommendation. Just as a reminder, the SDGs were launched in September 2015, well after the elaboration of the SCS 2015 – 2019; The SDGs could therefore not be referred to in the current SCS for Afghanistan.		
	<u>Measures</u> The SDGs constitute the broader strategic framework of the new SCS, together with the Dispatch on International Cooperation 2017 – 2020, which is itself in line with the Agenda 2030. Results Framework indicators will also need comply with in-house instructions regarding the SDC Aggregated and Thematic Reference Indicators.		

Evaluation Area 4: Results of the CS

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 15 Implementing modalities: SDC should continue using a mix of implementing modalities for each concerned sector. While working as far as possible through government structures for livelihood and agricultural projects, it should ensure local and national ownership in the governance and human rights sector by working with local governing bodies and organizations, CDC and independent organization.	Fully agree	Partially agree	Not agree
	<u>Response</u> We fully agree with this recommendation.		
	<u>Measures</u> In domain 1 of the new SCS, “Rule of Law and Protection”, the goal is that Afghan citizens see their fundamental rights protected and their personal safety ensured. Switzerland will continue to increase the trust between the population and the Afghan Government by improving access to quality justice services and supporting institutional reforms of the police and the judiciary enhancing their inclusiveness, transparency and respect of human rights. With regard to the implementing modalities, Switzerland will continue its support to national human rights institutions and human rights defenders from civil society organisations. The contribution to life-saving assistance to displaced and returned populations with the support of the main humanitarian agencies in the country will be continued, while advocacy for protection and durable solutions will be reinforced. At the policy level, Switzerland will continue to advocate for the protection and long-term reintegration of internally displaced persons and returning refugees as well as for improved access to people in need of assistance.		
Recommendation 16 New domain. The evaluation supports the SDC's plan to transform the Livelihood and rural development sub-domain to a separate domain in the future CS thus fulfilling the requirement to include a global theme: Agriculture and Food Security.	Fully agree	Partially agree	Not agree
	<u>Response</u> We fully agree with this recommendation. In order to specify, we would like to add that it will actually be two new thematic domains (“Agriculture and NRM”, and “Education”), resulting from the split of the previous “Socioeconomic Development” domain. The global theme agriculture and food security had already been included in the previous strategy (see chapter 4 of the current SCS).		
	<u>Measures</u> No further measures are needed. The proposal to split into two domains of what is currently domain “Socioeconomic Development” will be integrated in the Concept Note to the new SCS, which will be submitted to the directorate.		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 16 Budget: It would be certainly advisable to provide a budget of approx. CHF 30 million for development cooperation and CHF 10 million for HA activities.	Fully agree	Partially agree	Not agree
	<u>Response</u> The current SASIA financial planning foresees an annual budget of CHF 18 million for the period of the coming SCS. The planned Humanitarian Aid portfolio development for the new SCS foresees a gradual increase of the yearly Humanitarian Aid budget for Afghanistan from CHF 6.2 Million in 2018 up to CHF 9 Million from 2020 onwards. Other than that, taking into account the general situation and SDC budget perspectives at an institutional level, a significant rise in budget allocation for the Afghanistan programme is not expected in the near future.		
	<u>Measures</u> No measures are taken.		

II. Evaluators' Final Report

The evaluation report for the Evaluation of the Cooperation Strategy Afghanistan 2015 – 2018 has been elaborated in collaboration between the Evaluation and Corporate Controlling Division of SDC and a consultancy team constituted by Universalia Management Group Ltd and peers from SDC.

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April 2018

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Abbreviations

AA2J	Afghanistan Access to Justice
ACBAR	Agency Coordinating Body for Afghan Relief and Development
AIHRC	Afghanistan Independent Human Rights Commission
AKF	Aga Khan Foundation
ANP	Afghan National Police
ANPDF	Afghanistan National Peace and Development Framework
ANSF	Afghan National Security Force
AOG	Armed Opposition Groups
AR	Annual Report
ARTF	Afghanistan Reconstruction Trust Fund
ASGP	Afghanistan Sub-National Governance Program
ASTO	Afghanistan Skateboarding Training Organization
AUPP	Afghanistan Urban Peacebuilding Programme
BALEDU	Enhanced Balanced Education Program
CBT	Cash-based transfers
CDC	Community Development Councils
CHF	Common Humanitarian Fund
CS	Cooperation Strategy
CSHRO	Civil Society Human Rights Organization
CSO	Civil Society Organization
CSPM	Conflict Sensitive Programme Management
DDA	District Development Assembly
DED	District Education Department
DIREC	Displacement and Returnees Executive Committee
DRR	Disaster Risk Reduction
EA	Evaluation Area
EiE	Education in Emergencies
EIG	Economic Interest Groups
EU	European Union
EVAW	Elimination of Violence against Women
FDFA	Federal Department of Foreign Affairs
GDP	Gross Domestic Product
GIAA	Green Initiative for Afghanistan's Agriculture
GiZ	<i>Gesellschaft für Internationale Zusammenarbeit (GiZ)</i>
GMS	Grant Management System
GoA	Government of Afghanistan
GSSP	Government School Support Program
HA	Humanitarian Assistance
HoC	Head of Cooperation

HR	Human Rights
HRP	Humanitarian Response Plan
HRSU	Human Rights Support Unit
IBA	Independent Bar Association
ICRC	International Committee of the Red Cross
IDLG	Independent Directorate of Local Governance
IDP	Internally Displaced Person
IEC	Independent Election Commission
IED	Improvised Explosive Device
ILRC	Improving Livelihoods for Rural Communities
IMF	International Monetary Fund
INSO	International NGO Safety Organisation
IOM	International Organization for Migration
JHRA	Justice and Human Rights in Afghanistan
KMZ	Crisis Management Center
LBRC	Labor-based Road Construction Project
LIPT	Livelihood Improvement Programme Takhar
LoGo	Local Governance Programme
LOTFA	Law and Order Trust Fund for Afghanistan
M&E	Monitoring and Evaluation
MAB	Municipal Advisory Board
MAIL	Ministry of Agriculture, Irrigation and Livestock
MC	Municipal Council
MERV	Monitoring System for Development-Relevant Changes
MoD	Ministry of Defense
MoE	Ministry of Education
Mol	Ministry of Interior
MoJ	Ministry of Justice
MoWA	Ministry of Women's Affairs
MTR	Mid-Term Review
NDS	National Directorate of Security
NESP	National Education Strategic Plan
NGO	Non-Governmental Organization
NPO	National Programme Officer
NPP	National Priority Program
NRM	Natural Resources Management
NSP	National Solidarity Program
NTA	National Technical Assistant
NUG	National Unity Government
OCHA	Office of Coordination of Humanitarian Affairs

PED	Provincial Education Directorate
R&R	Rest and Recreation
RF	Results Framework
SASIA	South Asia Division (South Cooperation Department)
SCO	Swiss Cooperation Office
SDC	Swiss Agency for Development and Cooperation
SGBV	Sexual and Gender-based Violence
SHA	Swiss Humanitarian Aid Unit
SLSD	Sustainable Livelihoods and Social Development
TAPI	Turkmenistan-Afghanistan-Pakistan-India
TBC	To be confirmed
Tdh	Terre des hommes
TMAF/SMAF	Tokyo Mutual Accountability Framework / Self-Reliance through Mutual Accountability Framework
TORs	Terms of Reference
TTC	Teachers Training College
UN	United Nations
UN HABITAT	United Nations Habitat Programme
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Program
UNHCR	United Nations High Commissioner for Refugees
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme

Glossary of terms

TERM	DEFINITION
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, considering their relative importance. OECD (2010)
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results. OECD (2010)
Evaluation	The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. OECD (2010)
Fragility	Fragility is a combination of exposure to risk and insufficient coping capacity of the state, system and/or communities to manage, absorb or mitigate those risks. Fragility can lead to negative outcomes including violence, the breakdown of institutions, displacement, humanitarian crises or other emergencies. (OECD, States of Fragility 2016)
Governance	According to OECD (2006), governance is the exercise of political, economic and administrative authority necessary to manage a nation's affairs. The process by which decisions are made and implemented (or not implemented) and by which public institutions conduct public affairs and manage public resources
Humanitarian-Development Nexus	Refers to the relationship and intersection between humanitarian and development aid and the challenges faced, including conceptual, institutional and strategic gaps, funding gaps, partnerships and coordination issues, and approaches to refugees and displaced persons. (Hinds, 2015)
Inclusion	Inclusion is defined as the process of improving the terms of participation in society, particularly for people who are disadvantaged (e.g. women, young people, elderly, people with disabilities, displaced people, through enhancing opportunities, access to resources, voice and respect for rights.
Participatory Evaluation	Evaluation method in which representatives of agencies and stakeholders (including beneficiaries work together in designing, carrying out and interpreting the evaluation. OECD (2010)
Peer	Peers are representatives of the SDC and participate in the evaluation as team members. They may be coordinators/country directors, deputy coordinators or program officers of focal points within the SDC. They contribute to thematic and process knowledge and facilitate the learning experience provided by the evaluation.
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. OECD (2010)
Sustainability	The probability of continuation of benefits from a development intervention after major development assistance has been completed. OECD (2010)

Executive Summary

Part I: Bibliographical information

DONOR	SDC (Swiss Agency for Development and Cooperation)
REPORT TITLE	Evaluation Cooperation Strategy Afghanistan 2015-2018
GEOGRAPHIC AREA	South Asia
SECTORS	Governance and Human Rights, Sustainable and inclusive socio-economic development and improved livelihoods, especially in rural areas, Humanitarian assistance
LANGUAGE	English
DATE	05/2017-03/2018
AUTHORS	Yvan Conoir, international expert Andreas Gerrits, SDC peer Björn Schranz, SDC peer

Part II: Summary

Project Description

The Swiss Cooperation Strategy (CS) in Afghanistan 2015-2018 has the following overall goal: "to sustain and enhance accountable institutions on the sub national level, thus contributing to good governance, the respect of human rights and the rule of law and the promotion of inclusive and sustained socioeconomic development". To achieve this goal, SDC undertakes interventions in two interconnected thematic domains: 1) Governance and Human Rights, with the goal to see national institutions in Afghanistan become more participatory, inclusive and have increased respect, protection and fulfilment of human rights; 2) Sustainable and inclusive socio-economic development and improved livelihoods, especially in rural areas, with the goal that men and women, boys and girls especially from poor families living in rural areas improve their livelihoods, and that government institutions, especially at the sub national level provide better/increased basic demand driven service delivery in the targeted areas.

As of December 2017, there were 21 ongoing projects (without Humanitarian Aid¹), 4 operationally closed projects and one project at the stage of tendering, for a total value of CHF 18 million, below the budget foreseen in the Swiss CS 2015-2018. Also, budget contributions from SDC/HA have been additional to the strategic budget allocation of the CS, insulated from the two domains of intervention. Notwithstanding, from 2015 to 2018², the SDC has increasingly tried to harmonize development and humanitarian modalities through its "*contiguum* approach".

¹ Humanitarian Aid consists of 3 bilateral humanitarian aid projects.

² "Around CHF 26 million will be provided in support of humanitarian actors", Swiss Cooperation Strategy in Afghanistan 2015-2018, p. 24.

Evaluation Methodology

The objective of the evaluation of the Swiss Cooperation Strategy in Afghanistan 2015-2018 was to assess whether the SDC and its partners had reached the strategic objectives in the country or the region, as defined in the Cooperation Strategy, and to appraise the efficiency of the strategic and operation steering mechanisms of the Cooperation office. The evaluation was to assess the significance of the Swiss contribution to national (and regional) development results, and to identify key factors, which may have enhanced or hindered aid performance and results achievements. Initial interviews with various resource persons in Bern (November 2017), led to the presentation of the Inception Report. Later, the evaluation (composed of the international consultant and only one SDC peer), undertook a two-week mission in Afghanistan (Jan-Feb 2018), in Kabul as well as a field trip to the city of Bamyan to visit local projects implemented by SDC. During this mission, the team met with Afghan officials, at central and sub national level, representations of the World Bank, the UN Assistance Mission in Afghanistan (UNAMA) and UN organizations involved with SDC programming, representatives of regional and national donors, local or international NGOs, and local representatives of the City of Bamyan. A Skype interview with the Ambassador of Switzerland in Pakistan also took place. The mission to Afghanistan was followed by a debriefing in Bern (Feb), the preparation of the Draft Final Report, and a restitution session in Bern (March).

Major Findings and Conclusions

Evaluation Area 1: Context Analysis

The SCO Afghanistan has demonstrated an active engagement and seriousness in analyzing and contextualizing its working environment, using a comprehensive Conflict Sensitive Programme Management (CSPM) approach and feeding reliable, updated and security driven context analysis to not only its development program, but also the Swiss Representation in Afghanistan (Islamabad), the SDC and its local teams and partners. This constant monitoring allows the SCO Afghanistan to stay abreast of short and mid-term events, current trends and developments and react adequately to the context developments. It also makes the Office Head behave as a *Chargé d'Affaires* and spend considerable amount of time and energy liaising with local authorities and the Embassy in Islamabad.

Evaluation Area 2: Relevance and appropriateness of program portfolio

The thematic domains of SDC in Afghanistan remain highly relevant and well aligned with Afghanistan's national priorities. Swiss interventions in Afghanistan are aligned along two interconnected domains: a) inclusive governance and human rights and b) sustainable economic development. Interventions in the governance domain remain relevant supporting state institutions, at the central and local level. Supporting and strengthening human rights institutions as well as civil rights institutions continue building up a society supporting the rights of the most vulnerable. Also, in an environment characterized by a high level of poverty and poor socioeconomic development, investing in rural development, natural resource management and in the education sector remain first line national priorities.

Evaluation Area 3: Implementation of the CS and its portfolio

While the environment has been challenging, project implementation has progressed well, with new intervention being launched throughout the period under consideration. Overall management of financial resources was on track despite progressive budget cuts. The SCO Afghanistan has worked to enhance its workforce diversity and the number of expats appeared to be adequate. Management of security issues has drained a lot of resources and energy but the programme continued to be implemented with a high degree of analysis, reflection and flexibility.

Evaluation Area 4: Results of the Country Strategy

Results in domain 1: "Governance and Human Rights", remain modest, largely because of the lack of structural changes that could support further initiatives in the decentralization and devolution of powers to Provinces and Municipalities. Sustained and ongoing support to Afghanistan Independent Human Rights Commission (AIHRC) continues to bolster the defence and promotion of human rights at all political and geographical levels throughout Afghanistan. Swiss interventions in domain 2 the "livelihood and rural development" have supported approximately 200,000 individuals to improve their livelihoods while investments in the education sector have supported the increase in the enrolments of boys and girls. Continuous investment through multilateral organizations (ICRC, UNHCR, WFP) continue supporting the humanitarian assistance efforts in supports of returnees and internally displaced persons (IDPs). Additional small scale contributions target "niche" initiatives that support the work of local and international humanitarian assistance actors.

Recommendations

Context analysis - Evaluation Area 1

- **Context analysis:** SDC should continue investing in diverse information, networks and instruments that will provide a thorough understanding of constantly evolving local and national security, political, social, economical and developmental conditions. The different aspects of fragility should be systematically integrated in the new CS.
- **Use of instruments:** Humanitarian issues should be thoroughly integrated across the new CS, with clear indicators reflected in the results framework. Further funding should respond to the prevailing characteristics of the conflict in Afghanistan.
- **Localizing aid:** Switzerland should integrate the strengthening and capacity building of national NGOs in the humanitarian assistance sector as one of its programmatic objectives.
- **Humanitarian funding:** SDC should consider enhancing humanitarian assistance funding as part of a collective effort to respond to increased needs for IDPs and Returnees.

Relevance and appropriateness - Evaluation Area 2

- **Relevance of domains:** The evaluation supports the proposed continuity regarding the thematic domains, in line with the recommendations of the Mid-Term Review of the CS. The thematic priorities should remain the same as under the current Swiss CS, focusing on three formal domains of intervention, e.g. Human Rights and Rule of Law; Agricultural and Rural Development as well as Education.
- **Governance:** Governance should be integrated as a cross-cutting theme throughout the entire SDC portfolio. The architecture of a restructured Law and Order Trust Fund for Afghanistan (LOTFA) should guide further investments in the justice sector.
- **Human Rights:** SDC should continue supporting national human rights institutions to ensure closer Human Rights (HR) integration in laws, policies and alignment to HR international standards, while continuing to find innovative/alternative ways to support national HR Civil Societies Organisations (CSOs).
- **Protection mainstreaming:** Protection should remain at the core of SDC Humanitarian commitments and protection mainstreaming be at the center of the *nexus* between HA and a rights-based and inclusive developmental programming.
- **Education:** The evaluation recommends maintaining the current modality mix of on- and off-budget support as well as the active involvement in donor coordination and solid policy dialogue. In line with SDG 4, access to quality education for all should be

promoted, inter alia through supporting bridging programs for IDPs and returnees (e.g. Education in Emergencies EiE).

- **Livelihood:** The evaluation supports the streamlining of the livelihood portfolio but recommends streamlining also the approaches within the specific programs. Mainstreaming of protection into livelihood programming should be of a particular focus, whereby access for the most vulnerable populations including IDPs and returnees to livelihood opportunities should be promoted.
- **Peace and conflict transformation:** Given the overarching importance of peace and security, it is recommended to go beyond CSPM and seek to reduce factors of fragility, leading to conflict transformation.

Implementation of the portfolio - Evaluation Area 3

- **Monitoring:** For the future CS the evaluation team recommends the formulation of realistic outcomes, a revision of the number of indicators and an improved definition of baselines and targets.
- **Participation:** SDC should continue to be actively engaged in development, institutional and humanitarian fora to represent its distinct "Swiss" voice and the defence of key international humanitarian principles. SDC has to ensure personnel continuity (in number/duration) to keep up a substantive capacity of following up HA context and policy dialogue.
- **Agenda 2030:** The next CS should integrate clear references to the Agenda 2030 and its relevant SDGs, ensuring that SDG indicators are used to monitor and measure progress against the expected CS objectives.

Results of the Country Strategy - Evaluation Area 4

- **Implementing modalities:** SDC should continue using a mix of implementing modalities in each concerned sector. While working as far as possible through government structures for livelihood and agricultural projects, it should ensure local and national ownership in the governance and human rights sector by working with local governing bodies and organizations, Community Development Councils (CDC) and independent organization.
- **New domain:** The evaluation supports the SDC's plan to transform the Livelihood and rural development sub-domain to a separate domain in the future CS thus fulfilling the requirement to include a global theme: Agriculture and Food Security.
- **Budget:** It would be certainly advisable to provide a budget of approx. CHF 30 million for development cooperation and CHF 10 million for HA activities.

1 Introduction

1.1. Objectives of the Cooperation Strategy Evaluation

The Evaluation and Corporate Controlling Division of the SDC of the Federal Department of Foreign Affairs (FDFA) has commissioned the Country Strategy Evaluation of the Cooperation Strategy Afghanistan 2015-2018, "Staying Engaged". The goal of country strategy evaluations is to assess the relevance and coherence of the Swiss development cooperation in regard to national development priorities and the Federal Council Dispatch.

The **objectives of the Country Strategy Evaluation** of the Cooperation Strategy Afghanistan 2015-2018 include the following:

- To assess – through a mutual learning process – whether the SDC and its partners reach the strategic objectives in the country or region, as defined in the Cooperation Strategy (CS), and to appraise the efficiency of the strategic and operational steering mechanisms of the Cooperation Office;
- To timely build the foundation for the definition of key elements for the new CS;
- To assess the significance of the Swiss contribution to national (and regional) development results, and to identify key factors, which enhance or hinder aid performance and results achievements;
- To identify good practices and innovative approaches, as well as sharing experiences in managing CS.

The evaluation has been standardized as per the "Country and Regional Strategy Evaluation. Concept. January 2016" as well as the "Toolkit. Country and Regional Strategy Evaluation. June 2016". Two SDC peers participated in the evaluation to promote institutional learning; one from the Cooperation with Eastern Europe Department (who travelled to Afghanistan with the evaluation consultant); and the other from the Humanitarian Aid and SHA Department (who supported the mission in Bern with additional interviews). The Inception report, as well as the Final report, have been peer reviewed and the presentation of final results to the SDC took place in March 2018.

The final evaluation required some minor changes to the original Terms of Reference (TOR): while the international consultant was initially responsible for the internal mid-term review (MTR) of the Cooperation Strategy in Kabul (August 2017), this was not possible and the MTR took place only with officials of the SDC. The objectives of the MTR of the CS were to: a) internally evaluate context changes, results achievements and SDC performance in Afghanistan; b) assess needs to adapt and/or revise the current cooperation strategy; and c) identify issues related to the scenarios, development trends and SDC intervention strategy, which will require more reflection to inform the elaboration of the new cooperation strategy 2019-2022. Other than this change, the rest of the evaluation was conducted as anticipated: after an initial documentary review, the consultant held interviews with various resource persons in Bern (November 2017). This led to the presentation of an Inception report, which prepared the ground for a two-week field mission in Kabul, including one trip to the city of Bamyan (the capital of the eponym Province) to visit local projects implemented with SDC support.

Local in-country and city security conditions in general, as well as during the field mission itself³ in particular, were taken very seriously by the SCO Afghanistan: the consultants were hosted within the compound of the SCO Afghanistan itself, and their visits - in armoured vehicles - strictly monitored from the Operations room of the SCO

³ In 10 days only, the Taliban and ISIS launched armed attacks against the Intercontinental Hotel and the Military Academy in Kabul, the office of one international NGO in Jalalabad and an ambulance car exploded at the limit of the "Ring of Steel" in the center of Kabul City.

Afghanistan. This aspect of the daily life of the Swiss cooperation officials and personnel has to be borne in mind when reviewing how a small dedicated team manages to implement a programme as diverse as the Country Strategy in Afghanistan from 2015 to 2018.

The mission to Kabul as well as to Bamyan took place from **January 20th to February 2nd, 2018**. It involved meetings with:

- Officials of key government partners: The Ministry of Education (MoE), the Ministry of Agriculture, Irrigation and Livestock (MAIL) and the Ministry of Justice, both at the central and subnational (Bamyan) level;
- Representatives of the World Bank, of the UN Assistance Mission in Afghanistan (UNAMA), of the UN organizations involved with SDC programming (alphabetical order): FAO, IOM, OCHA, UNDP, UN-Habitat, UNHCR, UNICEF; and the ICRC;
- Representatives of regional and national donors and cooperation office representation (alphabetical order): Canada, European Union (ECHO and the Commission), Germany (GiZ), Sweden;
- Representatives of local or international NGOs: the Aga Khan Foundation, Agency Coordinating Body for Afghan Relief and Development (ACBAR), the Civil Society and Human Rights Network (CSHRN), International NGO Safety Organization (INSO), Foundation Terre des Hommes; The Liaison Office (TLO);
- Representatives of the Afghanistan Independent Bar Association (AIBA) and the Afghanistan Independent Human Rights Commission (AIHRC);
- Local representatives of the City and the Province of Bamyan: members of two Community Development Councils, Executive and Members of the Municipal Advisory Board (MAB) of Bamyan, the Provincial Governor and Provincial Directors in the Education, Agriculture and Justice sectors;
- A special Skype call also took place with the Swiss Ambassador to Pakistan and Afghanistan during the field mission.

1.2. Methods and structure of the report

This report is composed of four sections. Section 1 has introduced the overall objectives of the evaluation and the details of the mission and will provide an overview of the CS in Afghanistan, below. Section 2 presents the “Findings” of the evaluation, assessing the quality of the context analysis (EA1) and the positioning and adaptation of the CS with respect to country and regional context, as well as Swiss policies. It also reviews the relevance and appropriateness of the projects and program (EA 2), before considering the implementation of the CS (EA 3). Finally, it assesses the results of the CS in relation to the outcomes at the country level (EA 4).

The questions driving the evaluation rely on an evaluation matrix (Annex 2), which is partly standard, partly supported by additional questions raised by officials of South Cooperation Department, Humanitarian Aid Department and other SDC officials. The information provided is also supported by the Country Strategy Results Framework (Annex 5), basic statistical data and an analytical review of the portfolio and the duration of projects (Annexes 6, 7 and 8), as well as a Synthesis of Results per Domain (Annex 11).

1.3. Overview of the Cooperation Strategy 2015 - 2018

The CS is structured within the overarching Cooperation Program of the SDC. This commitment is outlined in the framework of the Federal Council's Dispatches on international cooperation 2013-2016 and 2017-2020, which includes Afghanistan as a priority country for cooperation and for strengthening Swiss involvement in fragile country contexts.

The Swiss program in Afghanistan has the following overall goal: “to sustain and enhance accountable institutions on the sub national level, thus contributing to good governance, the respect of human rights and the rule of law and the promotion of inclusive and sustained socioeconomic development” (SDC, Swiss Cooperation Strategy Afghanistan 2015-2018, Staying Engaged, 2015: p. 14).

To achieve this goal, SDC undertakes interventions in two interconnected thematic domains:

1) Governance and Human Rights: the goal of the Domain of intervention No 1 is to see national institutions in Afghanistan become more participatory, inclusive and have increased respect, protection and fulfilment of human rights.

This domain foresees three outcomes:

1.1 Men and women of all ages participate in political decision making through the strengthening of accountable state institutions; increased governance and people's representation at the community district levels in targeted areas; improved nationwide subnational governance, and a stronger organized civil society. Nationwide, these efforts should be contributing to increased quality in service delivery and enhanced administration capacities of provincial and district governor's offices;

1.2 Governance institutions at all levels are more accountable, transparent and participatory; This is made possible through Switzerland's engagement in multi-donor programs strengthening sub national governance capacities, participatory planning, service delivery and accountability mechanisms, as a result of which women's and men's engagement in civic affairs and their coordination capacities to lobby and advocate should be improved;

1.3 Key Afghan human rights bodies contribute to the Government of Afghanistan's respect, increased protection and fulfilment of human rights, through Swiss financial contributions and dialogue with Afghanistan's human rights institutions: the AIHRC, the HRSU as well as Civil Society organizations (CSOs) such as CSHRO. This line of action should improve access to justice for all, in particular women, by ensuring that laws are enforced. The AIHRC's institutional sustainability will be strengthened and human rights CSOs will be supported through dialogue and advice.

2) Sustainable and inclusive socio-economic development and improved livelihoods, especially in rural areas, with the following outcomes:

2.1 Men and women, girls and boys especially from poor families living in rural areas improve their livelihoods through increasing agricultural productivity and labour-intensive rural infrastructure projects in poor and remote mountain areas with on and off-farm production and income generation, water and land resources management, increased agricultural production, creation of employment opportunities and improvement of food security;

2.2 Government institutions, especially at the sub national level provide better/increased basic demand driven service delivery in the targeted areas: Girls' and boys' formal and non-formal school enrolment increases. Basic quality education will be increased through adopting a gender balanced approach through school improvement, teacher education, community engagement and institutional building.

These domains are cross-cut with two transversal themes: inclusion and governance.

2. Findings

2.1 Evaluation Area 1: Context analysis (referring to the partner country context, the region and to the Swiss context)

2.1.1. Positioning and adaptation of CS with respect to country and regional context as well as Swiss policies

Strategic Conformity with Federal Council Dispatch

The CS under evaluation spans two Federal Council Dispatches: the dispatches on international cooperation for 2013-2016 and for 2017-2020. Switzerland's commitment to international cooperation rests on its political neutrality, willingness to combat poverty, and its experience in conflict resolution.

Both dispatches establish Afghanistan - as part of the Hindu Kush region – as a priority region in the Swiss commitment to increasingly work in fragile contexts. The two dispatches have similar strategic objectives, although the 2017-2020 Dispatch adds specific foci on human rights and gender equality, as shown in Exhibit 2.1. The final two rows of Exhibit 2.1 also show the degree to which the CS is aligned with these objectives.

Table 2.1 Strategic Objectives Listed in the 2013-2016 and 2017-2020 Dispatches on International Cooperation Compared with the CS Afghanistan

STRATEGY	COMPONENTS						
2013-2016 Strategic Objectives	Help to shape pro-development, environmentally friendly and socially responsible globalisation	Prevent and overcome crises, conflicts and catastrophes	Create access for all to resources and services	Promote sustainable economic growth	Support the transition to democratic, free market systems		
2017-2020 Strategic Objectives	Contribute to development of an international framework for responding to global challenges	Prevent and manage the consequences of crisis and disaster and of fragility; promote conflict transformation	Support sustainable access to resources and services for all	Promote sustainable economic growth	Strengthen the rule of law, democratic participation, support institutions serving society and the economy	Ensure the respect for human rights and fundamental liberties, support efforts to advance	Strengthen gender equality and the rights of women and girls
CS Afghanistan Overall Goal	Sustain and enhance accountable institutions on the sub-national level, thus contributing to...		...the promotion of inclusive and sustainable economic development...		...good governance, the rule of law...	...respect for human rights...	
CS Afghanistan Domains			Sustainable and inclusive economic development		Governance and human rights		(Transversal theme: inclusion)

The CS's overall goal, two domains and transversal themes fulfill the requirements of the Swiss strategic objectives and global themes.

Conformity with Development Priorities of Afghanistan

The CS's Annual Reports 2015-2017, as well as the evaluations of the respective projects place an emphasis on the country context in Afghanistan and highlight the chronic instability in the country. Afghanistan is identified as a "fragile state" and is a member of the G7+, which brings together 20 fragile and conflict-affected countries. General economic

conditions and investment prospects are negatively affected by the country's overall insecurity. As in any such environment, poverty is endemic: almost two fifths (39%) of the Afghan population lives below the national poverty line and 30% are food insecure. Poverty rates in rural areas – where three quarters of the population currently live – are higher, particularly in the Northeast of the country, where they reach 50%⁴. These figures have worsened in recent years. With the withdrawal of international forces in 2014, the annual GDP growth rate dropped from 6,6% to 1,1% in 2015.⁵ At the regional level, "regional agreements on infrastructure and connectivity projects reached important milestones", but it is believed that "benefits for the Afghan people will only become tangible in the medium to long term".⁶

Afghanistan remains dependent on the support of the international community in its process towards peace and development at all levels. For that, Switzerland has reiterated its long-term engagement in the country in the Swiss Cooperation Strategy for Afghanistan for 2015–2018 "Staying engaged". The Swiss engagement in the country is framed through the Tokyo Mutual Accountability Framework (TMAF), a compact between the Afghan Government and the international community, adopted in 2012 and aligned with the Afghanistan National Peace and Development Framework (ANPDF) 2017-2021. The TMAF has since then been consolidated into the SMAF (Self-Reliance through Mutual Accountability Framework), in 2014.

At the Tokyo Conference in 2012, the International Community, including Switzerland, committed to aligning 80 % of aid with National Priority Programmes and channelling at least 50 % of its development assistance through the national budget of the Afghan Government. Also, conferences in Warsaw and Brussels (2016) assured crucial security and development funds until 2020 (USD 4.5 and 3.8 billion/year respectively).⁷ The Afghanistan National Peace and Development Framework (ANPDF) identifies 4 development priorities:

- Governance and State Effectiveness
- Social Capital and Nation Building
- Economic Growth and Job Creation
- Poverty Reduction and Social Inclusion

The overall priorities are specified in 11 National Priority Programs (NPPs). The National Unity Government (NUG) has also repeatedly confirmed its commitment to human rights and this is reflected in Afghanistan's national strategic documents, as well as through the election of Afghanistan to the Human Rights Council in 2017.

The CS responds to these needs and national priorities through its two domains of intervention: governance and human rights, which emphasises strengthening accountability and democratic practice, the rule of law and human rights; and socio-economic and sustainable development, which focuses on agriculture and rural development, infrastructure, as well as education. The CS also incorporates inclusion, gender equality⁸ and intergenerational considerations into this approach. In summer 2017, the MTR of the CS noted that the SDC allocated only around 10% of its annual budget to on-budget support, making it unlikely that it will meet the Swiss commitment target of the Tokyo

⁴Swiss Agency for Development and Cooperation SDC 2015.

⁵World Bank official, quoted in Midterm Review Report, p3.

⁶ Afghanistan Annual Report 2016, SDC, for internal use, p.3.

⁷ Ibid. p.3.

⁸ SCO Afghanistan recognizes that "In addition, gender aspects will have to be carefully integrated and might require further capacity development of SCO Afghanistan staff"; *this explains* why the 2018 Operational Planning Framework includes the Elaboration of SCO Afghanistan gender action, as well as a Workshop for SCO Afghanistan staff and partners on gender mainstreaming as part of its planned activities for 2018, AR 2017, pp. 13 and 15.

Conference during this CS period: "since no additional funding will be allocated to the country program and funds are already committed to programs, which are aligned to the government's priorities but not channelled through government entities, it is unlikely that SDC will meet this target".⁹

Considering the high corruption risks unanimously expressed by senior UN, WB and donors' officials, and in light of the limited financial envelope of the CS portfolio, the evaluation supports the current cooperation architecture and considers the limited investment of the SDC to on-budget support as adequate. Multi-donor trust funds where fiduciary responsibility remains with the trust-fund manager are currently considered the only viable option for on-budget support (e.g. ARTF).

2.1.2. Quality of context analysis of SDC

The context analysis has generally been appraised as thorough and adequate by interlocutors in Bern as well as in Afghanistan. The proposed *most likely scenario* of the CS, "Walking a tightrope", is not far from the current de facto scenario, although growing insecurity in 2016 and 2017 within the country, and including the capital city, do not prefigure an improvement of development and working conditions. Security and logistical conditions have led during the implementation of the CS to the departure of Swiss NGOs, severe reductions in the number of international cooperation and diplomatic staff (e.g. EU, Germany) and agencies, as well as constant restrictions on field monitoring visits - yet Switzerland proves to be an exception in this regard. However, with hindsight, there seems to be a broad agreement within SDC today that the Swiss Afghanistan CS was established with a too optimistic vision, building a development strategy without sufficiently considering various aspects of fragility and without integrating humanitarian instruments. This despite constantly high humanitarian needs and a humanitarian funding accounting for over 25% of the annual SDC budget for Afghanistan¹⁰. Indeed, there is a disconnect between the context analysis and the CS. The issue in this regard is not so much about the choice of the domains of intervention vis-à-vis fragility aspects as such, but about how they are conceived and implemented. An interlocutor summarized that "lacking translation into a whole-of-government approach through a sound integration of humanitarian aid, political analysis and mediation tools has led to a too modest vision". But so far, no other Swiss government units (State Secretariat for Economic Affairs, SECO, Human Security Division, HSD, Directorate for Political Affairs, DP) are present in Afghanistan¹¹.

Context analysis is completed on a triennial basis. It is performed using a series of analytical toolsets developed by the SDC. They include: actor mappings, local risk assessments, regular reviews of quarter/annual planning, and extensive consultations and workshops with partners. Exclusive local tools, like constant information sharing and analysis produced by the International NGO Safety Organisation (INSO),¹² keep the SCO Afghanistan aware of immediate or mid-term events, risks and possible developments. Systematic participation of national and international staff to local trust funds coordination committees (ARTF, LOTFA), donors or OCHA coordination meetings and other formal/informal bilateral consultations, allow the office to be constantly abreast of significant developments in

⁹ MTR of the CS report, p. 6.

¹⁰ Most of the humanitarian assistance budget is managed in Bern and allocated for earmarked core-contributions of UN humanitarian actors and the ICRC. Contributions managed by SCO Afghanistan were approx. 1 Mio in 2016 and 1.4 Mio in 2018 (the rest were multi-contributions, approx. 5 Mio).

¹¹ At the light of most recent security incidents in Kabul (Jan. 2018), it is fair to say that working and living conditions would hardly improve and allow easy expansion of Swiss presence in Afghanistan.

¹² Operational since 2011 in Afghanistan, INSO provides exclusive instant security related information - free of charge - for local and international humanitarian NGOs, briefs, context analysis reports, immediate alerts as well as in-country "private" security briefings. In 2017, INSO registered close to 30,000 incidents (29,867), more than two thirds of them being organized by Armed Opposition Groups (AOG), from abductions, direct fire, IED, robberies to intimidation; see <http://www.ngosafety.org/country/afghanistan>.

national policies implementation, humanitarian assistance or donors strategies. This dedicated and constant commitment to information gathering, risk analysis and conflict sensitive policy development allows the SCO Afghanistan to play a significant role in the analysis of the context that feed not only the Swiss programme, but both the Swiss Embassy in Islamabad and Swiss authorities in Bern.

The SCO Afghanistan conducts one to two field visits per year for each project, be it a mandate or a contribution. Context analyses are compiled into the Annual Reports, which serve as a monitoring and steering tool for the CS and presents results achieved in SDC supported projects.

The context analysis of the two domains is well described in the Annual Reports (ARs). HA is considered as well in the 2016 and 2017 Annual Reports despite not being included in the strategy. Some results of these domains of intervention are reported according to the latest report from both partners and government. The section on management/performance results, which are introduced in the frame of Mutual Accountability Framework (TMAF/SMAF), presents recommendations and information on the process of results and indicates what should be done.

Using “Tool 121A: Assessment tool for assessing the context (overall and domain)” of the Toolkit as well as per interviews with the SCO Afghanistan and external stakeholders, the evaluation team concluded that the context analysis presented in the CS and ARs demonstrate:

- A clear understanding of the overall and broad political, development and humanitarian context, including relevant actors and analyses of social and economic inequality, power relations, social organisations, cultural orientations, regional disparities, system of exchange and markets, state apparatus, political parties, institutions and powers. The CS and ARs also consider Disaster Risk Reduction (DRR) and their impact on the two domains of intervention, such as in terms of poverty and food insecurity. The analysis also considers the relevant actors regarding transversal themes of gender, inclusion and governance.
- The use of diverse sources for triangulating information, such as the reports of partners and government both for overall contextual analysis and for each domain of intervention.
- Regular consideration of lessons learned from good practices and mistakes through consultations, workshops and reviews of annual planning. Adjustments to activities under each domain of intervention are made if necessary.

2.1.3. Reflection of Humanitarian Priorities within CS Portfolio

Swiss Commitments and harmonization of HA and Development interventions

Humanitarian aid is part of the Swiss mandate and strategic orientations, as the Swiss Confederation describes in the Federal Dispatches for 2013-2016 and 2017-2020. The SDC has implemented humanitarian aid “to relieve the suffering that people suffer as a result of crises, conflicts and disasters”.¹³ In Afghanistan, continuing instability has led to further displacements of population. In 2017, approximately 501,000 were displaced (more than one million in 2016), while some 660,000 were displaced in 2016. (see figure below),¹⁴ followed by hundreds of thousands of returnees from Pakistan and Iran.¹⁵ The current Humanitarian Response Plan (HRP) states that 7.4 million people are estimated to be in

¹³Federal Dispatch 2017-2020, 2016: P. 2224.

¹⁴ ACAPS: <https://www.acaps.org/country/afghanistan/crisis-analysis>.

¹⁵ The rate of returnees (refugees, deported), was more than a quarter of a million for the first six months of 2017; Annual Report, 2016: p. 7.

need of humanitarian assistance and that 3.3 million people (approx. 10% of the population) require life-saving assistance.

Figure 2.1 Three out of five persons displaced in Afghanistan are children¹⁶

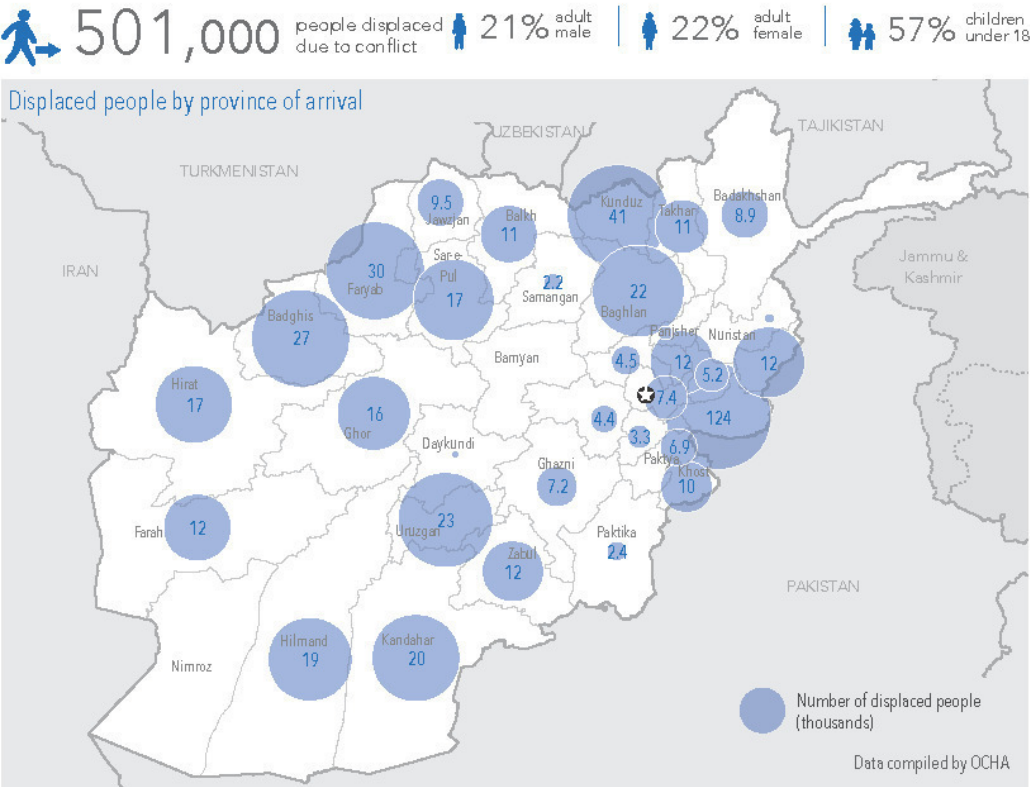
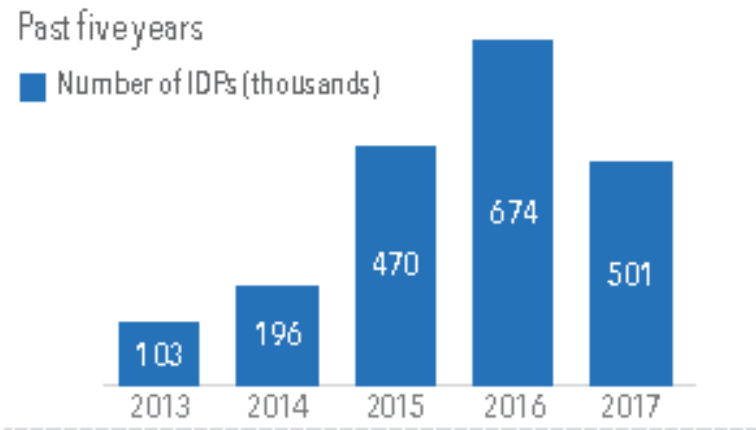


Figure 2.2 More than 1.5 million Afghans displaced during the implementation of the CS¹⁷



¹⁶ OCHA, snapshot of population movements in 2017 (as of 28 Feb. 2018).

¹⁷ Ibidem.

Switzerland's humanitarian assistance in Afghanistan is not thoroughly integrated in the current CS, and it appears that the advantages of the available humanitarian instruments are not taken into consideration in the CS, despite SDC/HA already being present in Afghanistan. Budget contributions from SDC/HA are displayed on the top of the strategic budget allocation of the CS, insulated from the two domains of intervention. Aside from a broad reference¹⁸ under chapter 2 on *Afghan priorities, international support and the focus of Switzerland*, humanitarian aid is mainly linked to DRR, which is presented as a “working modality in all long-term development interventions [of SDC in Afghanistan]”. Notwithstanding, the reference made in the same paragraph on “pursuing a *contiguum* approach, [where] development and humanitarian modalities are applied in a coherent and complementary way” (p. 16) points to the representation of the humanitarian situation, whereby humanitarian activities are usually undertaken in areas with a high presence of IDPs, returnees, or affected to some extent by conflictual activities. From 2015 to 2018, SDC has increasingly tried to utilize development and humanitarian modalities. In light of the lacking integration in the current CS, a majority of humanitarian assistance has been delivered through un-earmarked multilateral contributions (International Committee of the Red Cross (ICRC), United Nations High Commissioner for Refugees (UNHCR) and the World Food Program (WFP)). Also, in reaction to the increased influx of returnees occurred since 2016, additional contributions to IOM and the Common Humanitarian Fund (CHF) have been started. Results are reflected in SDC Annual Reports through statistics referring to the millions of people assisted in food-insecure rural areas (WFP), the contribution of medical assistance and the visit to detainees (ICRC), the direct support to refugees, internally displaced persons and (undocumented) returnees (UNHCR and IOM).

Table 2.2 Contribution of Switzerland to Humanitarian Financing in Afghanistan

PARTNERS	ANNUAL BUDGET (2016)	SDC CONTRIBUTION (2016)	FUNDING GAPS
UNHCR	USD 259,000,000	USD 500,000 (0.2%) USD 2,000,000 (additional), 0.8%	USD 94,000,000 (for 2018)
WFP	USD 220,000,000	USD 1,500,000 (0.7%) ¹⁹	USD 78,000,000 (for 2017)
ICRC	USD 88,500,000	USD 3,500,000 (4%)	Unknown
OCHA/Common Humanitarian Fund	USD 59,000,000	USD 400,000 (0.7%)	n/a

During the period of the 2015-2018 CS, two secondments were deployed for developing the UNHCR's Cash-based transfer (CBT) policies for shelter or implementing WFP's nationwide DRR policy. The latter led in particular to the development of a strategy to enhance the impact and efficiency of WFP's asset creation activities. The DRR secondment also led to the creation of a UN Working group on DRR and the institutional strengthening of DRR within WFP. Unfortunately, these secondments seemed to have functioned independently from SDC, and exchanges seemed to have been limited. This may have prevented an optimal use of synergies and potential entry points related to multilateral financial contributions and policy dialogue.

More recently, promising bilateral initiatives have been undertaken that promote the nexus between humanitarian aid and development cooperation in one or the other way:

¹⁸ “Humanitarian needs are specifically addressed through core funding to the ICRC and financial contributions as well as selected expert secondments to humanitarian agencies of the UN.”

¹⁹ Decreased to 500,000 USD in 2017.

- Bridging humanitarian aid and development: the investment in the sector of Education in Emergencies (EiE), with the Norwegian Refugee Council²⁰, goes along with the priorities of including returnees and displaced into a schooling system that will give children a better chance for social and educational reintegration. Support to EiE clearly complements SDC's development portfolio in Afghanistan and contributes to scale up its programmatic outreach to increasing access to education for all children, in line with SDG 4 (Leave no one behind). The ongoing education programs focus on teacher training and quality. Field visits confirm that these investments are deployed in areas of high number of persons and communities displaced by the conflict.
- Promoting geographic complementarity of cooperation and aid: financial contributions provided to PACTEC International and INSO²¹ improve humanitarian operations in hard-to-reach areas and help more than 200 humanitarian and development NGOs to stay engaged and continue their activities in an environment marked by insecurity and warfare. Switzerland's contributions are fairly significant (SDC funds 33% of INSO's annual budget, 30% for PACTEC) within the portfolio of these two organizations, and are seen as crucial. To keep up with the image of neutral and impartial humanitarian organizations, small NGOs like INSO or PACTEC greatly need the support of states without any controversial political agenda in Afghanistan, like Switzerland.

As a conclusion of the MTR of the CS, SDC suggested under the new Swiss CS 2019-2022 to "define HA objectives and integrate them in the results framework under each domain",²² suggesting that further consultations will be required in this area. Providing a clear vision of what Swiss Humanitarian Aid²³ could strategically support in cooperation with South Cooperation is indeed important going forward into the context of a new CS. In addition, tackling "crisis specific challenges" can and should go beyond humanitarian assistance instruments especially for supporting durable solutions for IDPs and returnees. Their fate is linked with both current domains of the CS: most returnees have little knowledge of their rights, and a response focused on rights' awareness can improve reintegration prospects. Similarly, after an initial period where IDPs or returnees can live with cash grants, there is a subsequent period livelihood support will promote adequate reintegration.

The need to organize a coherent nationally led response in the humanitarian sector

In the wake of the World Humanitarian Summit in Istanbul, there are new trends in the way OCHA Afghanistan manages its contributions through the Common Humanitarian Fund (CHF). The Common Humanitarian Fund is the most agile, flexible and responsive tool that the organization works with. Donors are also responsive and their commitments totalled close to USD 39 million in 2017, with a modest Swiss contribution of USD 400,000²⁴. The Common Humanitarian Fund represent more than 12% of the Humanitarian Response Plan (HRP) funding received in 2017. While only one humanitarian national NGO CHF project was funded in 2014, this number has reached the amount of 11 in 2017 and is expected to rise accordingly. By end of 2017, 19 national and 41 international NGOs were eligible to

²⁰ Switzerland has historically supported education in Afghanistan since 2003 and remained actively engaged in its 2015-2018 CS with the Government School Support Program (GSSP, 2003-2018) as well as it with the Enhanced Balanced Education Program (BALEDU, 2012-2019). The EiE Working Group, in Afghanistan, is composed of 20 humanitarian organizations. It aims at supporting 700,000 children in areas of high return and displacement.

²¹ INSO contribution through SDC South Cooperation funds.

²² MTR of the CS Report, p. 7.

²³ Humanitarian indicators are insufficiently integrated in the Result Framework also present a challenge in this regard, as does the fact that reports related to multilateral contributions seem not being shared with SCO Afghanistan.

²⁴ Main donors to the Common Humanitarian Fund are the United Kingdom, Sweden, Australia, Republic of Korea, Norway and Switzerland. Swiss contribution declined from a modest 400,000 USD in 2017 to 200,000 USD in 2018.

receive funding. The Agency Coordinating Body for Afghan Relief and Development (ACBAR) supports the professionalism, accountability and managerial capacity of national NGO organizations and personnel through training, capacity building, auditing and field visits, with the objective to see an always increasing number of humanitarian assistance initiatives proposed by the national NGO funded by the Common Humanitarian Fund. From 2014 to 2018, the percentage of funding towards national NGOs has more than tripled, with 5% in 2014 to 18% in 2017²⁵.

National NGO capacity building is a long-term endeavour that deserves constant support, training, monitoring and counselling. Internal improvement of accountability mechanisms and strengthening of principled humanitarian action could support on one side the spread, reach and access of national NGOs towards vulnerable populations. On the other side, confidence, reporting and accountability towards international donors go in line with increased needs, current and future population trends (IDPs and returnees) and the need to link local humanitarian assistance with local development initiatives.

2.1.4. Conclusions and Recommendations for EA1

C.1 Context analysis: SCO Afghanistan has proven its active engagement and seriousness in analyzing and contextualizing its working environment, using a comprehensive CSPM approach and feeding reliable, updated and security driven context analysis to not only its development program, but also the Swiss Representation in Afghanistan (Islamabad), the SDC and its local teams and partners. This constant monitoring allows the SCO Afghanistan to stay abreast of short and mid-term events, current trends and developments and react adequately to the context developments. It also makes the Office Head behave as a *Chargé d'Affaires* and spend considerable amount of time and energy liaising with local authorities and the Embassy regarding political and consular issues, visas, preparing political inputs and policy papers, and advising on the pros and cons of further political/peacebuilding initiatives undertaken by other Swiss units and entities. The integration of fragility into the analysis also continues to support context and programme analysis. Enhancing joint multi-stakeholder context analysis (with local actors and communities) allows further refined understanding of needs and dynamics, and a better transferring analysis into programming.

R. 1 Context analysis: SDC should continue investing in diverse information, networks and instruments that will provide a thorough understanding of constantly evolving local and national security, political, social, economical and developmental conditions. The different aspects of fragility should be systematically integrated in the new CS.

C.2 Use of instruments: Switzerland increasingly uses an appropriate instrument mix at the nexus between HA and development assistance. Yet Switzerland is perceived as "doing too little" on humanitarian assistance, while having the right political, advocacy and strategic approach required to orientate and feed humanitarian coordination debates in Afghanistan. Humanitarian aid objectives should predominantly be in the protection, life-saving and support to IDPs/returnees' sectors. Since all the humanitarian indicators show an extension of the conflict, of the number of displaced, and of the potential of an increased influx of returnees from Iran and Pakistan, humanitarian aid issues should be systematically integrated into the new CS from context analysis to impact hypothesis, domains, indicators and risk management. In addition, due to Afghanistan's high vulnerability to nature induced disasters, DRR (including contingency planning) should be mainstreamed into projects and programs, especially linked to agriculture and rural development as well as education.

²⁵ Afghanistan Humanitarian Bulletin, 31 December 2017.

R.2 Use of instruments: Humanitarian issues should be thoroughly integrated across the new CS, with clear indicators reflected in the results framework. Further funding should respond to the prevailing characteristics of the conflict in Afghanistan.

C.3 Localizing aid: Humanitarian assistance mobilization is not only about funding, it is also about the mobilization of national aid actors. Given the limited access of international agencies to areas of active conflict, as well as high number of dynamic and scattered areas with medium-size humanitarian needs, intensifying efforts by the international community to localize aid are paramount. Switzerland could contribute to this in various ways: 1) continue the contribution to the Humanitarian Pooled Fund (HPF) to support capacity building and direct funding of local NGOs; 2) collaborate with ACBAR on strengthening the capacities of local NGOs: through Due Diligence and Partner Capacity Assessment,²⁶ ACBAR has managed to support the heightened need for further humanitarian assistance in increasingly insecure and fragile environments, as well as to recognize and work on the need to support national actors in possible initiatives linking humanitarian assistance to developmental initiatives; 3) make sure that all projects with international NGOs include substantial capacity building components of local partners. This will improve flexibility, outreach and coverage of the humanitarian response and contribute to bridge humanitarian and development needs at local levels.

R.3 Localizing aid: Switzerland should integrate the strengthening and capacity building of national NGOs in the humanitarian assistance sector as one of its programmatic objectives.

C.4 Humanitarian funding: The humanitarian situation is constantly deteriorating and international and national actors face increased difficulties with regards to access, funding, and operational mobilization. In two years only (2014 - 2016), the number of IDPs has tripled and the fear of a massive return from Pakistan remains a humanitarian concern of first importance. As expressed in the latest Humanitarian Response Plan²⁷, "As the conflict strikes larger parts of the country, 3.3 million people are now in acute need of humanitarian assistance (...) The intensification of the conflict, combined with a surge in sectarian violence, has led to extremely high numbers of war wounded (...). Violations of international and human rights law are commonplace. Deliberate attacks on civilians and civilian objects, aid workers and schools and medical facilities are frequently reported". It is also important to note that "with the limited ability of both population groups to return home or their ancestral places of origin, thousands of internally displaced persons and returnee families have been left with little choice to occupy the vast and growing number of informal settlements which now populate Afghanistan's urban landscape."

R.4 Humanitarian funding: SDC should consider enhancing humanitarian assistance funding as part of a collective effort to respond to increased needs for IDPs and Returnees. This should be envisaged through clear HA multi-year budget commitments and a clear focus on objectives to be achieved that are enshrined in the new CS.

²⁶ To be able to receive Common Humanitarian Fund funding, all international NGO and national NGO need to obtain their CHF Status. Once a national NGO passes its Due Diligence as well as Partner Capacity Assessment, it becomes Eligible for funding. As an illustration, the newly "New Consultancy and Relief Organization" (NCRO) has passed and completed both tests and is eligible for funding and identified to undertake WASH, Protection, Food Security and Shelter projects and programmes in Kunar, Laghman and Nangahar Provinces.

²⁷ Humanitarian Response Plan, Afghanistan, January 2018-December 2012, p.6.

2.2. Evaluation Area 2: Relevance and appropriateness of project/program portfolio

2.2.1. Relevance of project/program portfolio

General considerations

As of December 2017, there are 24 ongoing projects, including 3 bilateral humanitarian aid projects, 4 operationally closed projects and one project at the stage of tendering. In addition, there are 3 multilateral HA-partners (ICRC, WFP, UNHCR). Interventions of the Cooperation Strategy work to overcome aspects of fragility in the country, such as insecurity, violence, especially against women, human rights violations, corruption, economic weakness, and natural disasters. In addition, SDC considers peacebuilding elements, especially with regards to access to justice, education and political participation. Swiss programs integrate gender and DRR, but also inclusion, security, knowledge and understanding. The Domains were conceived in an integrated manner (with Domain 1 considering the institutional level and Domain 2 focusing on the population level), and each domain is split into a number of sub-themes, with 1-2 project interventions each. Also, there is a convergence between the MTR of the CS statements and a lot of interviewees in Bern, which agree that there are too many sub-themes and projects and that "consolidation" is needed. This process has already started in agriculture, with the number of projects reduced from eight to four.

Domain 1: Governance sub-domain²⁸. Interventions in the governance sub-domain aim "to support an inclusive state, responsive to the people's rights and needs". In this regard Switzerland supports institutions, especially at the subnational level, civil society organizations and the population to improve service delivery, planning, participation, decision making process and access to justice.

Governance in Afghanistan remains a difficult exercise. Political conflicts at national and provincial levels, absence of free and fair elections²⁹, delays in election process, politically appointed officials at the governorate or municipal levels hamper the progression to substantial governing reforms at the national, provincial and local levels.

The Local Governance Programme (LoGo) claims some relevant advances in local governance, although political and cumbersome administrative and bureaucratic constraints limited its progress. However, the lack of a revised Sub National Governance Policy³⁰ and the implementation of the Provincial Budgeting Policy impede the implementation of Provincial Implementation Plans. At the local level, SDC's partner (UNDP) registered some progress in the implementation of municipal planning processes, revenue generation schemes, the organization of local service delivery projects³¹. Local governance, like the creation of Municipal Advisory Boards (MAB)³², is at its best when people are concerned by local interests. Cooperation agreements (too few) between CSO and municipalities³³ guide CSO and citizen engagement in municipal planning, budgeting and oversight of municipal services.

²⁸ The evaluation team decided to assess the themes of the domains distinctly.

²⁹ Elections are often marred by irregularities/fraud.

³⁰ The Sub National Governance Policy has not been adopted yet. The revision of the SNGP was delayed for years and in the current political environment (contestation by Taliban and upcoming elections) it is unlikely that the Government will prioritize the revision of the SNGP.

³¹ The evaluation visited one Local service delivery building in Bamyan although it was not yet functional.

³² The evaluation held a meeting with the Municipal Advisory Board (MAB) of Bamyan. Elected members of the MAB were representatives of their respective urban districts.

³³ Again, the Municipality of Bamyan - as well as Kapisa - has signed a cooperation agreement with local CSO and one specific area of the Town Hall of Bamyan is dedicated to these meetings.

Through the Law and Order Trust Fund Project (LOTFA), the SDC supports the training and capacity building of women in the national police forces. Figures have risen substantially and the "civilianization" process within the Ministry of Interior (MoI) is progressing. With the implementation of community oriented policing (*Police-e-Mardumi*), the public perception of the police increased from 60% to 65% in 2017. With the adoption (in 2016) of a Gender Workplan by the MoI, progressive numbers of personnel-related policies and procedures have been approved for change management, capacity development and aid coordination. Due to lack of funding³⁴ SDC will phase out its support to the Police Development Program. However, it will continue supporting community oriented policing services through its contribution to AUPP.

In Afghanistan, subnational governance is at its best when working with Community Development Councils (CDC) and Gozar Assemblies³⁵, which remain informal structures. In the current Subnational Governance Policy, there is no governance entity foreseen at the communal level (below the district/municipality). To close this gap, CDCs were established all over the country. They are bodies elected by the community and were introduced through the National Solidarity Program (successor: Citizens Charter) to facilitate social service delivery and to promote community development. The elected CDCs raise their own funding and deliver services. However, CDCs are not recognized in the current subnational governance system and in the current political environment it seems unlikely that they will be recognized any time soon. The relevance of the initiatives and projects selected by the CDC partners of UN-Habitat³⁶ (school, drainage, water supply, etc.) empower local communities to work together (including IDP, returnees, and host communities), elect local officials, raise funds and save resources for future repairs and materials purchase. Levels of ownership and satisfaction by CDC members and communities is very high and provides the best Return on Investment once taken into consideration local communities' contributions.

Exhibit 2.1 An aged IDP woman receives water at its home through a UN-Habitat-AUPP funded project (@Yvan Conoir)



³⁴ Reflection Note: Human Rights and Rule of Law in the Swiss Cooperation Strategy (2019-2022), Domain 1, p. 2.

³⁵ Gozar Assemblies are regroupments of a certain number of CDCs in urban areas.

³⁶ Note that SDC is also working with other CDC partners in agriculture, rural development and education projects.

Domain 1: Human Rights sub-domain. Switzerland, along with other interested donors, has supported an increased "Afghanization" of the Afghanistan Independent Human Rights Commission (AIHRC). After long and intense lobbying from donors, the Commission has benefitted from important contributions for development and operational costs from the Government³⁷ in support of its long-term sustainability, while at the same time ensuring that the AIHRC's expertise, findings and recommendations continue to support the Afghan Government's work towards better compliance with human rights standards. As a reward for its continued investment, the AIHRC maintains its "A" status accreditation.

The relevance of the Human Rights Support Unit (HRSU) of the Ministry of Justice has never been challenged, although its governance structure (more staff, less "NTA" - National Technical Assistants) has been dramatically changed, with SDC support. The HRSU is relevant in supporting the Afghan Government line ministries in fulfilling their international human rights obligations through the review of national laws, policies and strategies as through the monitoring of the implementation of UN human right treaties and recommendations. The elevation of the HRSU into a directorate and the placement of donor-funded positions onto the *tashkeel*³⁸ is partly the result of strong SDC efforts and advocacy. The HRSU is now an accepted and institutionalized part of the government.

The ambitious *Afghanistan Urban Peacebuilding Programme* (AUPP) has demonstrated the relevance and effectiveness of working at local level with Community Development Councils (CDC), self-organized local structures, with locally elected officials (locals/IDPs) and the relevance of participatory organized debates in order to prioritize and select community projects in the area of safety and security that satisfy the community as a whole. The AUPP illustrates the strategic choice made by donors and local populations (in the 2000's) to build up local representative and democratic local governance structures not only able to decide upon their recovery, reconstruction of development activities, but also to raise funds and efforts (work, resources) to complement international funded initiatives. Also, through AUPP, 15,000 women have been engaged with their municipal district and police representatives to conduct participatory safety assessment and to interact within CDC and enjoying decision-making powers.

However, the international community's support to national civil society organizations, although relevant, is not always backed by effectiveness and efficiency. Support to the Civil Rights Support Network came to an end after another institution, the *Tawanmandi*³⁹ also came to an earlier end. These two initiatives do not mean that there is a lower involvement in human rights, but illustrate two things: 1) "even more than the Afghan government, CSOs are today almost entirely dependent on external funding and will remain so for the foreseeable future"; and 2) "while basic premises of the programme (Tawanmandi) remain valid, it is first and foremost in the way "business" is done that changes are needed"⁴⁰. Relevance is not in question. But Trust Funds might not be the right instrument to work with CSO. There seems to be a need to have a more "tailored" approach to respond to the specific needs of CSOs in terms of organizational development.

The UNDP Access to Justice Programme (AA2J)⁴¹ initiative supports the main priorities of the justice sector reform, including legal aid provision to vulnerable people through the local Bar Association, where there is demonstrated evidence that a similar investment from the Afghan government remains insufficient. To make access to justice more sustainable for

³⁷ There is still long way to as despite the approval of Taskeel as no fund have been allocated in the national budget for year 1397.

³⁸ *Tashkeel* stands for "structure" (i.e. positions funded through the ordinary national budget).

³⁹ *Tawanmandi* - A trust fund to strengthen Civil Society in Afghanistan, which main objective was to see "an inclusive civil society able to engage effectively on human rights" came to an halt in December 2015 (vs an initial phase end-date of Sept. 2016).

⁴⁰ End of Phase Report, "*Tawanmandi*.", op. quoted, p. 5.

⁴¹ . AA2J (initial) overall budget 2016-2019 amounts to 21 USD; SDC contributes with 4 mio.

the Afghan people, AA2J works at three different levels: 1) Legal aid and awareness provision; 2) Reinforcement of Justice sector capacity and strategic coordination with focus on *Elimination of Violence Against Women (EVAW)*; and 3) Legal protection.

Domain 2: Education sub-domain. The education sector is a top national priority. It receives the third highest share of national budget allocation (13%), which, however, remains heavily donor-funded. Basic education is a basic need of the population and is a central element for peace- and state building. Nation-wide enrolment increased from 1 million pupils in 2001 (mostly boys) to 7-9 million⁴² today (39% girls), which is a very significant achievement. In Bamyan Province, one of the provinces where SDC is active in the education sector, officials of the MoE claim that up to 90% of children now go to school. The MoE currently employs over 200,000 teachers, of which about one third are women. Female teachers are crucial for convincing families to send girls to schools. Classes are normally separated between boys and girls, but this varies greatly among the provinces (depending on degree of conservatism and availability of resources such as school buildings, teachers, etc.).

The Swiss education portfolio is comprehensive and well aligned with The National Education Strategic Plan (NESP III) of the Ministry of Education (MoE), which is funded through large on-budget support. The Swiss support is directed towards the formal government-run school system by contributing the ARTF and via bilateral programs with GIZ, the Aga Khan foundation, and the innovative Afghanistan Skateboarding Training Organization in specific provinces. The bilateral programs qualify as off-budget support but are well aligned with government priorities and report regularly to provincial and central government authorities. The overall thematic approach is well focused (quality and relevance of education, equitable access, and efficient management). Switzerland is also perceived as an active donor in coordination fora.

Domain 2: Livelihood and rural development sub-domain. The Afghanistan National Peace and Development Framework (ANPDF) identifies agriculture as one of the backbones for economic development and has defined various National Priority Programs (NPPs) related to this.⁴³ Afghanistan remains an essentially rural society and poverty levels are highest in rural areas. Given low productivity, small land holder sizes (< 0.5 ha), land degradation, and, depending on the agro-ecological zone, limited growing seasons and cultivation potentials, food security and/or unbalanced nutrition is an issue and income generation is extremely limited. SDC's portfolio with regard to livelihood and rural development is both relevant and appropriate in this context. SDC focus areas include remote, mountainous areas with high poverty levels, where the agricultural production serves primarily domestic consumption. It continues to be necessary to increase agricultural productivity but market linkages and better nutrition are promoted whenever possible.

Priority themes include improved agricultural technologies and NRM. The current CS consists of various programs that support i) the government extension service (Agricultural Services and Livelihood Improvement ASLI); ii) natural resource management and rural economic (the Sustainable Livelihoods and Social Development program in Khost and Paktya provinces, or the Labour-based Road Construction Project in Takhar province). A new program is being tendered concerning rangeland management and NRM in Daykundi province.

The portfolio is already in the process of streamlining as the Sustainable Land and Water Management Project (with a research component) and a WASH program have been finalized, and the road construction program is only planned as a single phase. This corresponds also to lessons learnt from now closed programs such as the Improving

⁴² Figures vary considerably. GIZ's estimation is around 7-7.5 million.

⁴³ NPP2: The Citizen Charter; NPP 5: Comprehensive Agricultural Development Program; NPP 10: Human Capital Development; NPP 11: Women's Economic Empowerment Program.

Livelihoods of Rural Communities (ILRC).⁴⁴ It became evident that in the complex context of Afghanistan too thematically broad projects became difficult to manage and are likely to be less efficient than more focused projects.

The solid knowledge of the local context, as well as the concrete results of its portfolio enabled SDC to successfully influence the National Priority Program on Agriculture to include aspects of poverty and inclusion, which is an important achievement.

Fragility aspects

Observing the priorities and objectives of the CS as well as the program portfolio, overall focus has been put on state building rather than peace building and more on working “in fragility” than “on fragility”. Given an increase in widespread and scattered disputed areas that put pressure on areas under Government control, as well as the heterogeneity of populations and communities in general, this strategy should be questioned. Looking at contextual evolutions, an expansion of Government controlled areas cannot be observed, suggesting that state building and peace building efforts should be closely intertwined in programming.

Whether working “in” or “on” fragility, perceptions matter: while Switzerland’s values and profile are without doubt known to and understood by international aid agencies and traditional donors, this might not be the same among Afghans. It is more likely that most Afghans would see Switzerland as part of the Western coalition. For Switzerland to optimize its potential distinct role, especially at subnational and local levels, it would be useful to put a particular effort on trying to shape perceptions accordingly. This would be supported by an appropriate mix of instruments and modalities, including dialogue with communities and authorities at different levels. Also, taking into account large challenges and the highly fragile context, SDC should concentrate its focus on what works well and in thematic areas where Switzerland has an added value.

2.2.2. Conclusions and Recommendations for EA2

C.5 Relevance of domains: thematic/intervention domains of SDC in Afghanistan remain highly relevant and well aligned with Afghanistan's national priorities. Swiss interventions in Afghanistan are aligned along two interconnected domains: a) inclusive governance and human rights; and b) sustainable and inclusive socio-economic development and improved livelihoods. Interventions in the governance domain remain relevant to supporting state institutions, at the central and local level, as well as civil society organizations and the population itself (through Community Development Councils in cities and rural areas), in order to improve service delivery, access to justice and education, and better local and national planning. Support for human rights, by strengthening national human rights institutions, as well as civil society organizations, should continue building up a society supporting the rights of the most vulnerable. A focus on access to justice for all Afghan people will ensure that the rights of the most vulnerable be protected. In an environment characterized by a high level of poverty and poor socioeconomic development, the relevance of Domain 2 remains crucial. Rural development, natural resource management and institutional strengthening remain first line national priorities. Investing in the Education sector remains also a key inclusive tool. The possibility of investing through both development as well as humanitarian channels (e.g. regarding EiE) reflects the requirements to bridge prevailing needs in the Education sector.

R.5 Relevance of domains: The evaluation supports the proposed continuity regarding the thematic domains, in line with the recommendations of the MTR of the CS. The thematic priorities should remain the same as under the current Swiss CS, focusing on three formal domains of intervention, e.g. Human Rights and Rule of Law;

⁴⁴ End of Project Report Improving Livelihoods of Rural Communities (ILRC).

Agricultural and Rural Development as well as Education. Contrary to the previous Swiss CS however, humanitarian aid objectives should be integrated in the different domains of the Swiss CS, with indicators reflected in the results framework. Within each domain, the new Swiss CS 2019-2022 should also reinforce the *nexus* of available international cooperation instruments thereby ensuring complementarity and bridging between development cooperation and humanitarian aid.

C.6 Governance: The evaluation endorses the strategic recommendation of SDC to streamline Governance throughout the entire SDC portfolio for the new Swiss CS 2019-2022. Improvement of subnational institutions at community or provincial levels should continue to be embedded within existing programs. In its strategic reflections for the next CS, SCO Afghanistan plans to reduce the number of programs as well as have a certain size/outreach for scaling-up. It has already planned to phase out its participation in the Police Development Program under LOTFA, while supporting community policing activities through its contribution to AUPP. It is also planned that the Local Governance Programme (LoGo) will come to an end and that a reconfigured LOTFA⁴⁵ will include justice in its portfolio. The decision of SDC of phasing out of the Local Governance Programme is a wise decision based on a poor cost effectiveness ratio and in the absence of serious and motivated moves from the central political level to decentralize and devolve powers to lower levels.

It is also suggested that some new programmes (such as support to traditional justice) should wait until the new Swiss CS is approved. New and innovative approaches to expand SDC's engagement in the informal justice sector in order to meaningfully impact access to justice should rely on agreed policies and agreements between central authorities, donors and justice stakeholders. The programme is complementary to SDC's engagement in the justice sector reform, and is also in line with the governments priorities set out in the NPP on the justice sector reform and the new LOTFA TORs referring to enhance the accountability of traditional justice mechanisms. Approaches to strengthening the roles, capacities and programming of locally based human rights CSOs should similarly be closely assessed prior to engaging the SDC further.

R.6 Governance: Governance should be integrated as a cross-cutting theme throughout the entire SDC portfolio. The architecture of a restructured LOTFA should guide further investments in the justice sector.

C.7 Human rights: Switzerland should continue to engage with the AIHRC in support of a strengthened institution that becomes the unavoidable interlocutor of the central and provincial governments when it comes to human rights advocacy, protection and monitoring. It should also continue supporting the work of the HRSU in enhancing the compliance of policies and legislations in the country with human rights. On the other hand, working with national human rights organizations and networks proved to be challenging and new modalities of implementation need to be identified.

R.7 Human rights: SDC should continue supporting national human rights institutions to ensure closer HR integration in laws, policies and alignment to HR international standards, while continuing to find innovative/alternative ways to support national HR CSO.

C.8 Protection mainstreaming: Protection has been at the heart of Switzerland historic contributions to UNHCR and ICRC, whereby SDC brings a direct contribution to the protection of the rights of people affected by conflict. Protection mainstreaming will be further strengthened through an increased commitment to the rights of children to an education (Education in Emergencies), the rights of men and women to a proper

⁴⁵ The new TORs of LOTFA include 4 strategic priorities: Payroll management for police forces; Security/Police Development Program: Access to Justice (which will include the ongoing program AA2J to which SDC contributes: Anti corruption.

identification (support to undocumented Afghans returning home), the rights for women and vulnerable people to legal protection (Access to Justice programme and its EVAW component) and the right for all to live in dignity (promote access for conflict affected people to livelihood opportunities).

R.8 Protection mainstreaming: Protection should remain at the core of SDC Humanitarian commitments and protection mainstreaming be at the center of the nexus between HA and a rights-based and inclusive developmental programming.

C.9 Education: The evaluation supports the SDC's plan to treat education as a separate domain in the future CS. The goal should be to provide school access and quality education for all children (in targeted provinces/districts) with the objectives of increasing enrolment rates of girls and boys and improving quality and management of the education sector (institutional sector). Specific educational humanitarian assistance programmes (such as Education in Emergency) could be reflected in the indicators.

R.9 Education: The evaluation recommends maintaining the current modality mix of on- and off-budget support as well as the active involvement in donor coordination and solid policy dialogue. In line with SDG 4, access to quality education for all should be promoted, inter alia through supporting bridging programs for IDPs and returnees (e.g. EiE).

C.10 Livelihood: The focus on improved agricultural technologies and NRM (with governance as a transversal theme) has been developed and maintained and the inclusion of other themes (such as WASH) has not been considered in order to stay focussed. To the extent possible, it is recommended to use experiences from ended programs in ongoing and new agriculture and NRM related programs; e.g. research results from the SLMP on land and water conservation technologies; the methodology of Water and Land Use Plans from the Regional Livelihoods Programme RLP; and overall successful approaches of community mobilization (CDCs, user associations, etc.).

R.10 Livelihood: The evaluation supports the streamlining of the livelihood portfolio but recommends streamlining also the approaches within the specific programs. Mainstreaming of protection into livelihood programming should be of a particular focus, whereby access for the most vulnerable populations including IDPs and returnees to livelihood opportunities should be promoted.

C.11 Peace and conflict transformation will remain of key importance in the years to come as the country remains torn in warfare and terrorism. Through linking humanitarian and development instruments, SDC could develop a common vision integrating peace, development and humanitarian aspects for the new CS. Within this frame, efforts to contribute to conflict transformation and peacebuilding would be increased by intensifying work on drivers of fragility via Switzerland's international cooperation instruments. Thoroughly taking into account fragility aspects and arising opportunities would imply increased flexibility regarding instruments and modalities. The current strategy has proven that grassroots programming focusing on peacebuilding opportunities should be used as potential entry points for contributing to a bottom-up conflict transformation through initiatives aiming to strengthen community coherence and inclusiveness.

R.11 Peace and conflict transformation: Given the overarching importance of peace and security, it is recommended to go beyond CSPM and seek to reduce factors of fragility, leading to conflict transformation. A specific study is recommended for analysing if and how this approach should be extended into disputed and AOG controlled areas, incl. its feasibility for Switzerland (e.g. aspects related to access and security).

2.3. Evaluation Area 3: Implementation of the CS and its portfolio

2.3.1. Management performance

Management performance is tracked in annual Office Management Reports and Annual Reports. While the environment has been challenging, project implementation has progressed well, with new interventions being launched throughout the period under evaluation. Management performance is split into two outcomes: 1) International and National partners adopt approaches promoted by Switzerland; and 2) Swiss Programs are managed in a context sensitive manner. The latter considers four streams: inclusion, security, knowledge and understanding, and results.

Overall management of financial resources is on track. There have been progressive budget cuts throughout the current strategy, which may have hindered the achievement of the set objectives.⁴⁶ Budget cuts of CHF 2.8 million⁴⁷ in 2016 meant that SDC had to revise its planning by postponing some disbursements and pipeline projects. This brought the SDC's financial planning to a total of CHF 20.5 million at the end of 2016 in compliance with the imposed budget cuts. Explanations for budgetary changes are tracked in the annexes to the Annual Reports. At the end of 2017, the entire planning of CHF 18 million budget was to be disbursed whereas SCO Afghanistan was ready to disburse more funds if available. The planning budget for 2018 was of 17,5 million.

SCO Afghanistan has worked to enhance its workforce diversity. Results are good in terms of the diverse regional origins of staff but the ratio of male to female staff remains imbalanced yet good regarding the Afghan context (SCO Afghanistan has 30% female staff, a ratio unmet by other donors). The CS MTR 2017 found that staffing levels are adequate and that the currently team is well qualified to manage the program portfolio. However, staffing remains extremely challenging and a heavy burden for the management, due to the high staff turnover. The number of expats appears to be adequate. The balance between the number of projects vs staff is always a concern and it has been pointed out by the SCO Afghanistan that the number of projects should be reduced to ensure a manageable number of projects per staff.⁴⁸ However, due to R&R there are automatically many absences, which puts more burden on everyone. Although the turnover of expatriate staff is considered as "normal", the risk of the planned reduction of the expat numbers by 1 pax for 2018 may have an impact on the management performance. The SCO Afghanistan also faces some difficulties in recruiting and keeping qualified NPOs, although all NPOs who left had worked for SDC at least two years.

2.3.2. Management of security issues has drained a lot of resources and energy

The evaluation - which saw firsthand the management of the SDC security plan and measures throughout a very insecure and volatile period⁴⁹ - agrees with the idea that the SCO Afghanistan is managing its security with due diligence and respect of strict working

⁴⁶ "In response to the imposed budget constraints (36% due to the budget reduction), SCO Afghanistan proceeded to a drastic reduction of the planned disbursements in 2016. Wherever possible, disbursements were postponed, initial payments reduced and pipeline projects brought to coming years" AR 2016. pp. 19-20.

⁴⁷ With the budget cut in 2016, a structural change was introduced at the same time: as from then, local office costs were not to be charged on this same budget anymore. Regarding the Afghanistan budget 2016, CHF 1.2 mio of local office costs previously planned to be covered by the mentioned CHF 24 mio. could be covered separately. This means that the actual loss was "only" CHF 2.8 mio. in the program budget (4 mio – 1.2 mio); Source: SASIA.

⁴⁸ The number of projects is a strategic choice of the SCO Afghanistan and clearly the implementation modality (contribution/mandate) is not necessarily linked to the human resource question.

⁴⁹ See Note No 1. The evaluation also experienced an earthquake (6,1 on Richter's scale) two days prior its departure and was in a position to assess that the office's staff response was disciplined, well organized and coherent with the level of alert and danger.

and living rules, with the additional support of a SHA security advisor. Given the volatile environment in Afghanistan, the SDC program will continue to be implemented with a high degree of analysis, reflection and flexibility, in order to be able to change rapidly (modalities, geographical focus), if required.

The CS monitoring system is compliant with SDC standards. This monitoring system is divided into three areas: Context, Operational and Strategic. The Context analysis is one of the biggest pillars of the Swiss response in Afghanistan as it is the starting point for all interventions and absolutely crucial in the fragile and rapidly changing context of Afghanistan. Rightly so, this is a constant exercise. The other two elements – operational and strategic – make part of the program planning and steering. The monitoring process contributes to the development of the Annual Reports, regular MERVs, which detail key changes in contextual, operational and strategic factors and how SDC has adapted its interventions and management to consider them.

Table 2.3 Monitoring System of the Country Strategy

	Instrument	Purpose	Frequency
Strategic	Mid-term strategic review	Review of results and feasibility of strategy, possible adaptations to changing context	Once during the strategic cycle, mid-2017
	Annual Report	Result-based reporting, management review, planning for following year based on the Result Framework 2015-2018	Yearly
	Half-yearly planning/ On-track review	Review of operational performance of projects and feasibility in changing environment based on outcome monitoring matrix	Half-yearly
	Management committee meeting	Discussion and decision-making on issues related to security, program management, human resources and finances	Bi-weekly
Operational	External reviews	Evaluate project achievements	Once per project phase
	Partner workshops	Discuss progress and challenges of mandated projects, exchange on operational and security issues	3-4 times per year
	Field visits by SDC staff	Monitor progress of projects and their impact on the living conditions of beneficiaries, participate in key planning moments	At least once per project per year (if security conditions permit)
	Development partner meetings	Assessment of development space, sectorial coordination	Weekly
	Program committee meeting	Discussion of new project proposals and their strategic relevance	Weekly
Context	MERV	Detailed analysis of context developments	2-3 times per year
	Local Risk Assessment	Detailed analysis of context developments on field level by mandate partners	Constantly
	Security team meeting	Evaluate situation, decide on security measures	Weekly

Source: SDC. (2015). Swiss Cooperation Strategy Afghanistan 2015-2018 Staying Engaged, p. 28.

The Annual Reports list both country development results and Swiss contributions, in line with formal SDC criteria and the CS's Results Framework. The baseline data for the outcomes are indicated by the sources but the means of verification are not defined for all indicators, particularly in Domain 2. The monitoring is particularly challenging in Domain 1 as contributions to large funds, such as the ARTF, follow the monitoring practices of the UN or the World Bank, which are difficult to translate into the Result Framework (RF) structure. In Domain 2 the monitoring is more straightforward as the portfolio consists mainly of bilateral projects where SDC has control over project designs and log frames. The monitoring matrix of Domain 2 is extended by a matrix containing data from all projects allowing the aggregation of results per indicator. However, the internal MTR of the CS found that not all implementing partners report against the indicators of the CS and that there are no baseline or target values for indicators listed in the CS. Implementing partners report poorly on output and outcome levels of their respective programme/project, which are of course aligned with the CS.

Indicators for Domain 1 were difficult to assess, and often not relevant to the strategic objectives. It also found that it is difficult to contextualise some of the indicators as they are not used in national statistics and objectives and indicators for Humanitarian Aid engagement are not defined. This means that reports may provide a partial picture of the results achieved in the reporting period.

The SDC is fully aware of the fact that the current RF has weaknesses. The Swiss portfolio outcome statements are rather broad and contain too many indicators (in one case, eight indicators). Due to the closure of some projects not all indicators can be measured as originally planned. Furthermore, no baselines and targets were defined in the Result Framework. Baselines and targets are defined per program on an annual basis. The challenge of the country development outcomes is the lack of credible data (such as data on poverty, school enrolment rates) due to a very weak statistical service. SDC has to rely on estimations and proxies, which make it difficult to contextualise the Swiss with the national outcomes. Indicators for Humanitarian Aid engagement were not initially defined although SDC included HA results in its AR 2016/2017.

The evaluation is of the opinion that SDC national and international staff should continue being involved in the monitoring and evaluation of their projects. It is agreed that particular security measures are - and will be - implemented when required to go on mission and these self-protection principles are well integrated in the planning and implementation of the SDC M&E activities. External monitoring of all field missions from the "operations room" of the SCO Afghanistan is one element to monitor in-country visits. The "information gathering work" which precedes each deployment (See "Context Analysis") allows a reasonable understanding of each local context.

A review of Third Party Monitoring (which is the preferred M&E tool of many donors - like the EU, the WB or Canada) concludes that its added value is doubtful whereas costs are extremely high. Third party monitoring in Afghanistan can be effective on large-scale funded programs (such as ARTF) when assessments, monitoring and evaluation functions are deemed impossible to implement, both for practical, security or programmatic reasons. This is not the case for the nature of SDC programming.

2.3.3. Can Security compromise the M&E of SDC Programs?

Security concerns were very high on the agenda of the SDC. During the implementation of the CS, there has been a complete review of the SDC security facilities in Kabul both for staff and operations. There is systematic and regular monitoring of the security situation in Afghanistan from the Head of Cooperation (HoC), the Security Advisor and the Security Management Team (SMT) based in the SCO Afghanistan, as well as the FDFA's Crisis Management Center (KMZ⁵⁰) and regular consultations between SDC and the KMZ. Also, the MERVs present on a regular basis the evolution of local security conditions and trends, which allow all stakeholders to consider the implication of security conditions on humanitarian access and development space. As Switzerland is among the very few donors who are still able to conduct field visits, this gives SDC a comparative advantage compared to larger donors as it can bring evidence-based experiences and results from subnational level to the national level (policy dialogue and donor coordination). Between July 2016 and June 2017, 13 field missions were conducted. SCO Afghanistan stipulates that "project visits need clear Terms of Reference and should go beyond familiarization and really assess project's progress and challenges". In some instances, particularly for multilateral projects, "joint reviews with other donors should be engaged whenever the opportunity presents itself."⁵¹

⁵⁰ Krisen Management Zentrum.

⁵¹ MTR of the CS Report, p. 5.

2.3.4. Coordination and aid effectiveness in the country setup

General

SCO Afghanistan participates in an impressive list of coordination fora with the Government as well as with Humanitarian and Development stakeholders. In general, donors, technical cooperation or GoA officials recognize Switzerland's participation in policy and orientation dialogue in thematic fora. SDC is constantly in contact with its partners as part of project management and monitoring (for ex. with UNDP on the management of the LoGo Programme), more often in wider committees where it can act collectively and raise its concerns (be it within the ARTF or the Humanitarian Donors Committee). Switzerland maintained the ARTF rotating seat for two years and was then permanently represented in the ARTF Strategy Group. It has also been engaged in other coordination platforms, such as the Head of Agencies meetings, or the EU + Heads of Cooperation and joint programming. More generally, there is a growing tendency in the donor's community to progress as a "One Block Approach" in negotiating with the GoA and engaging at the level of the Heads of Agencies.

Domain 1. Governance and Human Rights. SCO Afghanistan believes that "the commitment of stakeholders, in particular of the GoA to increase ownership in the Swiss supported programs is overall satisfactory"⁵². SDC has fought, with UNDP support, to further reduce and later phase out NTAs (National Technical Assistants) both within the LoGo programme - as well as within the HRSU (Ministry of Justice, MoJ). As a conclusion, the MoJ agreed to upgrade HRSU to directorate level and to limit donors' technical assistance to a few key positions. Long term sustainability of AIHRC is also progressing with approval by the GoA to approve additional staff to AIHRC under Tashkeel⁵³. In addition, SDC has been supporting the revision of the TORs of the scope of LOTFA, which will further integrate justice and anticorruption, and on the Board of which Switzerland will continue to have a voice: "Switzerland has been instrumental and engaged in reorienting LOTFA Strategic Objectives"⁵⁴. In general terms "Coordination bodies in the rule of law and governance sector are well functioning and generally all relevant actors participate"⁵⁵. When it comes to local civil society organizations, coordination has come to a halt with the disappearance of the CSHRO. After the end of Tawanmandi, SDC played a key role in assessing possible ways to engage in joint programming in support of civil society. In the absence of willingness from other donors to engage in joint programming, no similar programme has been launched. Coordination on civil society support continues through informal exchange among relevant stakeholders or through the civil society WG.

Domain 2. Education sub-domain. The reference for all activities in the education sector is the National Education Strategy Plan (NESP III). Policy dialogue and aid effectiveness cascades down from the Joint Steering Committee (ministerial level) to Coordination Committees (deputy ministerial level) per strategy pillar to various working groups. SDC so far is part of two working groups (teacher education and education in emergency). The MoE wishes that SDC would co-chair in future one of the working groups. They expressed a specific need for more coordination concerning the support to Community-based education (CBE) which is very fragmented (see also 2.2.1). Donor coordination is covered by the Development Partner Group (DPG) which consists of the main donors, UN agencies, and international NGOs (such as Aga Khan Foundation).

Domain 2. Livelihood and Rural Development sub-domain. The originally planned Sector-wide Coordination Mechanism in Agriculture between the MAIL and development

⁵² Afghanistan Annual Report 2017, p. 6.

⁵³ While acknowledging the important step on Tashkeel approval, unfortunately the funding from MoF to staff salary is still lacking. (SCO AFGHANISTAN).

⁵⁴ Interview with UNDP Officials.

⁵⁵ Idem, p. 6.

partners is dysfunctional. The only exception is the Natural Resources Management Stakeholder Working Group. Government entities (from MAIL/NRM Directorate, Ministry of Energy and Water MoEW, and the Ministry of Rural Rehabilitation and Development MRRD), donors (WB, EU, CH, and Italy) and NGOs meet three times a year for information exchange and occasional electronic consultations occur.

Humanitarian assistance. The Office participated in the Humanitarian Donors Group⁵⁶ meetings, as well as with UNAMA, OCHA and ICRC Officials. Regular exchanges take place with WFP, UNHCR and IOM, which are well reflected in the reporting of SDC monitoring and advocacy efforts, although - according to many - the monetary value of the portfolio does not reflect the relevance of the SDC contribution to local humanitarian policy developments and dialogue. The participation of SDC in the newly created Displacement and Returnees Executive Committee (DIREC) allows the Office to keep an interested eye on crucial humanitarian issues, such access to basic services for returnees and IDPs.

2.3.5. Gender integration within the CS

A gender analysis was conducted in 2013 ("Gender Mainstreaming Strategy 2013-2015") but no direct reference was made within the AR 2016. However, the SCO Afghanistan stated that the results of the analysis have been integrated with the country strategy 2015-2018 and thus, elements are reflected in the implemented projects/programmes in 2016 and beyond. In Afghanistan⁵⁷, gender-relevant data is recorded at all levels of reporting (output and outcome level, as well as result statements of the two domains. For certain projects, quantitative analysis of the data has been included, where needed (e.g. reference to limited overall participation of women in society, in view of the raise in women's police leadership positions). SCO Afghanistan participates and contributes to a number of donor coordination and policy dialogue mechanisms on gender. It also actively participates in the SDC Gender F2F. In line with the SCO Afghanistan Gender/Social inclusion Mainstreaming Plan (GSIMP) 2015-2018, training on gender mainstreaming support SCO Afghanistan staff in integrating gender in projects and programme planning.

2.3.6. Conclusions and Recommendations for EA3

C.12 Monitoring: The future separation of education and agriculture into two different domains will ease the definition of outcomes and their respective indicators. The definition of baselines and targets for each indicator in the Result Framework is considered to be essential. The full implementation of the ANPDF and its NPPs bears the potential for a more solid and credible availability of data, particularly also on the national outcome level.

R.12 Monitoring: For the future CS the evaluation team recommends the formulation of realistic outcomes, a revision of the number of indicators and an improved definition of baselines and targets.

C.13 Participation: The presence and participation of the SDC in donor, GoA, and inter-agency meetings in the development and humanitarian fields will remain essential and is one of Switzerland's best avenues to enter into policy dialogue as well as to ensure presence, visibility and influence. There cannot be any sustained, informed and constructive engagement of Swiss Cooperation in Afghanistan without an active participation of its international and national representation within policy and programming

⁵⁶ However, the SCO Afghanistan is not part of the Humanitarian Country Coordination Meeting (which integrates 6 UN agencies, ICRC, 6 NGOs and 3 donors, among the most important - ECHO, USA, UK). These three donors (USaid, DFID and ECHO) have a rotating seat at the HCT. donors' representatives represent donor's view which are discussed and agreed upon with the donor community, including SDC, during the Humanitarian Donor Group meetings.

⁵⁷ Gender- Annual Reports 2016 (Afghanistan).

fora. On the Human resource side, it seems that there will be continuity⁵⁸ of personnel in the capacity of SDC to remain active in HA fora and debates as the Head of Domain 2 will also be responsible for humanitarian assistance. This will also be crucial in ensuring an improved dialogue between HA programmes in Bern and the SCO Afghanistan in Kabul as well as with Pakistan since many humanitarian issues are regional.

R.13 Participation: SDC should continue to be actively engaged in development, institutional and humanitarian fora to represent its distinct "Swiss" voice and the defence of key international humanitarian principles. SDC has to ensure personnel continuity (in number/duration) to keep up a substantive capacity of following up HA context and policy dialogue.

C.14 Agenda 2030: No reference is made to the Agenda 2030 and how the current programme contributed to the achievement of the SDGs⁵⁹. At no moment during the evaluation's consultations were the SDGs mentioned and the measurement of the contribution of the SDC efforts in this regard are yet to be defined.

R.14 Agenda 2030: The next CS should integrate clear references to the Agenda 2030 and its relevant SDGs, ensuring that SDG indicators are used to monitor and measure progress against the expected CS objectives.

2.4. Evaluation Area 4: Results of the CS – in relation to the results at country level

2.4.1. Results

Domain 1: Governance sub-domain. Results in the governance domain remain modest, largely because of the lack of structural changes that could support further changes in the decentralization and devolution of powers to Provinces and Municipalities. The lack of a revised Sub National Governance Policy has hampered the scope of intervention as well as the effectiveness of the Local Governance Programme. Some municipalities have improved public management capacities and revenue collection to a certain extent. However, "there has been little progress towards decentralization respectively devolution of power towards subnational governance institution"⁶⁰; therefore, the need to review SDC current engagement in subnational governance and its choice to phase out the Local Governance Programme (LoGo). The role played by Community Development Councils, and their contributions to development throughout the AUPP, but also in agriculture and rural development programs, demonstrate the added value to integrate Governance as a transversal theme throughout the entire portfolio and to ensure that local communities are integrated within the overall programming framework. Access to Justice⁶¹ as well as Elimination of Violence Against Women initiatives are working in support of the recognition of the right for justice for the most vulnerable, but also demonstrates its limits through the limited scope of people reached. It remains to be seen whether the willingness to pursue the strengthening of accountability of traditional justice mechanism will bear more fruit. This new programmatic approach, by supporting the MoJ, legal clinics within universities throughout the country as well as the Independent Bar Association (IBA) to provide legal aid will continue SDC involvement in the justice sector reform.

⁵⁸ The officer in charge of HA during the current CS will leave Afghanistan in Summer 2018.

⁵⁹ The word SDG does not appear in the AR 2016 and 2017, not even in the Acronyms section.

⁶⁰ Human Rights and Rule of Law in the next Swiss Cooperation Strategy, 2019-2022.

⁶¹ AA2J works on three different levels: 1) Legal aid and awareness provision (including supporting education at Universities); 2) Reinforcement of Justice sector capacity and strategic coordination with focus on Elimination of Violence against Women (EVAW); 3) Legal protection.

Domain 1: Human Rights sub-domain. The sustained and ongoing support to AIHRC continues to bolster the defence and promotion of human rights at all political and geographical levels throughout Afghanistan. The integration of Afghanistan within the UN Human Rights Council is of symbolic importance and illustrates the continuous work that remains to be done in supporting the country's engagement with Human Rights' mechanisms as well the necessity to continue strengthening HR institutions and civil society organizations. The HRSU also integrates International Human Rights standards into Afghanistan Laws and Regulations.

Domain 2: Education sub-domain. One of the most important results is that girls' enrolment rate in SDC supported provinces is significantly higher than on the national level. This can be related to the context of these provinces (e.g. being more progressive, such as Bamyan), but also to the fact that decentralized and targeted support on provincial and district level is both efficient and effective. Enrolment numbers at the secondary level have slightly decreased due to various reasons (insecurity, economic hardship) but reached close to 270,000 pupils (41% girls) representing approximately 10% of the national level. Almost 4,500 teachers were trained and 81% of supported schools have potable water and the number of latrines per schools increased significantly⁶². Province and district-level staff of MoE received capacity building and also the MoE at national level received both funding and training resulting in a slowly improving management of the education sector.

Domain 2: Livelihood and rural development sub-domain. Swiss interventions have supported approximately 200,000 individuals to improve their livelihoods. There has been an increase in livestock, and agricultural production, especially wheat, potatoes, and fruits. The Swiss contribution has helped to improve production techniques and water management. It also created employment in the field of infrastructure (at least 59,000 working days). 180 village-level governance institutions have been established. In this way, the Swiss contribution has strengthened the relationship between authorities and local communities and improved food security. The support to provincial and district staff of the Ministry of Agriculture, Irrigation and Livestock (MAIL) is a crucial component to improve the agricultural extension system. The largely traditional and subsistence-based agricultural practices need innovation and improved techniques (such as irrigation, seed variety, better rangeland management, etc.) in order to increase productivity and to improve food security while conserving the natural resources.

Humanitarian Assistance: As no humanitarian assistance objectives are included in the results framework, no related baselines and targets are available against which to measure the performance. However, Switzerland has continued to support the ongoing work of UNHCR, WFP and ICRC in their efforts to support returnees coming back from Pakistan, IDPs and vulnerable communities to be supported through food security interventions, as well as ICRC to continue supporting health institutions in the country and to visit detainees. To this "core group", SDC has focused on specific activities that play a crucial role in the implementation of humanitarian assistance as a whole. Support to undocumented returnees (IOM) as well as Education in Emergencies financial support target the same category of Afghans returning home in provinces and territories where they barely know anyone and have limited resources to support their individual administration registration as well as pursuing their children education. Support to local aviation NGO programme, PACTEC, as well as financial contribution to INSO⁶³ - funded through SDC's development budget - will both support the security network that will reinforce humanitarian workers security, mobilization and protection. At last, initial (modest) contribution to OCHA Common Humanitarian Fund illustrates the necessity to invest into flexible humanitarian crisis-response mechanisms to small to medium scale emergencies, which constitute the bulk of

⁶² Annual Report 2017.

⁶³ INSO is financed through SDC's development budget which provides security information and advice to humanitarian and development actors.

humanitarian interventions. In this regard, further investments should be initiated to support national NGOs in their legitimate willingness and capacity to receive funding and implement local humanitarian response in an as principled, effective - and possibly most efficient - way as traditional international NGOs.

Cultural and Artistic projects: SDC has initiated supporting new capacity-building initiatives in the cultural and artistic sector in order to promote the capacities of men and women involved in the culture and art sectors to design and implement cultural and artistic projects.

2.4.2. Sustainability and scaling up

Domain 1: Governance sub-domain. As long as the anticipated elections for 2018 and 2019 are not finalized, there is a legitimate concern for SDC - as well as for Switzerland - to continue investing into decentralization schemes and programs that would fail to take into account the legitimacy of the administrative structures supported. For immediate results, sustainability will be better structured through projects and programs investing their funds and mobilization resources throughout CDCs⁶⁴, and local representative informal structures (like MAB). The restructuring of the LOTFA as well as the revision of its TORs will be key in envisaging the continuation to support the justice sector reform in a systematic and coordinated manner.

Domain 1: Human Rights sub-domain. Following a restructuring of its internal governance and financing during the current CS, the sustainability of the AIHRC should be guaranteed through the financial and political involvement of the GoA in association with external donors. Increased investments from the GoA tends to suggest an increased ownership and respect of the roles and functions of the AIHRC. At the contrary the various models promoted for supporting local civil and human rights organizations throughout the country failed, inviting bilateral cooperation offices to reflect on how better support CSO investing in Human Rights. Sustainability of justice sector reform projects deserve continued support to be more sustainable, with an increased role to be played by MoJ and other stakeholders to improve ownership and capacity development. Through a demonstrated commitment for the provision of durable solutions for reintegration and resettlement of IDPs and returnees, SDC will ensure Switzerland commitment to the protection of the ongoing flow of those who flee and return and who deserve national and international protection.

Domain 2: Education sub-domain. As there is a comprehensive approach with on- and off-budget support, a solid national plan and seemingly effective donor coordination, the scaling-up of best practices to the national level has potential. The education sector as a whole is financially not sustainable because it is and will remain a largely donor funded in the coming years or even decades – a fact that simply has to be accepted given the overall low development level of the country and the fact that not even half of the population pays taxes. Large donor trust funds like ARTF fund the MoE which in turn pays the salaries of all teachers. Smaller programs on provincial and district level (such as AUPP, GSSP and BALEDU) invest in capacity building of teachers as well as in much needed infrastructure (from school buildings, equipment, to latrines). A crucial aspect of local sustainability is the involvement of the affected community. Community mobilization through school shuras is paramount to contribute to school infrastructure and its subsequent maintenance, to provide teachers in very remote villages and to raise awareness that all children should go to school.

Domain 2: Livelihood and rural development sub-domain. Agriculture and NRM figure high on the GoA agenda. A concerted effort by the government and the donor community

⁶⁴ A nationwide World Bank Project, the "Citizens' Charter" relies on the CDC to support local infrastructure and livelihood projects.

could ensure that best practices and promising approaches can be applied on a national level in areas with similar agro-ecological conditions.

Compared to the needs of the population and remoteness of many areas, provincial and district departments of the MAIL are heavily understaffed. For example in Bamyan province only 20% of all villages can be attended per year, which makes projects of international NGOs still necessary (but also costly). Projects like ILRC, for example, had to operate in a direct implementation mode to fulfil basic needs of poor rural communities. Scaling-up was not the goal and its potential for scaling-up was very limited.

In the volatile context of Afghanistan with a weak national and subnational public sector, one needs to take a long-breath and stay engaged. Applying a holistic approach which combines strengthening the quality of service provision (such as extension services) on the national and subnational level with strengthening and mobilizing the local communities has the potential to ensure that investments in rural areas are long-lasting and sustainable.

2.4.3. Added value of the Swiss Programme

One of the key questions that was raised several times during the inception mission in Bern was : *"Does this all make sense?"* in regard to the efforts deployed, the risks undertaken by the international and national staff, the difficulties to reach the most vulnerable or the ones the most in need, the rampant corruption of local, regional and state administrations, the difficulty to identify and retain reliable partners, the never ending state of warfare and terrorism... Switzerland has historically managed to maintain a very low profile in Afghanistan. Switzerland does not have a "Whole of Government Strategy" and even less, a "3 D" approach: Diplomacy - there is no Swiss Embassy, not even an official "Afghanistan strategy"⁶⁵; Defence - Switzerland has not been involved in international military deployments, which highlights the civil nature of its engagement). However, it has managed to invest exclusively on the third "D": Development - which it supports through the SDC. When questioned to understand whether SDC's presence in Afghanistan had an added value compared to other donors present in Afghanistan,⁶⁶ the following points have been presented both by SDC and external donors:

- Switzerland has a purely civilian presence in Afghanistan and is perceived by the Government and parts of the population as neutral partner not taking part in the conflict. This notion is critical in investing into activities that require a civilian and neutral exposure;
- SDC has a long-term engagement in Afghanistan and plans its programs for a period of 9 to 12 years to achieve systemic change and to produce sustainable development results;
- SDC is flexible and can adapt its instruments (e.g. development cooperation, humanitarian aid) and implementation modalities as the situation requires;
- SDC engages in long-term partnerships and invests in implementing partners to enhance their institutional and organizational capacity. As such, it can count on a strong partner network, long-standing engagement in peacebuilding efforts in Afghanistan and civil society support;

⁶⁵ However, although there is no Swiss Embassy in Afghanistan, a political dialogue is established and Switzerland (Directorate for Political Affairs) assists regularly to political fora. There is a clear interest in close collaboration with SDC regarding Afghanistan from the Directorate for political Affairs, including the Swiss Ambassador in Islamabad.

⁶⁶ It is important to note that, contrary to what proposed initially as an "Additional question" the evaluation will not assess the added value/impact of the Swiss program *compared to other donor's engagement in the same sectors (domains)*, which would require a research and intellectual investment which would go largely beyond the capacities (and the number of days) and the mandate of this evaluation.

- Switzerland is still connected to field realities (due to regular field visits), thus having high credibility in policy dialogue and donor coordination, and making a good analysis of the linkages prevailing between national programs and those at the grassroots level;
- Taking the fragile context into account, SDC expats staying in the country for more than a year also definitely represent an added value for the continuity of programme/projects.

These patterns are perceived to be the key pillars of the Swiss cooperation and operational strategy in Afghanistan and represent a definite distinctive added value, which relies on a long-term engagement which has not varied for the past 15 years. More clearly, the evaluation believes that SDC has a clear vision of what should be done to improve into the domains of rule of law, the legal apparatus of Afghanistan, government policies and how to articulate implementation modalities supporting the reach of its defined objectives with the limited means at its disposal. Through the mix of cooperation modalities selected (mandates, bilateral and multi-bilateral contributions, investments in Trust Funds, secondments, policy dialogue) SDC in Afghanistan adapts itself to the fragile context it involves in.

2.4.4. Choice of a new SDC global theme

One additional question added to the Evaluation matrix has raised a wide array of visions and interpretations at the SDC. In the view of future Swiss development cooperation beyond 2018, it is important to consider which of the SDC global themes (Climate change and Environment, Water, Health, Food Security, Migration and Development) is the most appropriate to be included in a future Swiss Country Strategy. SDC decided to include the global theme Agriculture and Food Security as a new domain in the new strategy due to its current and future portfolio development. The theme is also responding to a clear government priority and people's needs, particularly in remote areas. The other global themes are neither top priorities of the government nor at the core competence of SDC in Afghanistan.

Given the increasing importance of migration issues in Swiss domestic policies and related pressures to strengthen the link between migration and Switzerland's international cooperation programs, selecting migration as the global theme has been discussed as well within the frame of this review. Although figuring amongst the top ranking in terms of numbers in Switzerland, it appears that Afghan asylum seekers in particular are currently not highly debated in the Swiss domestic policy agenda. In addition, there has not been any particular focus on migration in SDC's program in Afghanistan under the current CS, thus making it not a conducive global theme to build on in priority for the next CS. Nevertheless, realities linked to domestic policy must not be ignored and the topic be kept on the radar of SDC's program in Afghanistan. Developments in this regard should be closely observed, with the readiness to adjust programming if required.

Following the summer 2017 MTR of the CS, the SDC has decided to define the domains of the next CS along a sectorial approach. Whereas the thematic priorities remain the same as under the current CS, the 2019-2022 CS should focus on 3 domains of intervention:

Domain 1 - Human Rights and Rule of law - this line of cooperation will continue assisting Afghanistan in promoting and protecting Human rights through national human rights institutions - and possibly civil society organizations. It will also continue to support Rule of Law, particularly through the new LOTFA, that will deal with Access to Justice and Anti-corruption issues.

Domain 2 - Agriculture and Rural development whereby interventions will focus on three priorities, namely rural development, natural resource management and institutional strengthening.

Domain 3 - **Education**. Interventions in this sector will focus on two strategic orientations as defined in the SDC education strategy, namely "Quality and Relevance" and "Inclusion and Equity", reflecting both development and humanitarian objectives.

2.4.5. Conclusions and Recommendations for EA4

C.15 (1) Implementing modalities: Domain 1. Overall results for Domain 1 are mixed and appear more effective when part of a "bottom-up" approach as opposed to when they are directly led by the GoA:

- **Outcome statement 1:** Men and women of all ages participate in political decision making.

SDC efforts, largely through the efforts of the UN-Habitat/AUPP (although other Domain 2 projects also work with CDCs) project have demonstrated that the micro-governance at the community level has a tremendous leverage and building up capacity at the community and district level. CDC and Municipalities Advisory Boards (MAB) seem to be active and mobilizing tools for the service of their respective constituencies, also enhancing an effective participation of women. Also, there appears to be an increased level of recognition of communities engaged with local and police authorities to increase local safety, security and access to services. However, indicators for Outcome 1 - particularly in regard to women's participation at higher levels (Provincial, Municipal) have been overly ambitious in regard to national political developments. Also, centralized budgeting and planning processes seem to restrain the relevance of participation in subnational governance.

- **Outcome statement 2:** Governance institutions at all levels are more accountable, transparent and participatory.

Switzerland commitments in multi-donor governance programs makes it very difficult to assess the level of transformation of subnational governance capacities. Local consultations and documentary review demonstrate the somehow limited effects⁶⁷ of proposed and improved initiatives in the sectors of local elections, development of provincial budgeting processes, level of municipal and provincial planning processes or public-community/civil society consultation mechanisms in place, in line with policy and regulations. At the end of the current CS, the subnational governance policy framework still remains unclear, and most local governments continue to have limited say over resources and service delivery. The increase of women in leadership positions in the Afghan National Police is a modest reality that slightly contributes to reduce the gender gap within the police forces. The EVAW programme, demonstrate emerging capacities in support of women's rights in what remains a very patriarchal society.

Switzerland was alone - with UNDP own funds - in supporting the budget of the AA2J project. The restructuring of the LOTFA may improve the collective capacity of the international community to develop comprehensive interventions in the justice sector. The decision to invest into the traditional justice sector, which is part of the Government priorities (NPP for Justice sector reform) is also part of the strategic objectives of the new LOFTA TORs.

- **Outcome statement 3:** Key Afghan human rights bodies contribute to the Government of Afghanistan's increased respect, protection and fulfilment of human rights.

⁶⁷ It is important to remind that the evaluation was only able to visit one Province (Bamyan), its capital city (Bamyan) and no more. As an illustration, the *Afghanistan Urban Peacebuilding Program* of UN-Habitat (AUPP) was covering 8 cities of Afghanistan, with their respective CDC, CDC/Municipality consultations, etc.

There have been some key commitments registered in the HR sector. The fact that the AIHRC retains its "A" status accreditation⁶⁸ at the end of the CS is a viable indicator of the commitment of the Commission to push for a stronger involvement of GoA into human rights implementation and monitoring, although a lot remains to be undertaken, particularly in the midst of an non-international armed conflict. Paradoxically, the fact that the AIHRC may be improving its monitoring tools and teams may also have a negative impact on the indicators of human rights violation, civilian casualties and other categories of rights.

Although the HRSU seems to contribute to a better alignment of Afghanistan laws to internationally agreed rights and conventions, its administrative structure also proves to be cumbersome, questioning its effectiveness and efficiency. It remains also hard to appreciate how to effectively support local HR organizations. The Trust Fund modality of Tawamandi has failed. Strengthening and consolidation schemes of HR CSOs have proved to be difficult. SDC will have to determine the best methodology (case by case? Network support?) based on a CSO mapping of selected HR organizations.

C.15 (2) Implementing modalities: Domain 2. Overall, SDC managed to achieve important and tangible results with respects to the two outcomes of the Result Framework:

- **Outcome statement 1:** Men and women, girls and boys, especially from poor families living in rural areas, improve their livelihood. The goal and outcomes of Domain 2 are highly relevant in the Afghan context. Due to the absence of targets in the RF, the results cannot be referenced. However, given the difficult context the evaluation team assesses the achieved results as significant and relevant. Concerning outcome statement 1: As Domain 2 (Rural development) consists of many different solutions to improve livelihood (reflected also in the many indicators), it is very difficult to make an aggregated conclusion on outcome statement level. The education sector seems somewhat easier in this respect, as enrolment rates can be seen as an outcome given the many factors that contribute to school enrolment (existence of and distance to school building, security, female teachers for girls, quality of teaching, socio-economic conditions of the family, etc.).
- **Outcome statement 2:** Government institutions, especially at the subnational level, provide more and better demand-driven basic services in the targeted areas.

Concerning outcome statement 2: One can assume that the capacities of central and subnational government entities are continuously improved, leading to better service delivery. However, it is not possible to assess peoples' satisfaction. On the national level, satisfaction rates are historically low (as stated in AR 2017). The evaluation team proposes to conduct in the future a study to assess people's satisfaction with service delivery on subnational level.

The portfolio rightly applies a more people-centered, bottom-up approach of development cooperation (thus complementing Domain 1) which could be applied in any poor context. Nevertheless, thorough understanding of the context, the integration of CSPM, the alignment with national priorities and the choice of geographical intervention areas helps to respond to the fragile context.

R.15 Implementing modalities: SDC should continue using a mix of implementing modalities in each concerned sector. While working as far as possible through government structures for livelihood and agricultural projects, it should ensure local and national ownership in the governance and human rights sector by working with local governing bodies and organizations, CDC and independent organization.

⁶⁸ The "A" Status is presented by the *International Coordinating Committee of the National Institutions for the Promotion and Protection of Human Rights*.

C.16 New domain: Given the strategic focus of the portfolio the evaluation proposed labelling the new domain “Agriculture and Natural Resource Management” with three outcome statements: 1. Improved livelihood (population level); 2. Improved natural resources (environmental level with indicators such as increased forest or vegetation cover, increased water resources, hectares of land protected (e.g. by erosion control measures); and 3. Improved service delivery of government institutions (institutional level). Relevant programs on Humanitarian Aid (e.g. with regard to food aid) could be reflected in the indicators.

R.16 New domain: The evaluation supports the SDC's plan to transform the Livelihood and rural development sub-domain to a separate domain in the future CS thus fulfilling the requirement to include a global theme: Agriculture and Food Security.

C.17 Budget: The current annual budget of CHF 18 million (without HA) is considered to be at the lowest meaningful level and significantly below the budget foreseen in the Swiss CS 2015-2018. For 2018, budget cuts of CHF 500,000 were decided by SASIA. Should there be any further reduction of the budget, further engagement would be questionable.

R.17 Budget: It would be certainly advisable to provide a budget of approx. CHF 30 million for development cooperation and CHF 10 million for HA activities.

Annexes

Appendix I Relevant documentation

Swiss Agency for Development and Cooperation - SDC

Dispatch on Switzerland International Cooperation, 2013-2016, publ. 2012

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SDC. (2015). Gender at SDC, Strategic Lines and Thematic Priorities 2015 – 2018.

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Other Sources and Relevant Documentation

AFGHANISTAN's Pathways towards Resilience and Stability. (2016). New Deal Fragility Assessment.

ASLAMI, H., Lundberg, P., & Nicole, L. (2016). Bamyan Governance for Livelihoods.

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World Bank Country Partnership Framework for Islamic Republic of Afghanistan for the Period FY 17- FY 20. 2016. Washington, DC: World Bank

UNAMA. Mission Statement. 3 May 2017.

Online Sources for Statistics

WHO, "Prevalence of HIV among adults aged 15-49: Estimates by Country", Global Health Observatory data repository,
<http://apps.who.int/gho/data/view.main.22500?lang=en>

UN Data, "Seats held by women in national parliament, percentage",
<http://data.un.org/Data.aspx?d=MDG&f=seriesRowID%3A557>

World Bank, "GDP per capita: Afghanistan"
<http://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=AF>

World Bank, "Maternal mortality ratio (modeled estimate, per 100,000 live births",
<http://data.worldbank.org/indicator/SH.STA.MMRT>

World Bank, "Unemployment, total (% of total labor force) (modeled ILO estimate),
<http://data.worldbank.org/indicator/SL.UEM.TOTL.ZS?locations=AF&page=4>

Bertelsmann Stiftung, "Transformation Index BTI 2016", <http://www.bti-project.org/en/index/status-index/>

World Bank, "CO2 emissions (metric tons per capita),
<https://data.worldbank.org/indicator/EN.ATM.CO2E.PC?locations=AF&page=4>
<https://mdqs.un.org/unsd/mdg/Data.aspx>

Transparency International, "Afghanistan Country Profile",
<https://www.transparency.org/country/AFG>

Appendix II Evaluation Matrix with Additional Evaluation Questions

EVALUATION AREA 1: CONTEXT ANALYSIS (REFERRING TO THE PARTNER COUNTRY CONTEXT, THE REGION AND TO THE SWISS CONTEXT) AT THE TIME OF THE CS ELABORATION AND OVER 2015-2018
<p>1.1 Positioning and adaptation of CS with respect to country and regional context as well as Swiss policies</p> <p>1.1.1 How well does the CS (strategic orientation, overall goal, domains of intervention and transversal themes, global challenges) reflect the development priorities, set by the partner country/countries and the policies of the Federal Council Dispatch (FCD)?</p> <p>1.1.2 Which changes in the context (national and regional) were the most important and what effects may they have caused on the CS? Which adaptations have been taken?</p> <p>1.2 Quality of context analysis</p> <p>1.2.1 To what extent is the context analysis realistic and relevant? To what extent is the broad political context taken into account in the CS and ARs? Does the analysis include current issues (e.g. social and economic inequality, global challenges, power relations, regional disparities) and relevant stakeholders (e.g. private sector, state apparatus and political parties, institutions and powers)?</p>
<p>Additional questions:</p> <ul style="list-style-type: none"> • Are humanitarian priorities well reflected and are domains of intervention appropriate to reflect Afghanistan's priorities?
EVALUATION AREA 2: RELEVANCE AND APPROPRIATENESS OF THE PROJECTS/PROGRAM PORTFOLIO WITH REGARD TO THE DOMAINS OF INTERVENTION OF THE CS
<p>2.1 Relevance of the projects/program portfolios</p> <p>2.1.1 To what extent are the projects/program portfolios relevant, coherent and appropriate for achieving the results of the CS regarding its domains of intervention?</p> <p>2.1.2 To what extent are the approaches being applied appropriately in the domains? Which innovative approaches produce added value?</p>
<p>Additional questions:</p> <ul style="list-style-type: none"> • Are fragility aspects identified in the context analysis and appropriately addressed in the program portfolio? • Are peacebuilding elements sufficiently covered in the programme portfolio, in relation to the context analysis? • To what extent are relevant aspects of the nexus Development - Humanitarian Aid addressed in the program portfolio? Is there potential room for improvement and/or reinforcement? Which are the supporting/hindering factors to work on the nexus? • Are we working with the right partners in our projects and programmes? How to choose relevant partnership in such a fragile environment? • In view of future Swiss development cooperation beyond 2018 and based on the findings of this evaluation, which of the SDC global programs (Climate Change and Environment, Water, Health, Food Security, Migration and Development) is most appropriate to being included in a future Swiss Country Strategy?

EVALUATION AREA 3: IMPLEMENTATION OF THE CS AND ITS PORTFOLIO
<p>3.1 Management performance</p> <p>3.1.1 How effective is the portfolio management of the SCO (regarding transversal themes, policy dialogue, collaboration with the global programs, financial and human resources and aid diplomacy)? What are its contributions to an optimal achievement of results?</p> <p>3.2 Quality of the CS monitoring system</p> <p>3.2.1 To what extent is the process management of the CS monitoring system relevant and efficient, in order to provide evidence-based data/information for accounting for results (reporting) and CS steering?</p> <p>3.3 Coordination and aid effectiveness in the country set up</p> <p>3.3.1 Which role do SCOs play vis-a-vis the national government and the donor community (alignment and harmonization)? Which added values result due to Switzerland's support in the respective countries?</p>
<p>Additional questions:</p> <ul style="list-style-type: none"> • Taking into account the difficult security situation, to which extent can monitoring be done according to SDC quality standards and where are compromises needed? Is the mix of cooperation modalities (mandates, contribution to multi-bi, local and international NGOs, direct implementation, etc.) adequately adapted to the fragile context? • How can constantly changing contexts and needs be best addressed by SDC? Is SDC's internal setup in Kabul ideal to face growing humanitarian needs?
EVALUATION AREA 4: RESULTS OF THE CS – IN RELATION TO THE RESULTS AT COUNTRY LEVEL
<p>4.1 Domain results, effectiveness and contribution to country results</p> <p>4.1.1 Which contributions of the Swiss Cooperation portfolio become visible at the output and outcome level, particularly regarding the achievement of the development results in the partner country? Which internal and external factors enhance or hinder aid performance and results achievements? To what extent are the identified outcomes set in the Results Framework being achieved?</p> <p>4.2 Sustainability and scaling up</p> <p>4.2.1 Which innovations generated by field experience have been scaled up through policy dialogue, alliances, networking and dissemination? With regard to policy dialogue and scaling up, what are the most important results achieved under the current strategy?</p> <p>4.2.2 Which actions have been taken at country level to enhance the sustainability of the Swiss investments?</p>
<p>Additional questions:</p> <ul style="list-style-type: none"> • What are the perceived added values of the Swiss program? Are there any perceived opportunities niches for Switzerland?
<p>Additional questions in the Outlook to be addressed in the recommendations:</p> <ul style="list-style-type: none"> • In view of the future Swiss development cooperation beyond 2018 and based on the findings of the evaluation, which of the SDC global programs (Climate Change and Environment, Water, health, Food Security, Migration and Development) is most appropriate to being included in a future Swiss Country Strategy?

Appendix III Detailed agenda of the preparation phase

Agenda of the CS Evaluation Mission in Bern (23 - 26 Oct. 2017)

MONDAY OCTOBER 23 RD 2017		
08h15-09h00	Team Yvan, Andreas, Björn	Effingerstr. 27, Bern, 18.204 'Mali'
09h00– 09h45	Reto Nigg Deputy Head Staff unit Humanitarian Aid and SHA Humanitarian Aid and SHA Department SDC <i>Focus: HA; Quality Assurance</i>	Effingerstr. 27, 18.204 'Mali'
10h15– 11h30	Silvio Flückiger Head Staff unit Humanitarian Aid and SHA Humanitarian Aid and SHA Department SDC <i>Focus: issues HA – Development Cooperation; Swiss Humanitarian Aid and SHA Department</i>	Effingerstr. 27, 18.204 'Mali'
Change of Location (by tram)		
13h00-14h15	Semoroz Nathalie Deputy Head South Asia Division South Cooperation Department SDC <i>Focus: Nexus HA-Dev; Security; opportunities and prospective for the programme</i>	Freiburgstr.130, Bern, A2334
14h30-15h45	Esther Keimer Programme Officer (Desk Afghanistan) South Asia Division South Cooperation Department SDC <i>Focus: resp. for Afghanistan; portfolio, mix of instruments, opportunities, scaling-up, policy dialogue, new CS</i>	Freiburgstr.130 A2334
16h00-17h15	Anne Savary Tchoursine Programme Officer (Desk Pakistan/Hindu Kush) South Asia Division South Cooperation Department SDC <i>Focus: resp. for Pakistan; previously resp. for Afghanistan (during the elaboration of the CS 2015-2018); institutional memory; synergies; regional issues</i>	Freiburgstr.130 A2334

TUESDAY OCTOBER 24 TH 2017		
08h30-09h30	Andrea Iff Policy Advisor Democratization, Decentralization and local Governance (DDLGN) Western Balkan Division Cooperation with Eastern Europe Department SDC <i>Focus: DDLGN issues; review of the projects of the "Governance" domain (Afghanistan); Learning Journey of the DDLGN Network "Governance in Fragile Contexts"</i>	Freiburgstr. 130 A1402
09h45-11h00	Ursula Keller- Focal Point Gender Staff of South Cooperation Department South Cooperation Department SDC <i>Focus: Gender issues; Gender as a transversal theme (CS)</i>	Freiburgstr. 130 A1402
11h15-12h15	Markus Glatz Deputy Head resp. for Quality Assurance Staff of South Cooperation Department South Cooperation Department SDC <i>Focus: Quality assurance issues</i>	Freiburgstr.130 A1402
14h00-15h15	Handschin Sabina Focal Point Education West Africa Division South Cooperation Department SDC <i>Focus: SDC strategy in Education; portfolio in the education sector in Afghanistan; (future) opportunities</i>	Freiburgstr.130 A1402
15h30-16h30	Jean-François Cuénod Deputy Head South Cooperation Department South Cooperation Department SDC <i>Focus: SDC engagement in fragile contexts</i>	Freiburgstr.130 A1537

WEDNESDAY OCTOBER 25 TH 2017		
11h00-12h10	Michael Kramer Head Security Crisis Management Centre (KMZ) State Secretary FDFA Focus: Switzerland in Afghanistan; assessment of the situation, security issues, risks	Effingerstr. 27, 27.304

WEDNESDAY OCTOBER 25 TH 2017		
13h00-14h15	Andreas Huber Deputy Head Humanitarian Aid and SHA Department Head Africa division of Humanitarian Aid and SHA Department SDC <i>Focus: Experience in Afghanistan and Pakistan; context analysis</i>	Effingerstr. 27, 18.204 'Mali'
14h30-15h45	Jean-Luc Bernasconi Head Europe, Asia and Americas Division Humanitarian Aid and SHA Department SDC <i>Focus: Mission Kabul 2016/2017; future opportunities, prospective of the programme</i>	Effingerstr. 27, 18.204 'Mali'
16h00-17h15	Sabine Rosenthaler Programme Officer Desk South Asia Europe, Asia and Americas Division Humanitarian Aid and SHA Department SDC <i>Focus: programme implementation; context; complementarity HA-Development</i>	Effingerstr. 27, 18.204 'Mali'

THURSDAY OCTOBER 26 TH 2017		
09h00-10h15	Derek Müller Head South Asia Division (<i>also resp. for SDC Network Fragility/conflict and Human rights</i>) South Asia Division South Cooperation Department SDC <i>Focus: challenges; institutional issues; engagement in fragile contexts; Fit for Fragility; security</i>	Freiburgstr.130 A1402
10h30-11h30	Nils Rosemann Focal Point Conflict and Human Rights South Asia Division South Cooperation Department SDC <i>Focus: SDC engagement in fragile context; CSPM; HR-based approach; SDC engagement on conflict and HR issues</i>	Freiburgstr.130 A1402
11h30–12h30	Ivan Vuarambon Swiss Humanitarian Aid and SHA Department In the past: secondment UNHCR in Afghanistan <i>Focus: Experience/opinion</i>	Freiburgstr.130 A1402

THURSDAY OCTOBER 26 TH 2017		
14h00-15h00	Patrick Müller Head Finance and Administration South Asia Division South Asia Division South Cooperation Department SDC (later organized through Phone call from Montreal) <i>Focus: partner risk assessments, mix of instruments; number of projects</i>	Freiburgstr.130 A1402
Change of Location (by tram)		
16h00-17h00	Trautweiler Caroline Deputy Regional Coordinator South Asia Asia and Pacific Division Directorate of Political Affairs <i>Focus: political context; collaboration SCO and Embassy in Islamabad</i>	Bundeshaus West (W-266)

FURTHER TELEPHONE INTERVIEWS		
Oct. 25th 9.30-10.30	Franziska Vögtli Programme Officer SCO Islamabad franziska.voegtli@eda.admin.ch <i>Focus: Humanitarian aid perspective; context analysis; needs</i>	Over the phone Time Diff: 3 h
Home-based	Jean-Pierre Tosi Swiss Humanitarian Aid and SHA Department Secondment WFP (DRR) jeanpierre.tosi@wfp.org jp.tosi@bluewin.ch <i>Focus: Potential in the field of DRR</i>	Over the phone
Home-based	Yann Colliou Programme Manager Afghanistan Pakistan Terre des Hommes Lausanne (NGO) yann.colliou@tdh.ch <i>Focus: opportunities and risks of these projects (mandate); collaboration SDC/SCO-TdH</i>	Over the phone
Home-based	Marianne Huber Former head of the SCO Afghanistan (2011-2015) <i>Review of the development of the previous CS, the management of the SCO Afghanistan during her leadership, her working relations with SDC/Bern and the preparation of the current CS</i>	Over the phone

Appendix IV Detailed agenda of the field mission

Mission Programme (Kabul)

Date: 20.01.2018

Visitors: Yvan Conoir and Andreas Gerrits

Visitors

NAME	FUNCTION
Yvan Conoir	Consultant
Andreas Gerrits	SDC

Contacts and address

NAME	FUNCTION
Ops Room (24/7)	
Silvana Hogg (HOV)	Head of Cooperation
Guido Suter (SVE)	Security Advisor
Habib Abdul Naseer (HAL)	Security Officer
Sayed Qasim (QASSA)	Senior Office Manager

Swiss Cooperation Office Afghanistan

House 55/56, Street 13, Lane 3 right, Wazir Akbar Khan, Kabul

Accommodation

SCO Afghanistan Guest House

Flight details

20.01.2018	06:40 TK 706	Arrival in Kabul Andreas Gerrits
21.01.2018	06:40 TK	Arrival in Kabul Yvan Conoir
02.02.2018	8:25 TK 707	Departure Kabul Yvan Conoir and Andreas Gerrits

Car details: White Toyota Landcruiser, armored CD23-17

Programme

WHEN	WHAT	RESP.	PART.	LOCATION	STATUS
Saturday 20.01.					
06:40	Arrival Andreas Gerrits	QASSA		Airport	
	Transfer to SCO Afghanistan	QASSA			
	Short security briefing / compound tour	SVE			
Sunday 21.01.					
06:40	Arrival Yvan Conoir	QASSA		Airport	
	Pick up Airport and transfer to SCO Afghanistan	QASSA			
8:00 – 08:30	Arrival SCO Afghanistan , Welcome	HOV			
09:00 -9:30	Staff Meeting, short introduction of staff members			Meeting Hall	
9:30 – 10:30	Security Briefing / Compound Tour	SVE/HAL			
10:30 – 11:00	Admin Briefing	QASSA		QASSA office	
11:00-12:30	Meeting with HOV, organizational issues, discussion on programme etc.	HOV		HOV office	
12:30	Lunch				
13:30 – 15:30	Meeting with HOV	HOV	HOV/WI NPE	HOV office	
15:30 – 16:30	Meeting with CFPA	CLG	CLG	CLG office	
17:00 – 18:00	Meeting with Security Advisor	SVE	SVE	SVE office	
Monday 22.01					
8:30 – 10:00	Meeting with D1 Team (lead WINPE)	WINPE	WINPE, BRUME; MIB	WINPE office	
12:30	Lunch				
13:00	Transfer to TdH		Andreas, Yvan		
13:30-14:30	Meeting TdH, Erhard Bauer		Andreas, Yvan		Erhard.bauer@tdh.ch Confirmed SADSK
14:30 (!)	Transfer to OCHA				
15:00-16:00	Meeting slot OCHA, Dominic Parker (out of office after 23.1.)		SADSK Andreas, Yvan	OCHA	parker@un.org Confirmed SADSK
17:00 -18:30	Exchange on HH portfolio	BRUME	BRUME/ HOV	HOV office	Björn via skype, if technically possible.
19:00	Dinner with SCO Afghanistan staff				
Tuesday 23.01.					
Programme Yvan					
08:00	Transfer UNOCA				

WHEN	WHAT	RESP.	PART.	LOCATION	STATUS
09:00 – 10:00	Meeting with Douglas Armour and Aminuddin Hamed (UNDP/LoGo)		V17 drop off	UNOCA	douglas.armour@undp.org aminuddin.hamed@undp.org
10:00-11:00	Meeting with Kunal Dhar, Abu-Shamalla, Fabian Schipper (UNDP/AA2J)			UNOCA	fabian.schipper@undp.org
11:00-12:00	Meeting with Kunal Dhar (UNDP/LOTFA)			UNOCA	kunal.dhar@undp.org
12:00-14:00	Lunch with Jocelyn Mason, UNDP country director			UNOCA	jocelyn.mason@undp.org
14:00 -15:00	Meeting with Keiko Matsuo and Frozan Abdullah (UN-Habitat/AUPP)			UNOCA	Confirmed (HOV)
15:00	Transfer to SCO Afghanistan (both Andreas and Yvan)		V1 at UNOCA		
Programme Andreas					
09:00-10:00	Meeting with TLO Tawab Stanikzai, Project manager SLSD		Andreas	SCO Afghanistan (MIB office)	tawab.stanikzai@tlo-afghanistan.org Confirmed (SADSK)
11:00-12:00	Open Slot Andreas – possible follow up with D2 or HOV	KIX or HOV			
12:30	Lunch			SCO Afghanistan	
13:00	Departure to UNOCA		Andreas		
14:00 – 15:00	UNICEF Andrea Berther, Head of Education/ Donor Coordination Lead			UNOCA	Confirmed (WZA)
15:00 (or 15:30 latest)	Transfer to SCO Afghanistan or Canadian Embassy (both Andreas and Yvan)		Andreas, Yvan		
16:30 -17:30	Meeting with Canadian Embassy – Galal Ali Head of Cooperation or his deputy Elise Rafuse		Andreas, Yvan	Canadian Embassy	Confirmed (HOV) Galal-eldien.ali@international.gc.ca
17:30	Transfer to SCO Afghanistan		Andreas, Yvan		
20:00	Skype call Toby Lanzer			Meeting Hall	
Wednesday 24.01.					
Programme Yvan					
08:15	Transfer to AIHRC		Yvan		
09:00-10:00	Meeting with Musa Mahmodi, Afghanistan Independent Human Rights Commission (AIHRC)		Yvan	AIHRC	musamahmodi@gmail.com Confirmed SADSK
10:00	Transfer to SCO Afghanistan		Yvan		

WHEN	WHAT	RESP.	PART.	LOCATION	STATUS
11:00-12:00	Civil Society: Meeting with Faiz, CSHRN		Yvan	SCO Afghanistan (MIB office)	faiz@cshrm.af Confirmed SADSK
Programme Andreas					
9:15	Departure to MAIL		Andreas		
10:00-11:00	M. Rafi Qazizada, Director General NRM, MAIL (Ministry of Agriculture, Irrigation and Livestock)		Andreas Haroon	MAIL	Confirmed HAH
11:00	Transfer to FAO		Andreas		
11:15- 12:00	FAO Khalil Ur Rahman, Project Manager (FAO – ASLI)		Andreas Haroon?	FAO	Confirmed HAH
12:00-12:30	Transfer to SCO Afghanistan		Andreas		
12:30-13:00	Lunch			SCO Afghanistan	
13:00 -14:00	Lync conversation with Ambassador Thomas Kolly (based in Islamabad)		Yvan, Andreas	SCO Afghanistan (MIB office)	tbc
14:15	Transfer to Swedish Embassy				
15:00-16:00	Meeting with Mette Sunnergren; Head of Cooperation, Swedish Embassy		Yvan, Andreas	Swedish Embassy	Confirmed HOV
16:00/16:15	Transfer to EU		Yvan, Andreas		
16:30-17:30	EU, Maurizio Cian Head of Cooperation		Yvan, Andreas	EU	Confirmed HOV
17:30	Transfer to SCO Afghanistan		Yvan, Andreas		
Thursday 25.01.					
08:00-09:00	Security Briefing Bamyan	HAL	Yvan, Andreas HOV		
9:00-12:00	Workshop preparation and open issues (HOV/WINPE)		Yvan, Andreas, HOV, WINPE		
13:00-16:00	Workshop SCO Afghanistan Follow up issues/question from MTR, Nexus HA – development cooperation; Discussion on Reflection Notes	Yvan, Andreas		SCO Afghanistan Meeting Hall	Björn via skype, if technically possible.
Friday 26.01. (Weekend)					
Saturday 27.01. (Field Mission)					
	Field Mission (Departure)				

WHEN	WHAT	RESP.	PART.	LOCATION	STATUS
	14:00 H.E Governor Zohair (confirmed) 15:00-18:00 AUPP programme (Intro AUPP Bamyan; meeting with Mayor, Municipal Advisory Board, Beneficiaries)		Andreas, Yvan, HAL		Governor confirmed (HAH), AUPP programme under elaboration
Sunday 28.01. (Field Mission)					
08h00 – 12:00	AUPP (visit UN Habitat Team and CdC (Beneficiaries) Contact: Keiko and Frozan		Andreas, Yvan, HAL		programme under elaboration
14:00 – 16:00	AA2J (visit UNDP team + LAGF, possibly Department of Justice)		Andreas, Yvan, HAL		programme under elaboration
Monday 29.01. (Field Mission)					
09:00 – 10:00	Abdul Wahab Mohammadi, Provincial Director MAIL		Andreas, Yvan, HAL		Confirmed (HAH)
11:00 – 12:00	M. Ayoub Amiri, Provincial Director MoE		Andreas, Yvan, HAL		Confirmed (WZA)
14:00 – 15:30	Habib Hussein Aqil, Regional Manager, Education		Andreas, Yvan, HAL		Confirmed (WZA)
Tuesday 30.01. (Field Mission)					
Late afternoon (tbc)	Scheduled arrival from Bamyan				
16:00	Intern (D1 plus mgt follow-up)				
18:30	UNHCR, Aurvasi Patel, Deputy Representative		Yvan	Phone call	Confirmed (HOV)
Wednesday 31.01.					
09:00-10:00	Meeting with OCHA Maia Mc Fadden and Ms Fiona Gall, Director of ACBAR		Yvan	SCO Afghanistan (MIB office)	Confirmed (HOV)
08:15	Transfer to MoE				
09:00-10:00	Ministry of Education Abdul Wassay Arian, Director General of Policy and Planning		Andreas, Zirak	MoE	Confirmed WZA
10:00	Transfer to SCO Afghanistan				
11:00-12:00	INSO (International Safety Organization), Maarten Konert Country Director - INSO Afghanistan		Yvan, Andreas	SCO Afghanistan (MIB office)	Confirmed HOV
	Transfer to SCO Afghanistan				
12:30 -13:00	Lunch				
13:45	Transfer to ICRC				
14:00 – 15:00	ICRC Monica Zanarelli, Head of Mission		Yvan	ICRC	mzanarelli@icrc.org Confirmed HOV
15:15	Transfer to IOM				

WHEN	WHAT	RESP.	PART.	LOCATION	STATUS
16:00 - 17:00	IOM, Laurence Hart, Chief of Mission and Special Envoy		Yvan	IOM	MOHMAND Shamshad <SMOHMAND@iom.int> Confirmed HOV
17:00	Transfer to SCO Afghanistan				
20:00-20:30	Skype call UNAMA Toby Lanzer, deputy SRSG and humanitarian coordinator		Yvan, Andreas?	Meeting Hall SCO Afghanistan	Confirmed (HOV)
Thursday 01.02					
Programme Yvan					
09:00	ECHO, Esmée De-Jong, country director			ECHO office	Confirmed (HOV)
10:00	Transfer to Green village				
11:00-12:00	Meeting with WFP; Deputy Country Director		Yvan	Green Village – Car details shared by SADSK	WFP: mick.lorentzen@wfp.org Confirmed SADSK
Programme Andreas					
10:30-12:30	Education Sector Meeting with GIZ Dieter Göpfert and AKF Atiqullah Ludin, Head of Education Program and Rayana Fazli		Andreas	SCO Afghanistan	Confirmed (WZA)
12:30-13:00	Lunch				
14:00-15:00	Debriefing SCO Afghanistan – first results/conclusion Wrap-up		NPOs, expats, some finance staff		
15:30	World Bank - Shubham Chaudhuri - Country Director			WB	tbc
17:00-18:00	Exchange HOV and WINPE				
Friday 02.02.					
6:00	Departure from SCO Afghanistan				
8:25 TK 707	Flight/Departure from Kabul Airport				
	ECHO (Esmée De-Jong) according to availability				Maurizio.CIAN@eeas.europa.eu HOV arranges Meeting, ECHO: Esmee.De-Jong@echofield.eu

Bamyan Mission Programme (27-30 Jan)

Date: 27.-30.01.2018

Participants: Yvan Conoir, Andreas Gerrits, Habib Abdul Naseer

Participants

NAME	FUNCTION
Yvan Conoir	Consultant
Andreas Gerrits	SDC
Habib Abdul Naseer	SCO Afghanistan

Relevant contacts

NAME	FUNCTION
Ops Room (24/7)	
Silvana Hogg (HOV)	Director of Cooperation
Guido Suter (SVE)	Security Advisor
Habib Abdul Naseer (HAL)	Security Officer
Sayed Qasim (QASSA)	Senior Office Manager
AUPP Team	Mosave, Team Leader Frozan, Programme Manager Keiko, Human Settlements Officer

Flight details

DATE	ITINERARY	COMPANY
27.01.2018	Kabul-Bamyan	UNHAS
30.01.2018	Bamyan-Kabul	UNHAS

Transport

DRIVER + CONTACT DETAILS	CAR DETAILS
Mohammad Amin	soft skin Land cruiser 2_ 66980 KBL

Accommodation

LOCATION
Gholghola Hotel

Programme

WHEN	WHAT	RESP.	PART.	LOCATION	STATUS
Saturday 27.01.					
tbd	Departure from SCO Afghanistan to airport	QASSA	Andreas, Yvan, HAL		?
tbd	Flight Kabul-Bamyan	QASSA			Confirmed
tbd	Pick-up at the airport and transport to the hotel	QASSA			?
13:30	Departure from the hotel to the Governor's Office				
14:00-14:45	H.E Governor Zohair	HAH			Confirmed
13:30-14:00	Briefing with UN-Habitat	HOV			
14:00	Transport to				
14:10–15:00	Site visit of school project – Meeting with GA #1				
15:00	Transport to				
15:10–16:30	Site visit of Water Supply project – Meeting with CDC #3				
15:00-18:00					
18:00	Transport to the hotel			QASSA	
Sunday 28.01.					
08:00	Departure from the hotel to Mayor Office	HOV	Andreas, Yvan, HAL		
08:30-09:15	Meeting with Bamyan Mayor				
09:25	Transport to xxx				
09:25-09:50	Site visit of Family Park (Municipality project)				
10:00	Transport to xxx				
10:00-11:00	Meeting with MAB				
11:00	Transport to xxx				
11:10-12:00	Site visit of Women's community Center (CDC#1)				
	Lunch				
14:00–16:00	AA2J (visit UNDP team + LAGF, possibly Department of Justice)	BRUME			
Monday 29.01.					
08:30	Departure from the hotel to the MAIL	QASSA	Andreas, Yvan, HAL		
09:00–10:00	Abdul Wahab Mohammadi, Provincial Director MAIL	HAH			Confirmed
10:00	Transport to the MoE	QASSA			

WHEN	WHAT	RESP.	PART.	LOCATION	STATUS
11:00–12:00	M. Ayoub Amiri, Provincial Director MoE	WZA			Confirmed
	Transport to xx	QASSA			
14:00–15:30	Habib Hussein Aqil, Regional Manager, Education	WZA			Confirmed
	Transport to xx	QASSA			
	Human Rights Commission?	WINPE			
	Transport to the hotel	QASSA			
Tuesday 30.01.					
	Departure from the hotel to xx	QASSA	Andreas, Yvan, HAL		
	Transport to the airport	QASSA			
	Flight Bamyan-Kabul	QASSA			
	Pick-up at the airport and transport to SCO Afghanistan	QASSA			

Appendix V Country Strategy Results Framework

Domain of intervention 1: Governance and Human Rights		
Goal: National institutions in Afghanistan have become more participatory, inclusive and have increased respect, protection and fulfilment of human rights.		
(1) Swiss portfolio outcomes	(2) Contribution of Swiss Program	(3) Country development or humanitarian outcomes
<p>Outcome 1: Men and women of all ages participate in political decision making</p> <p>Indicators % of women in provincial, district and municipal level Councils [sources: IDLG reports, IEC website, and implementing partners verify in cluster provinces] Increase in CSO comments taken up into laws and policies [sources: Tawammandi reporting] Number of local communities engaged in efforts of relevant stakeholders (local authorities, police, private sector) to increase safety, security and access to services. [sources: LOTFA reports, UN-HABITAT]</p>	<p>Strengthening accountable state institutions with a bottom-up approach, linking domain 2 and domain 1: Micro governance on community level further strengthened through bilateral cluster programming on district level and participation of women enhanced. Contributing specifically to people's representation on district level in pilot areas. Contribution in general to nation-wide programming in subnational governance, harmonized and if possible on-budget Supporting the organized civil society through Tawammandi and bilaterally to become strong partners in national and local governance.</p> <p>Risks The space for civil society narrows due to increasing government control. The relevance of participation in subnational governance remains limited due to centralized budgeting and planning processes.</p>	<p>Take decision-making closer to the people and make decision-makers accountable to the people (Subnational governance policy, 2010, p.58) and attain a critical mass of women active in communities and in political life (NAPWA 2008-2018)</p> <p>Indicators There is a progressive increase in the percentage of women in Afghan institutions and in decision, policy, and law making positions (NAPWA 2008-2018) Enabling mechanisms for women's participation and leadership in public life are provided (NAPWA 2008-2018) At least 20 % of the seats of each Provincial Council shall be allocated to women candidates (Election Law, Art. 30(2)) Minimum 25% of Municipal Council seats will be reserved for women. This is minimum. (SNGP) 25% of District Council seats will be reserved for women. (SNGP) Frequency of formal public consultation on draft legislation (NPP5) Community Oriented Policing framework developed and implemented in selected districts and provinces.</p>
<p>Outcome 2: Governance Institutions at all levels are more accountable, transparent, and participatory</p> <p>Indicators Increased confidence by communities in public and informal governance institutions particularly at the sub-national governance level (provincial councils, district government, municipalities, justice institutions, courts, community shuras/jirgas)— [sources: TAF perception survey, UN-Habitat] Increase in number of women in leadership positions in the Afghan National Police at national and sub-national level [reduce gender gap between men and women in such positions [sources: LOTFA] Number of districts and municipalities covered by SDC projects that have a public-community/ civil society consultation¹ mechanism in place in line with policy and regulations (DCs, MABs, MCs). [sources: UN, IDLG] Number of Provincial Councils that conduct "oversight meetings" (including public forums) to monitor and assess in line with policies and regulations government/donor services/projects [sources: UN, IDLG] Increase in number of provinces where at least 50% of the budget is aligned with Provincial Development Plans [sources: NPPs, UNDPs country program].</p>	<p>Switzerland engages in multi-donor programs to strengthen subnational governance capacities: participatory planning, service delivery, transparency and accountability mechanisms. Currently the position of the upcoming new government on subnational governance is unknown. A risk of status quo or even further centralization can't be excluded. SDC supports the MOI initiative to increase recruit, retain and promote women staff within the ANP through the provision of technical and financial support to LOTFA.</p> <p>Risks The subnational governance policy framework remains unclear, local governments continue to have limited say over resources and service delivery. Low capacity of MOI Traditional barriers and security may prevent women to join the police Low political commitment</p>	<p>Strengthen democratic practice and institutions, human rights, the rule of law, delivery of public services and government accountability (ANDS) and restore the trust of Afghan citizens in the ability of the justice system to protect and defend their personal, economic, social and national interests through its demonstrated and faithful adherence to the rule of law (NPP5)</p> <p>Indicators The recruitment, retention and promotion of 10,000 policewomen (Ministry of Interior). District-level representation will be exercised by one representative body and that body will be playing an active role in promoting security, resolving dispute and facilitating development and increasing people's trust on the government (NPP4) Constitutionally required District Councils in all districts in Afghanistan elected. The mayor and members of municipal councils shall be elected through free, general, secret and direct elections. (The Constitution of Afghanistan, Article 141) All 34 of the country's Provincial Councils will have the structures, relationships, systems, skills and resources needed for them to discharge their roles in generating accountability and transparency (NPP4) Develop a provincial budgeting process that includes provincial input into the relevant Ministries, formulation of budget requests, linked to a provincial planning process in which Provincial Councils have their consultative roles. (TMAF) Increase budget execution resulting from provincial budgeting policy (NPP4).</p>

<p>Outcome 3: Key Afghan human rights bodies contribute to the Government of Afghanistan's increased respect, protection and fulfilment of human rights</p> <p>Indicators The AIHRC retains its A status accreditation by 2018/19 [sources: International Coordinating Committee of the National Institutions for the Promotion and Protection of Human Rights, state budget, AIHRC reports]. Key recommendations of the Universal Periodic Report particularly those related to domestic and gender based violence, women's rights, torture and access to justice are implemented [sources: AIHRC, AI, HRW, Tawanmandi reports, 2017/18 state and shadow reports, UNDP Human Development Report, Gender Inequality Index, MoWA reporting]. Increase % of the legislative calendar² that is reviewed for human rights compliance by the Human Rights Support Unit [sources: UNDP, HRSU].</p>	<p>Switzerland contributes to strengthen both financially and through dialogue and advice key actors in Afghanistan's human rights scene: the AIHRC, the HRSU and NGOs such as CSHRO. These institutions are likely to be agents of change in a probably worsening overall context.</p> <p>Risks Compromises with opposition groups for the sake of short term stability. Shrinking spaces for civil society engagement, in particular human rights defenders. Ongoing (or increasing) armed conflict and a climate of impunity. The independence of human rights institutions is compromised by government interference.</p>	<p>Improve access to justice for all, in particular women, by ensuring that the Constitution and other fundamental laws are enforced expeditiously; ensure that women can fully enjoy their economic, social, civil, political and cultural rights (TMAF).</p> <p>Indicators Ensure respect for human rights for all citizens, in particular for women and children, and allow the Afghanistan Independent Human Rights Commission and civil society organizations to perform their appropriate functions (TMAF, indicator) Demonstrated implementation, with civil society engagement, of both the Elimination of Violence Against Women Law (EVAW), including through services to victims as well as law enforcement, and the implementation of the National Action Plan for Women (NAPWA) on an annual basis (TMAF, indicator) Cases of human rights violation and civilian casualties are decreased, and rights to freedom of expression, free media, rights to association and assembly, freedom of thoughts, and rights of women and children are protected (AIHRC Strategic Plan) The Human Rights Support Unit (HRSU) is fully operational and institutionalized among Government ministries and institutions (NPP6) Human rights are incorporated in laws and policies (NPP6)</p>
<p>Lines of Intervention (Swiss Program) Further strengthen women's and men's engagement in civic affairs and their coordination capacities to lobby and advocate. Support excluded and underrepresented groups to engage in public decision-making and contribute to the inclusive development of their environment. Contribute to a well-performing women and men <i>polis-e mardomi</i> and further enhance trust building between the people and their police. Contribute to nationwide strengthening of subnational governance: increasing quality in service delivery, enhanced administrative capacities of provincial and district governor's offices, build-up of people's representation on district, municipal and provincial levels (e.g. with selected support to the new DCs and to PDCs), and monitoring and oversight capacities of Provincial Councils. Supporting the service delivery and accountability of municipalities towards their citizens and strengthen their capacities in urban administration and revenue generation. Strengthen the AIHRC's capacities to fulfill its mandate and contribute to enhance its institutional sustainability. Support human rights related civil society actors (organizations, defenders) financially and through dialogue and advice. Contribute to strengthen the state's capacity to advance human rights and access to justice, including strengthening HRSU's place within the Afghan state particularly in the legislative process and as a provider of training/coaching to other units of the state. Contribute to the protection of the most vulnerable, especially people affected by the conflict.</p>		

Domain of intervention 2: Sustainable and inclusive socio-economic development and improved livelihood, especially in rural areas. Goal: People improve their livelihoods thanks to better services and sustainable and inclusive socio-economic development.		
(1) Swiss portfolio outcomes	(2) Contribution of Swiss Program	(3) Country development or humanitarian outcomes
<p>Outcome statement 1: Men and women, girls and boys especially from poor families living in rural areas improve their livelihood.</p> <p>Indicators Of all the people benefiting from Swiss support, at least: 50% are Women 60% are young (below 30) 70% are poor² Increased % of agricultural production Increased hectares of private cultivated agricultural land as a result of DRR measures in watershed management areas Watershed communities have adaptation plans and local government structures have trained and equipped local committees to prevent and respond to disasters Households decrease their food gap⁴ Increased income through short term employment generated Increased school enrollment (formal and non-formal) of girls and boys (formal in particular on secondary level) Decreased % in school dropouts of girls and boys (in particular on secondary level)</p>	<p>Switzerland contributes to inclusive socio-economic development and improved livelihoods of the rural communities in Afghanistan through its partners engaged in rural economic development with on and off-farm production and income generation, water and land resources management and supporting basic education. Increase agricultural production and income by technical support and improving value chains Create employment opportunities through cash-for-work in different infrastructures including road construction and watershed management projects Decrease food gap and improve food security with technical and capacity building support and emergency response, according to needs. Protect life and livelihood assets of rural communities through disaster risk management – e.g. watershed management measures Contribute in increasing access to basic quality education through adopting a gender balanced approach towards school improvement, teacher education, community engagement and institutional building.⁵</p> <p>Risks Droughts and floods destroy agricultural production Deteriorating security situation limits access to school</p>	<p>Improve sustainable agriculture production and productivity and increase on and off-farm enterprises, contributing to food security and inclusive economic growth (NPP 2) and ensure effective utilization, together with proper management, of existing water and other natural resources (NPP 1). Provide equitable access to quality education for all school-age children without any discrimination. (National Education Strategic Plan III, 2014–2020)</p> <p>Indicators Sustained growth in legal rural incomes and employment by 28% Increase agricultural production and productivity by 20% over 5 years; 15,000 hectares of new land area coming into productive use Afghanistan Strategic Grain Reserve fully operational with at least 200,000 metric ton capacity Establishment of new community enterprises increased by 30% Increase Gross Enrollment Rate to 110% in primary education, to 80% in lower secondary, and to 57% in upper secondary education; Decrease dropout and repetition rates to 3% and 10% respectively; Increase Gender Parity Index to 1 in primary education, to 0.8 in lower secondary, and to 0.7 in upper secondary education; Increase the number of teachers to 275,000; Increase the number of schools to 20,000; Increase access to education for children with special needs (e.g. children with disabilities and Kuchi)</p>
<p>Outcome statement 2: Government Institutions, especially at the sub national level provide better/increased basic demand driven service⁶ delivery in the targeted areas⁷.</p> <p>Indicators Increased % of people satisfied with the services provided by subnational government institutions % of subnational institutions have local development plans as per the needs of people % of subnational institutions manage their water and land sustainably. Increased number of attendance by provincial council and district council (future) members in public audits carried out by Swiss interventions/projects Increased number of subnational government representatives and existing community groups (CDCs, associations, NGOs etc.) participate in public audits carried out by Swiss interventions/projects</p>	<p>Switzerland contributes to improved sub-national governance mainly in the selected focus areas and establishes linkages to statebuilding goals under Domain 1.</p> <p>Increase sub-national government institutions' capacity for better service delivery Rural communities are supported to develop their plans in an inclusive and participatory manner. Sub-national institutions are supported to realize and execute their constitutionally mandated roles and responsibilities Continue with the social audit of SDC funded projects and inviting governance stakeholders along with communities' representatives</p> <p>Risks Low capacity of line agencies Low interest of governance stakeholders Local power holders impose their priorities</p>	<p>Establish a productive, participatory partnership between the Government and the people it serves, through focusing on community-based governance for development. (NPP 4)</p> <p>Indicators Build, strengthen and maintain Community Development Councils (CDCs) as effective institutions for local governance and social-economic development. Finalize development of an effective model of Cluster Community Development Councils at sub-district level to promote larger infrastructure that serves multiple villages, provide a viable institutional mechanism for interaction with line ministries and to mitigate against the proliferation of 'other' bodies (e.g. water groups, co-operatives, shuras, etc.) Improve the capacity of District Development Assemblies to facilitate development at all levels and to increase the productive assets of districts, completing the connection from village to district level.</p>

Lines of Intervention (Swiss Program)

Applied research and baselines in all interventions provide information to better understand the context and on how to reach out to pockets of exclusion/excluded segments of the target population.

Improving formal education for girls and boys through enhanced community ownership (school *shuras*), better teaching quality and service delivery on all levels and particularly a girl friendly and safe learning environment. Access to education of girls and boys among particularly vulnerable groups (IDPs, host communities) through non-formal education and education in emergency situations.

Increase in rural income production through support to agriculture extension services, enhanced sustainable agricultural practices and increased agricultural produce. Identifying and strengthening most promising and valuable value chains.

Improved physical access to services and markets as well as income for poor households in remote mountainous areas through labor based road construction combined with institutional strengthening and skills enhancement.

Upscaling comprehensive watershed management upstream and downstream. Contributing to the application of locally adapted low-cost technologies in water and land management, including DRR, by building capacities of key stakeholders (local and provincial governments, academia, service delivery institutions, etc.).

Strengthening governance capacities of formal and informal institutions on community level and contribute to state building on district level, particularly in Swiss cluster areas.

National and international aid actors apply access principles, strictly complying with international humanitarian law and human rights law.

Mainstreaming disaster risk reduction (DRR) and disaster risk management (DRM) in all interventions in NRM, on/off-farm income and rural infrastructure. Strengthening capacities of key stakeholders particularly on subnational level to prevent and respond to natural disasters, particularly floods.

Contribute to the basic needs of the most vulnerable.

(5) Resources, partnerships (Swiss Program)

Over four years, a budget of a total of CHF 98 million is planned, of which 40 million are allocated to interventions under Domain 1 and CHF 58 million are spent in Domain 2. In addition, around CHF 26 million will be provided in support of humanitarian actors.

In its bilateral cooperation, the program will adopt a clustered approach geographically and thematically, working with a few long-term mandated partners in selected areas and strengthening synergies and coherence between its bilateral interventions in socio-economic development and its contributions to multilateral governance programs.

(6) Management/performance results, including indicators (Swiss Program)

Outcome 1: International and national partners adopt approaches promoted by Switzerland	<p>Access principles are agreed and followed-up, signed and respected by donors and partners, including humanitarian aid actors.</p> <p>Decrease in food diversion through improved selection and monitoring of partner organizations.</p> <p>Increasing local and international organizations adherence to "Do no Harm" principles adapted to the Afghan context.</p> <p>Better coordination among Swiss partners (multi- and bilateral) through regular information sharing and advocacy, including through concerted interventions between field and head office (e.g. board meetings of UN, ADB, etc.).</p> <p>Challenges identified through regular dialogue with Swiss partners (multi- and bilateral) in Afghanistan influence Swiss policy dialogue at multilateral level.</p> <p>Number of advocacy interventions on conflicting issues between extractive industries and people's livelihood.</p>
Outcome 2: Swiss programs are managed in a context sensitive manner	<p>Inclusion</p> <p>% of socially disadvantaged segments of the population benefit from Swiss interventions.</p> <p>Work force diversity has increased (women/men, regions, age, horizontally and vertically).</p> <p>All projects have mainstreamed context sensitive themes like inclusion of women.</p> <p>Understanding and acceptance of Swiss working modalities CSPM and inclusion among all stakeholders (traditional, informal, "roshanfekran" (open minded), formal, old and young).</p> <p>Security</p> <p>The Local Security Plan is updated, understood and implemented.</p> <p>SDC mandated partners use harmonized security management systems.</p> <p>Knowledge and understanding</p> <p>At least 3 times a year MERV and actor mapping are done at central level by SDC and at provincial level by mandated partners.</p> <p>All initiatives are backed by socio-political and contextual knowledge and assessment (such as indebtedness, mobility, natural hazards, social protection etc.).</p> <p>Subnational initiatives are geographically clustered.</p> <p>Results</p> <p>All project partners have regular outcome monitoring mechanisms in place and report on results.</p> <p>Swiss ODA is increasingly on-budget.</p> <p>Contextual, programmatic and institutional risks are known and inform the intervention decisions.</p>

Lines of Intervention

Applied research and baselines in all interventions to better understand the context and how to reach out to pockets of exclusion/excluded segments of the target population.

Focusing in multilateral contributions on accountable and empowered national ownership (reduction of 2nd layer *tashkeel*).

Informing the ongoing development cooperation dialogue between the international community and the Government of Afghanistan with concrete field-based best practices and lessons learned.

Active participation in efforts and debates on risk management, access and CSPM/Do No Harm and consistent messaging.

Contributing to increased understanding, ownership and application among aid workers in Afghanistan for CSPM, Do No Harm and security management.

Increase staff capacities to apply CSPM based on human rights principles.

Number of policy inputs such as sustainable land management and disaster risk reduction techniques or labor-based infrastructure which are endorsed at policy level.

Number of associations and interest groups (etc.) that are legally registered.

Appendix VI Context Analysis and Basic statistical data

TOOL 121A: ASSESSMENT TOOL FOR ASSESSING THE CONTEXT (OVERALL AND DOMAIN)		Consultant
Purpose	Review of the quality of the context analysis	
Process (responsibility)	Review of Cooperation Strategy, Annual Reports, policy papers	
Data Sources	Cooperation strategy, domain level strategies, National Plans, etc.	

This assessment should respond to the evaluation question “E 121. How realistic and relevant is the context analysis?” *Source: CS, ARs, Context analysis in CS Mid-term reviews” (and MERV).*

The aim of this assessment is

- to verify the level of compliance of the context analysis with SDC’s Guidelines for elaborating CS.
- to find out if the Annual Reports (ARs) include important facts and changes regarding the general context in the country/region and context information in relation to the domains of interventions, specific and transversal themes.

a. Overall Assessment of the Context

CRITERIA	✓~x	OBSERVATIONS
The overall context analysis of CS and ARs cover relevant aspects of the country: challenges of country, political/ institutional aspects, economic / social development, environment, ODA environment, Swiss context; regional actors, and dynamics	☑	Swiss context is more elaborated in the CS, and ODA environment is more developed in the AR
The broad political context is assessed in the CS: sources of revenues, social and economic institutions important to consider, from both, a historical and contemporary perspective. This includes the analysis of social and economic inequality, property rights, power relations, social organizations (e.g. civil society organizations, ethnic groups, traditional authorities), cultural orientations, regional disparities, system of exchange and markets, the state apparatus, the political parties, institutions and powers (PED Network: Political Economy and Development)	☑	The broad political context is assessed in the CS 2015-2018 and includes all the items mentioned
The context analysis considers risks for disasters in the CS and ARs (natural catastrophes, climate change)	☑	DRR is considered in the CS and ARs
The context analysis uses various sources for triangulating information	☑	Sources come from reports of partners and government

CRITERIA	✓~✗	OBSERVATIONS
The context analysis uses learning from good practice as well as mistakes	✓	The context analysis considers the lessons learned from good practices and mistakes through regular reviews of the annual planning, consultations and workshops
The context analysis is yearly updated, based on relevant MERV information and is used for steering purposes in the Annual Reports	✓	The context analysis is yearly updated, and based on MERV, which is established 2-3 times per year

b. Assessment of the Context Related to the Domains of Intervention

CRITERIA	✓~✗	OBSERVATIONS
Domain 1. / Domain 2.		
The domain context analysis describes other relevant actors in regard to the domains and transversal themes (donors, NGOs, Swiss Gov. Agencies, centres of competence for transversal themes, think tanks)	✓	These descriptions are mentioned in both the ARs and CS
The domain context analysis considers risks for disasters (natural catastrophes, climate change)	✓	Risks for disasters are included in the CS, owing to their negative impact on the population, in terms of poverty, food insecurity, etc.
The domain context analysis uses various sources for triangulating information	✓	Sources come from reports of partners and government
The domain context analysis uses learning from good practice as well as mistakes	✓	The domain context analysis uses the lessons learned and makes some adjustments if necessary
The domain context analysis is yearly updated in the Annual Reports	✓	The domain context analysis is yearly updated and based on MERV and other relevant reports

d. Assessment of the Context Related to Gender and Other Transversal Themes

CRITERIA	✓~x	OBSERVATIONS
Gender and Other Transversal Themes:		
The context analysis describes other relevant actors in regard to the transversal themes (donors, NGOs, Swiss Gov. Agencies, centres of competence for transversal themes, think tanks)	✓	This description is mentioned in the CS and in the document called "Gender at the SDC- Specific lines and thematic priorities 2015-2018"
The domain context analysis of the specific theme uses various sources for triangulating information	✓	Sources come from reports of partners and government
The domain context analysis of the specific theme uses learning from good practice as well as mistakes	✓	The domain context analysis uses the lessons learned and makes some adjustments if necessary
The domain context analysis of the specific theme is yearly updated in the Annual Reports	✓	The domain context analysis is yearly updated and based on MERV and other relevant reports

TOOL 121B: BASIC STATISTICAL DATA		Consultant
Purpose	Compilation of basic information with relevant macro data at country level	
Process (responsibility)	Preparatory phase: Document study, elaborate summary in inception report (Consultant)	
Data Sources	See below	

AFGHANISTAN	2000	2005	2010	2015
GDP / capita in PPP terms (USD)	117.41 (2001)	250.294	553.3	584.026
GDP growth rate	-	11.175	8.433	1.113
Poverty 1 USD (PPP) / day (%)	-	36,3 (2007)	35,8 (2011)	-
FDI Flow (inward and outward) USD mio	0	271	211	58
FDI Stock (inward and outward) USD mio	17	584	1392	1750
Swiss exports (mio CHF): - machinery for textile industry, pharmaceuticals				
Swiss imports (mio CHF): - textiles and garments				
ODA / capita (USD)	6.769	113,197	224,686	125,656
Swiss aid inflows (mio. CHF)				
Unemployment Rate (% of labor force)	1.13	8.5	8.228	8.516
HDI	0,340	0,405	0,454	0,479
Maternal mortality ratio (per 100,000 live births)	341	288	246	216

AFGHANISTAN	2000	2005	2010	2015
% of seats held by women in nat. parliament	3,7 (1990)	27,3 (2006)	27,3	27,7
Gini coefficient		27,8 (2007)		
Corruption Perception Index (TI) (0 worst, 10 best)	-	2,5	1,4	1,1
Bertelsmann Transformation Index		3,02		2,97
- Status Index (1 worst, 10 best)		4,62	2,81	3,30
- Management Index (1 worst, 10 best)	-	(2006)	3,68	(2014)
Estimated adult (15 – 49) HIV prevalence (%)	0.1	0.1	0.1	0.1 (2016)
CO2 emission / capita in tons	0.039	0.053	0.294	0.67 (2013)

The statistical data presented in this chart allows us to underline the major tendencies in the country's evolution since the moment that the international forces have been on the ground in Afghanistan to restore peace and well-being. One of the first indicators to underline this influence is the relationship between the evolution of GDP/PPP and the foreign direct investments (FDI). As long as support keeps coming, the ideal distribution of the GDP to each Afghan citizen increased or seemed to be better than before the international presence.

However, this aid did not tackle the main structural problems, as evidenced by the unemployment rate. The international presence has diminished in some places as the capacity of the local population to rejoin the work market has increased. In a positive way, this presence helped to deal with some other issues particularly in relation to women and their role in political activities. There are significant improvements in maternal mortality, and in the increasing participation of women in the parliament.

The minimal growth rate and its decline since the amount of international help started diminishing attest of a lack of preparation on the political side. These structural failures could be -but not just- linked to major political factors as corruption and security, two of the biggest challenges to deal with for a young government in these days.

Finally, the government should focus on the security issues in the country. This would allow the authorities to focus on other types of problems more closely linked to the economic and social difficulties that Afghan people are still suffering. It will be necessary to monitor if the results of the Brussels conference and the USD 15.2 billion pledged will foster the expected results and allow the country to take off and redress the whole economic, politic and social situation.

REFERENCES:

- Bertelsmann Transformation Index: <http://www.bti-project.org/en/index/status-index/>
- CO2 emissions: <https://data.worldbank.org/indicator/EN.ATM.CO2E.PC?locations=AF&page=4>
- Corruption perception index: <https://www.transparency.org/search>
- Estimated adult (15 – 49) HIV prevalence (%): <http://apps.who.int/gho/data/view.main.22500?lang=en>
- FDI's values: <http://unctadstat.unctad.org/wds/TableView/tableView.aspx>
- GDP values: <http://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=AF>
- HDI values: UNDP (2016), *Human Development Report 2016*.
- Maternal mortality ratio: <http://data.worldbank.org/indicator/SH.STA.MMRT%>
- Percentage of seats held by women in nat. parliament: <http://data.un.org/Data.aspx?d=MDG&f=seriesRowID%3A557>
- Poverty rate: <https://mdgs.un.org/unsd/mdg/Data.aspx>
- Unemployment rate: <http://data.worldbank.org/indicator/SL.UEM.TOTL.ZS?locations=AF&page=4>

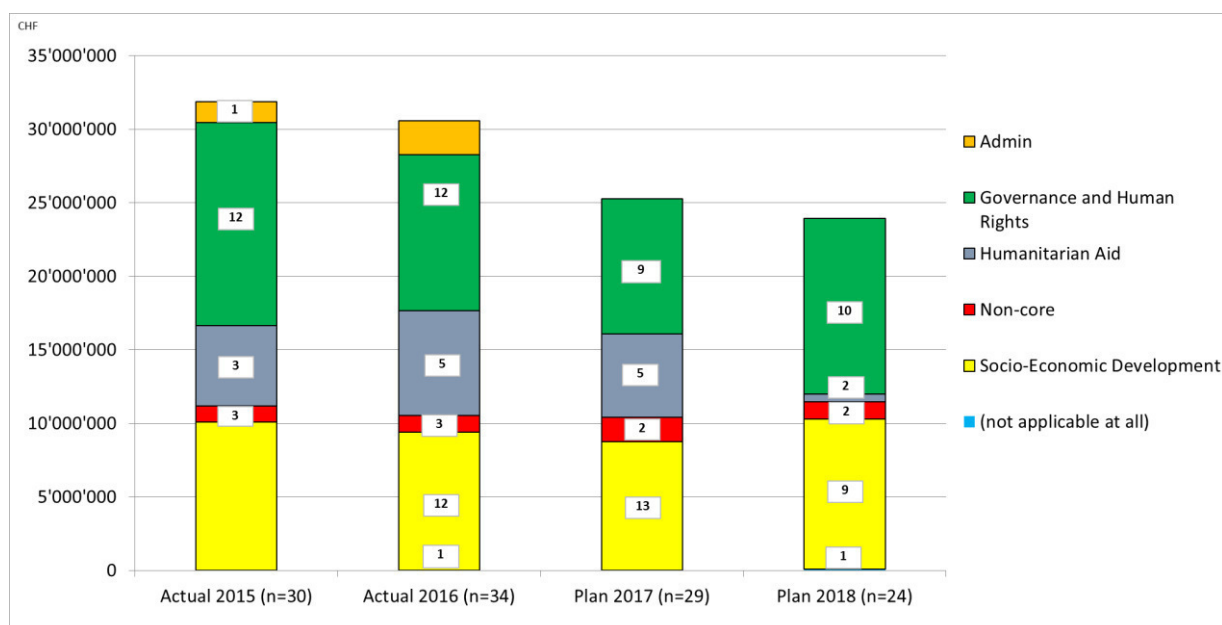
Appendix VII Structure of project/program portfolio

On the basis of the SAP data summarized in the list project/program per domain provided by the SDC, the following portfolio analysis can be produced.

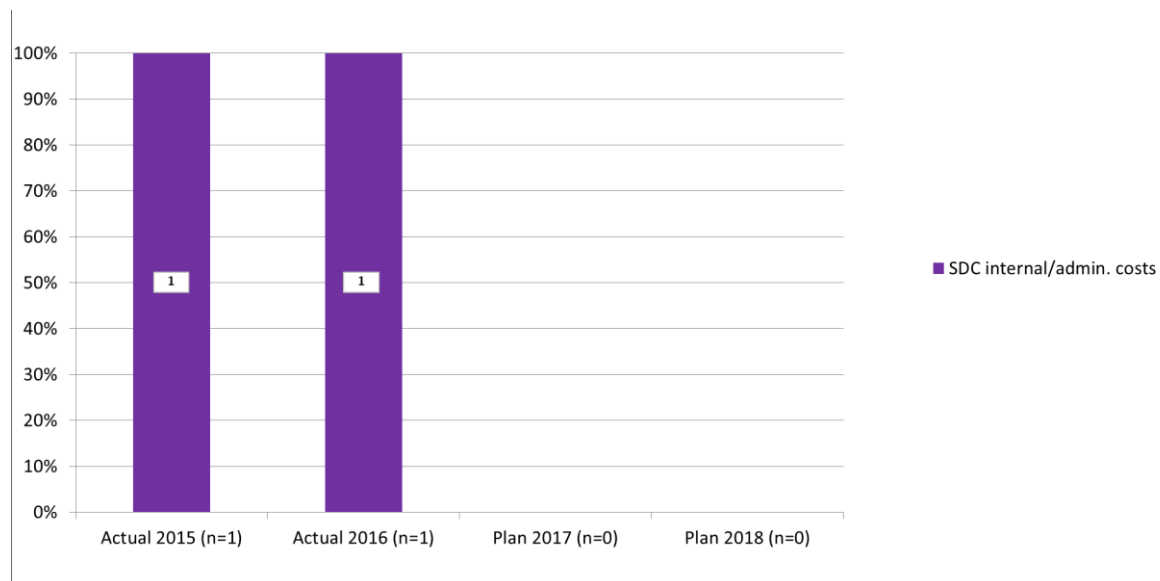
TOOL 211A: STRUCTURE OF PROJECT/PROGRAM PORTFOLIO COMPARISON BETWEEN “SWISS” CORE INTERVENTION AREA AND POVERTY DISTRIBUTION		SDC HQ
Purpose	Analysis of the structure of the project/program portfolio	
Process (responsibility)	Preparatory phase: Compilation of data (SCO with support by the SDC HQ – operation division) Field mission: Exchange and narrative assessment with SCO staff (Peers)	
Data Sources	SAP database; CS Monitoring – Level 3: Office Management Reports	

Characteristics of portfolio: On the basis of the SAP data summarized in the list project/program per domain provided by the SDC, the following portfolio analysis can be produced.

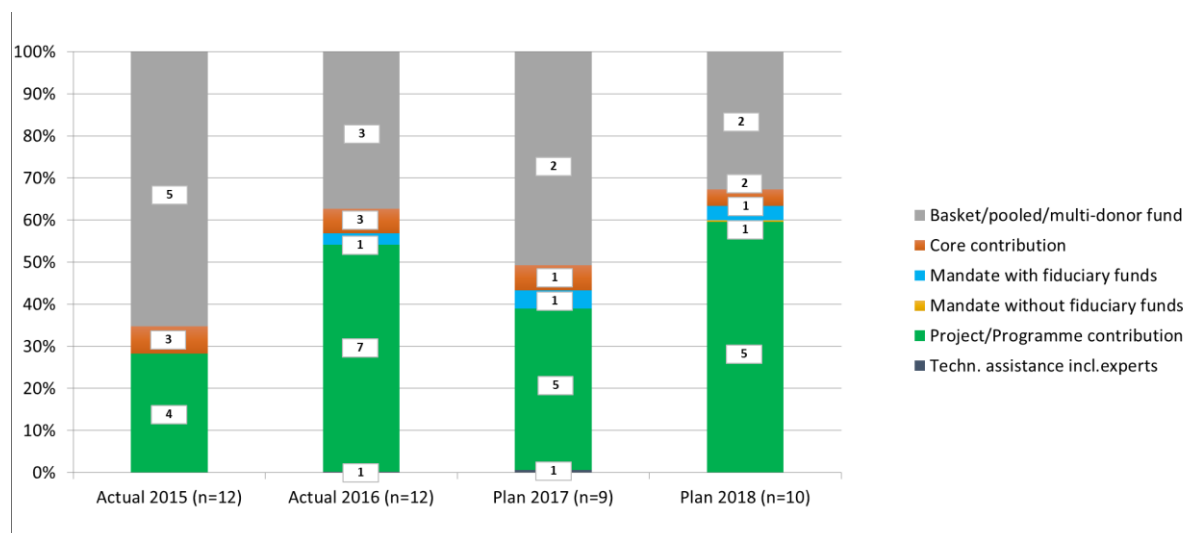
Domains: overview



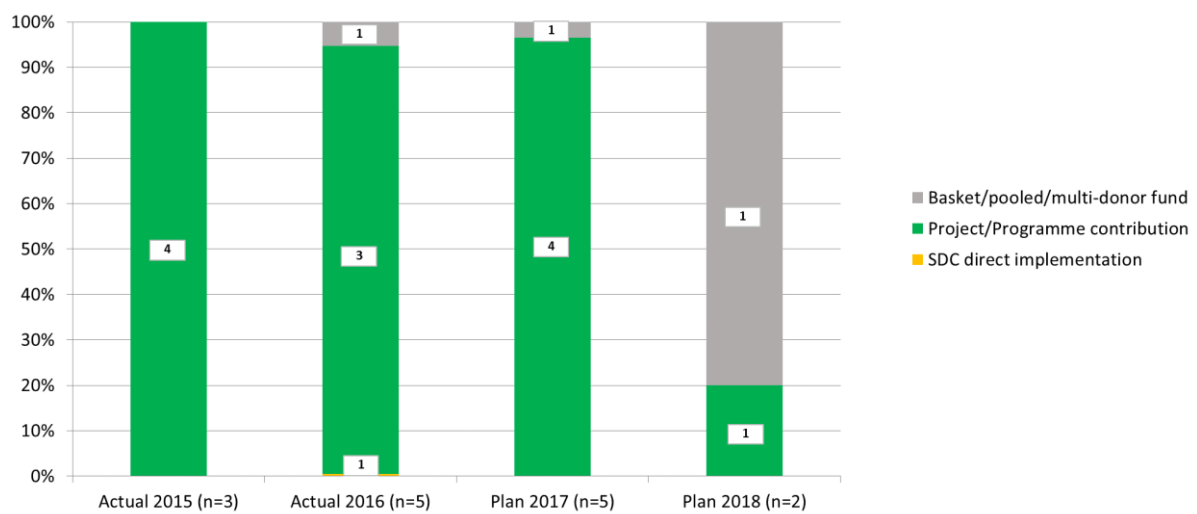
Domains: Admin



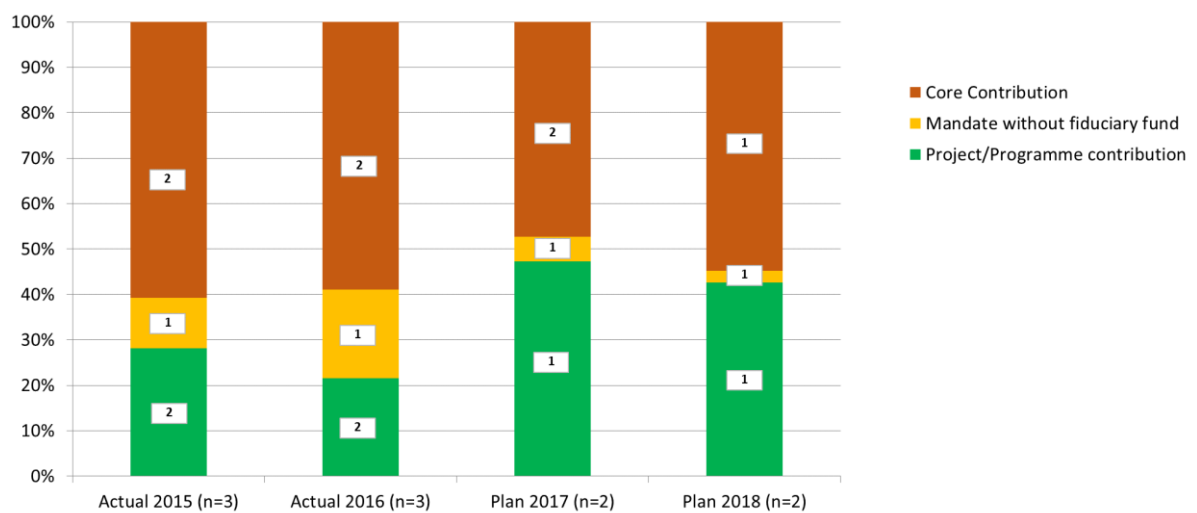
Domains: Governance and Human Rights



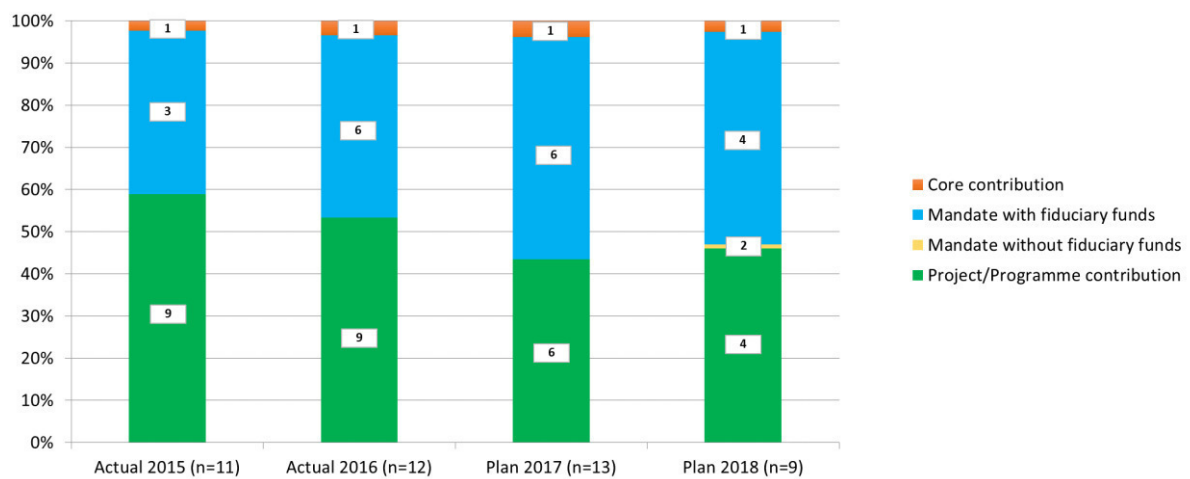
Domains: Humanitarian Aid



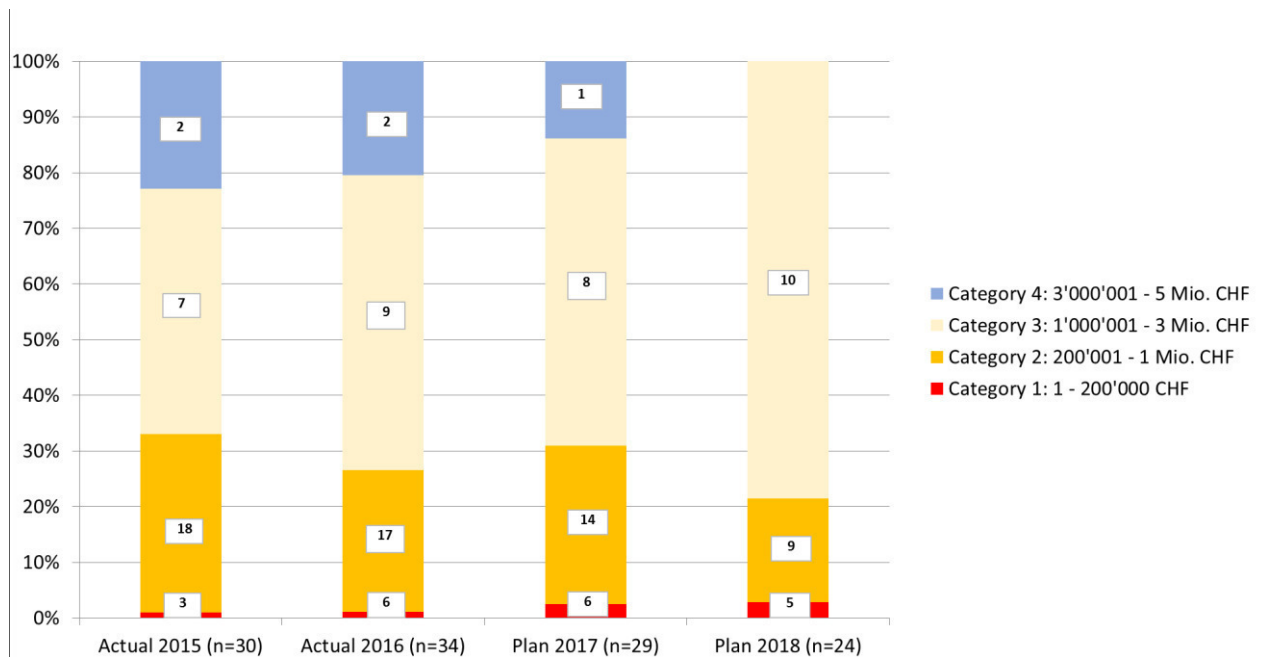
Domains: Non-core



Domains: Socio-Economic Development



Domains: Project size



Appendix VIII Project Duration

Domain Admin														
	Project Name	Project Start	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Project End
7F-04083	SCO Kabul	2005			Phase 1	Phase 8	Phase 10							2016
Domain Governance and Human Rights														
	Project Name	Project Start	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Project End
7F-02548	National Human Rights Progr. for Afghan	2002		Phase 1			Phase 2							2019
7F-03239	Contrib. to Law&Order Trust Fund (LOTFA)	2003			Phase 2		Phase 2							2019
7F-03543	Afgh. Education Production Organisation	2004				Phase 2								2018
7F-04320	Civil Society and Human Rights Network	2005		Phase 1				Phase 2						2019
7F-05237	Civil Service Leadership Dev. Programme	2006		Phase 2										2017
7F-05974	Afgh Sub-nat. Governance Programme	2007			Phase 1			Phase 2						2020
7F-07146	Human Rights Support HRSU	2009		Phase 1				Phase 1						2019

7F-07241	Programme Pipeline SCO-Afghanistan	2009					Phase 1					2026
7F-08439	Tawamendi	2012					Phase 1					2020
7F-08773	Skateistan	2014					Phase 1					2019
7F-09045	ELECT 2014/15: UNDP	2014					Phase 1		Phase 2			2017
7F-09250	AFG-G: FarhangSara	2015							Phase 1		Phase 2	2025
7F-09266	AFG-G: UN Habitat, Urban Peacebuilding	2015							Phase 1		Phase 2	2024
7F-09400	AFG-S: Support for S-GBV Victims	2015							Phase 1			2024
7F-09440	AFG-G: ARTF Afghan. Reconstr. Trust Fund	2015							Phase 1		Phase 2	2024
7F-09697	AFG: IDI, Undocumented Afghan Refugees	2016							Phase 1			2017

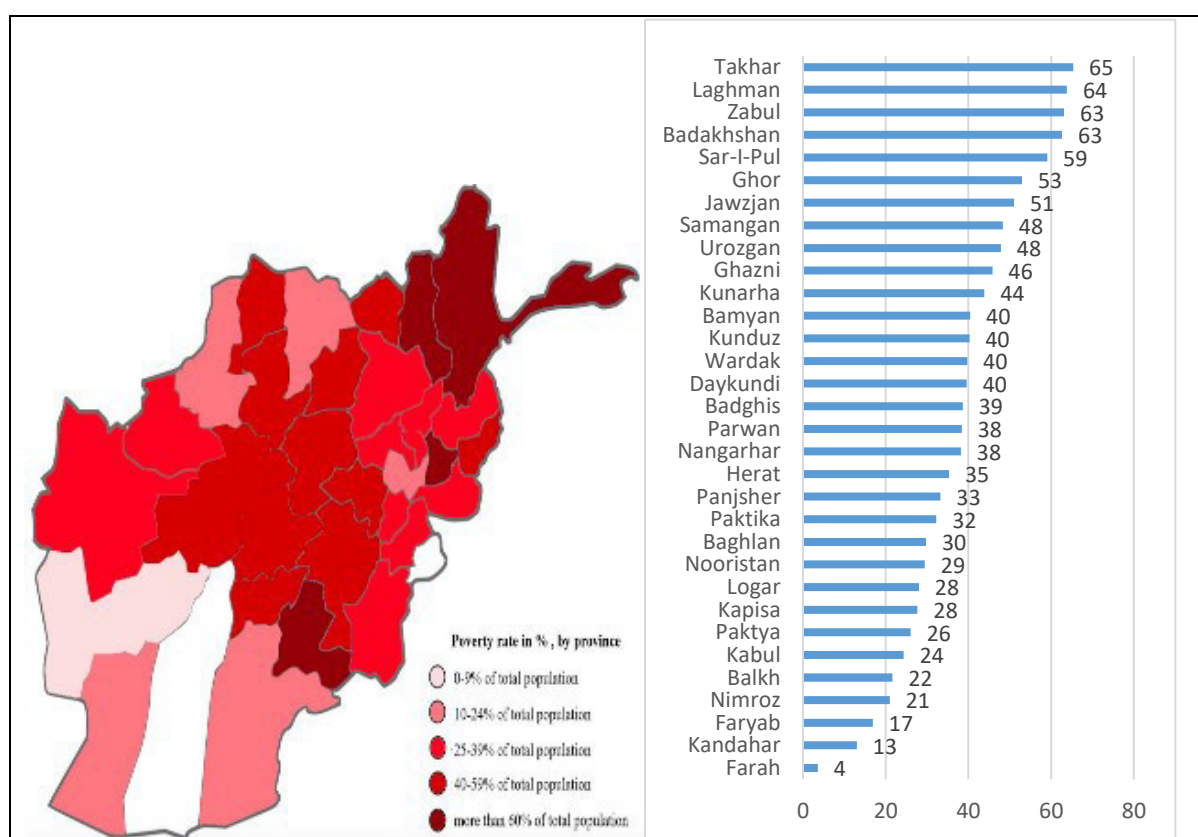
Domain Humanitarian Aid														
	Project Name	Project Start	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Project End
7F-06375	AFG: UNHCR Secondment	2015				Phase1								2015
7F-06817	WFP Multilateral Abtelling AA	2009				Phase10	Phase10	Phase10						2017
7F-07700	Global Kredit für Kleinaktionen H-AA	2010					Phase1							2018
7F-08002	AA Programmes Bleus	2012						Phase1						2020
7F-08092	AFG/MPI Helvetas SI, Community-Based DRM	2011			Phase1									2014
7F-08393	IKRK - Programmbeiträge/Nothilfe(ab 2013)	2013				Phase10	Phase10	Phase10						2017
7F-09245	AFG:WFP Secondment - Asset Creation Exp.	2014				Phase1								2017
7F-09270	AFG: UNMAS Support for Mine Action 14-15	2014				Phase1								2015
7F-09282	UNHCR - Nothilfebeiträge (ab 2015)	2015				Phase1	Phase10	Phase10						2020
7F-09723	AFG: OCHA, Common Human. Fund CHF	2016							Phase1					2018
Domain Non-core														
	Project Name	Project Start	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Project End
7F-02907	Small Actions Credit Line SCO Afghan.	2008		Phase1		Phase10		Phase10						2018
7F-04073	AFG: INSO, International NGO Safety Org.	2004			Phase10			Phase10						2018
7F-08065	Pilot Activ.&Impact Assessm. RPH-Afghan.	2011			Phase1									2015

	Domain Socio-Economic Development													
	Project Name	Project Start	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Project End
7F-01172	Improv. Livelihoods of Rural Comm. ILRC	2005	Phase 2				Phase 1							2018
7F-01299	Afgh. Research & Evaluation Unit (AREU)	2001	Phase 2											2015
7F-03069	Education Support Programm AKDN	2003				Phase 1								2018
7F-04939	Livelihood Improvement Project Takhar	2006	Phase 2				Phase 1							2017
7F-05691	Pakistan: Livelihood Programme	2008	Phase 2											2016
7F-07202	SUMP Sustainable Land Management Project	2009	Phase 1			Phase 1								2016
7F-08158	BALEDU	2012	Phase 1			Phase 2		Phase 2						2019
7F-08762	WASH Takhar Province	2013				Phase 1								2016
7F-09072	Labour Based Road Construction Takhar	2014				Phase 1		Phase 2		Phase 2				2019
7F-09191	AFG:S: NRC, YEP	2015					Phase 1			Phase 1				2020
7F-09370	AFG:S: GIAA Green Init for Afgh's Agricu	2016					Phase 1			Phase 2				2028
7F-09410	AFG:S: AAN, Understanding Afghanistan	2015					Phase 1							2018
7F-09747	Skateistan	2017								Phase 2				2026
7F-09757	AFG:S: ASU, Agri Serv & Livelihood Impr	2017								Phase 1		Phase 2		2029
7F-90009	Sustainable Livelihood and Social Develop	2013	Phase 1				Phase 2							2019

Appendix IX Intervention Area

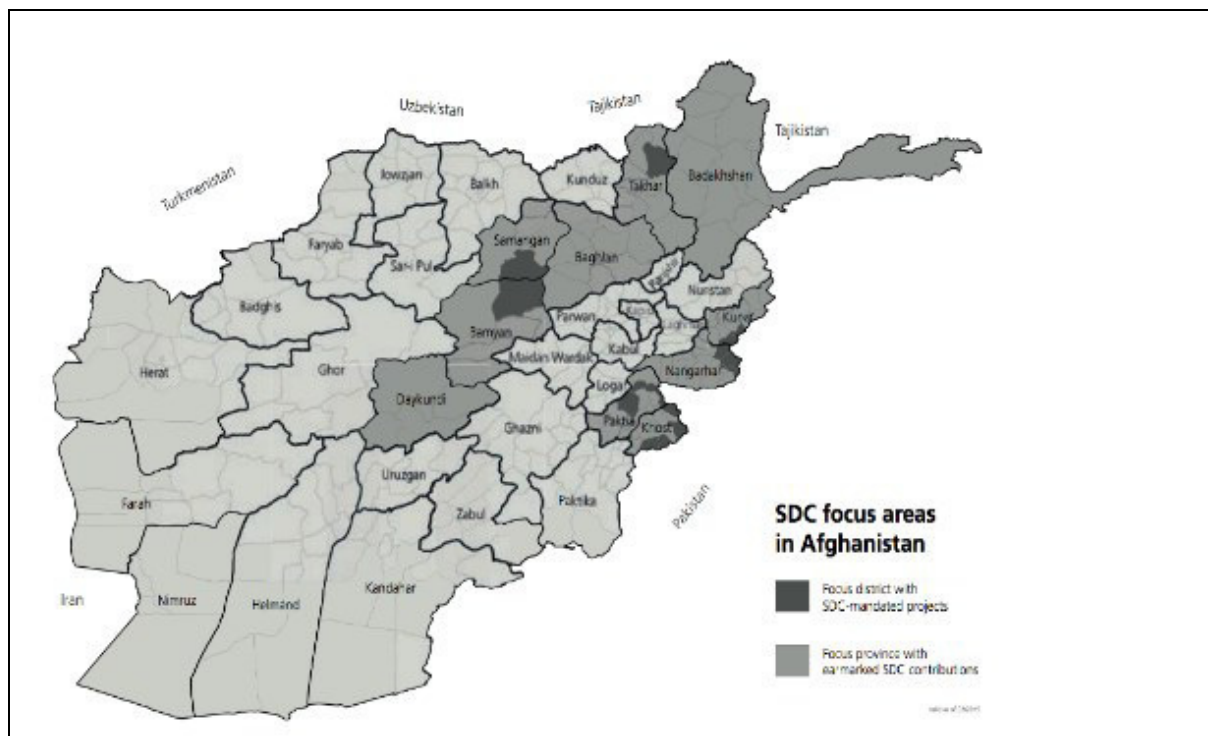
TOOL 211B(OPTIONAL): COMPARISON BETWEEN “SWISS” CORE INTERVENTION AREA AND POVERTY DISTRIBUTION		Consultant
Purpose	Geographic positioning of the Swiss aid program in regard to poverty distribution of the country	
Process (responsibility)	Preparatory phase: Elaboration of the two maps: Poverty map, Swiss intervention area Field mission: Exchange and narrative assessment with SCO staff (Peers)	
Data Sources	National statistics, information provided by SCO	

Afghanistan Poverty Map:



Source: World Bank. (2015). Afghanistan Provincial Briefs, Washington.

Projects/Programs Intervention Area



Source: Swiss Cooperation Strategy. (2015). Afghanistan 2015-2018, Annex 2, p.20.

Appendix X CS Monitoring System

TOOL 321: ASSESSMENT TOOL FOR COOPERATION STRATEGY MONITORING SYSTEM		Consultant
Purpose	Analysis of the CS monitoring system and the relevance of domain indicators (outcome level)	
Process (responsibility)	Preparatory phase: Desk study of CS monitoring system and analysis of domain indicators Initial results of the analysis to be summarized in the Inception report Field mission: Common analysis of the findings of the preparatory work by international consultant, one peer and SCO staff in charge of CS monitoring	
Data Sources	CS Monitoring System	

a. Formulation and Implementation of the CS Monitoring System

CRITERIA	✓~x	OBSERVATIONS
Level of compliance of the CS monitoring system with SDC concept <i>See Concept for the monitoring of CS; three levels of observation 2009: i) country outputs and outcomes, ii) Swiss cooperation portfolio outputs and outcomes, iii) Portfolio management by SCO and performance.</i>	✓	Good level of compliance of CS monitoring system with SDC concept
The CS monitoring system and the steps for its implementation are appropriately detailed (including the clarification of responsibilities).	✓	The details are specified in the Annex 6, p.28 of the CS strategy 2015-2018
Data gathering and analysis is done according to a defined time schedule.	✓	Data gathering and analysis is done regularly during the year (e.g. 2-3 times per year for the MERV)
The CS monitoring process (e.g. data availability) and the Annual Reporting are synchronized.	✓	The CS monitoring process contributes to realize the Annual Report
Implementing agencies and national partners participate and provide feedback in analyzing CS monitoring data.	✓	Results, feedback are delivered according reports from partners and government and are specified in management/performance results
Difficulties in CS implementation and its results achievement are identified on the basis of the CS monitoring system.	✓	The result achievements are identified and difficulties to obtain results are mentioned (e.g. for gender equality)
Evidence-based steering decisions are made on the basis of the CS monitoring system.	✓	Decisions are made according to the CS monitoring system and adjustments and adaptation are made if necessary

b. Checklist Indicators and Means of Verification of the CS Monitoring System

CRITERIA	✓~x	OBSERVATIONS
Indicators		
All-important results at the output and outcome levels of the “Swiss contribution” and the “country development results” of the CS results framework have at least one (measurable) indicator.	✓	The results at the output and outcome of the “Swiss contribution” have at least one measurable indicator. This is specified in the CS 2015-2018
The outcome indicators of the “Swiss contribution” and the “country development results” include target values to be reached by the end of the CS and – if meaningful - for the different years.	✓	The target values to reach are specified in the CS 2015-2018
Baseline data for the outcome indicators is available.	✓	Baseline data for the outcome are indicated by the source
Means of Verification		
The means of verification (methods of data collection) are defined for all indicators.	~	The means of verification are not defined for all indicators. The sources of indicators are notified for domain 1 (e.g. reports, survey)
The means of verification for the indicators of the “country development results” are likely to generate reliable data.	✓	Data are reliable (e.g. legal documents attest data)
Data collection relies as much as possible on existing data (e.g. national statistics).	✓	Data are collected according to IDLG, IEC, MAB, MC, NPP among others
In the case that data for indicators of the “country development results” are not available, justification is provided in the Annual Reports.	✓	In the AR 2015, a comment explains that the “disaggregated information on beneficiaries was not available in this report” (p.8)
Resources and/or time for data gathering and analysis for the indicators are specified in the CS monitoring system.	✓	It is specified in the Annex 6
An explanation is required as to what the SCO is planning to do in case that indicators and sources of verification for the country development results are not available?		
✓ Different scenarios have been made for 2015-2018 (Annex 4), as well as the program adaptation per scenario and per domain for the best and worst scenario.		

c. Monitoring of Transversal Themes

CRITERIA	✓~x	OBSERVATIONS
The selection of the transversal themes is done based on a thorough analysis (e.g. gender analysis, analysis of governance situation ...).	✓	Outcomes include transversal themes

CRITERIA	✓~x	OBSERVATIONS
The CS monitoring captures effects of the interventions in promoting gender equality with relevant outcome indicators.	✓	Relevant outcome indicators mention gender (e.g. % of women in provincial, district, and municipal level; leadership position in ANP at national and subnational level)
Sex-disaggregated data is available and can be compared to baseline data.	✓	Comparisons have been done between 2015 and 2016, and sex disaggregated data are also available for school enrollment
The implementation of the recommendations in regard to mainstreaming of transversal themes is monitored.	~	"No goals have been defined for cross cutting themes". Hence, "gender results are difficult to establish, making monitoring program more difficult" (Gender at the SDC, p.3)

d. Quality Criteria of Outcome Indicators

CRITERIA FOR EACH INDICATOR	++	+	-	--
Specific: An indicator is precisely worded. Specific indicators should never combine several issues (i.e. they should not be multi-dimensional), nor be located at different results levels (i.e. they should not be multi-level).	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Measurable: The indicator is precise and can be measured with minimal bias. If two persons use the same indicator independently from each other, they will get the same results.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Achievable: The target values of the indicator are achievable in the defined time frame.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Relevant: The indicator measures the key dimensions of the objective/the result. It should also be located at the correct results level (at outcome level). It should not represent activities or (advisory) services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Time-bounded: The time it takes to reach the target indicator value should be stated. The target value usually refers to the end of the commissioning period.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

e. Reporting on Monitoring Results

CRITERIA	✓~x	OBSERVATIONS
The data provided by the CS monitoring system are reliable and credible	✓	The data are based on latest reports from partners and Government. Moreover, in the AR 2015, it is mentioned that "the Universal Period Review indicators is extremely high level and broad" (p.4)
The monitoring data is timely available and systematically reported in Annual Reports	✓	The monitoring data are mentioned in the AR, even for previous years.

Appendix XI Synthesis of Results per Domain

Domain 1 - Governance and Human Rights

DOMAIN 1: GOVERNANCE AND HUMAN RIGHTS	2015	<p>Afghan people's confidence in Swiss supported governance institutions moderately increased but remains low. SCO Afghanistan contributed to the basic functionality of subnational governance, e.g.: elections and capacities of 34 Provincial Councils (PCs) and the set-up and functioning of 31 Municipal Advisory Boards (MABs). Women's participation in social, economic and political life remains very limited. Switzerland helped improving work conditions and the recruitment of women in the Afghan National Police (ANP, 230 to 388 increase in leadership ranks). However, women still only make 1.5% of the police force. While hardly any substantial outcomes can be reported in prioritized human rights areas (access to justice, torture, violence against women, gender discrimination), supported civil society organizations (CSOs) reported advocacy successes (at least 6 laws/policies amended). The Ministry of Justice (MoJ) Human Rights Support Unit (HRSU) further strengthened institutionally now regularly animating an inter-ministerial meeting "human rights taskforce committee". The Afghanistan Independent Human Rights Commission (AIHRC) remains a vocal human rights defender. It retained A-status.</p>
	2016	<p>Through its support to multi-donor programs Switzerland contributed to the capacity development of government institutions towards increased subnational governance, in particular the Independent Directorate of Local Governance's (IDLG) capacity to formulate national policies and strengthen the capacity of Provincial and District Governors (PGs, DGs), Provincial Councils (PC) and Mayors to fulfill their obligations. Improved municipal governance and inclusive participation was fostered with about 28 municipalities, 13 PC, 13 PG with more than 25 civil society networks in 25 provinces benefiting from these governance support programs. Switzerland's support to the police sector reform (LOTFA) contributed in the development of a strategic framework for community-oriented policing and in the recruitment of women (increased from 2'399 to 2'630) into the Afghan National Police with an increase from 388 to 855 in leadership ranks. Although women participation has increased and more qualified female officials have been appointed to some senior government positions, women's overall participation in social, economic and political life still remains limited. While the overall human rights situation in the country remains challenging, the Afghanistan Independent Human Rights Commission (AIHRC) continued to play a key role in improving the human rights situation in the country through the submission of numerous recommendations to the Government. Human Rights Support Unit (HRSU)'s activities resulted in increased compliance of Afghan legislative documents with human rights standards. Unfortunately, proper implementation remains limited.</p>

		<p>Governance and Human Rights. In the absence of a Sub National Governance Policy, and despite some notable improvements at local level, overall decentralization and delegation of power to provinces remain limited. However, some municipalities were able to improve their public financial management and revenue collection.</p> <p>Switzerland's support to the police sector reform (LOTFA) contributed to the raise of the number of police women, while public perception of police increased by 5% as a result of community oriented policing approaches. The Swiss supported Afghanistan Independent Human Rights Commission (AIHRC) continues to play a central and key role in advocating for human rights in the country, also maintaining its "A" status accreditation, while the Civil Society and Human Rights Network (CSHRN) has been facing difficulties that stopped SDC's contribution with the network. The Human Rights Support Unit (Ministry of Justice) activities continued to ensure increased compliance of afghan legislative documents with human rights standards. The pilot project on Elimination of Violence Against Women (EVAW) has led to the operationalization of 15 EVAW courts across the country. Where ever available, the Legal Aid Services provides an important service to all the vulnerable that can benefit of free legal aid services.</p>
	2017	

Domain 2 - Sustainable and Inclusive Socio-economic Development

<p>DOMAIN 2: SUSTAINABLE AND INCLUSIVE SOCIO- ECONOMIC DEVELOPMENT</p>	<p>2015</p>	<p>Agriculture and Rural Development: Over 43'000 poor families (more than 215'000 individuals) in SDC's rural focus areas have increased their agricultural and livestock production, made use of income generating opportunities and protected their livelihood assets thanks to watershed management measures. Although insecurity and lack of access to certain districts have somewhat hampered progress, satisfactory results could be achieved in all focus areas. Governance institutions on village level increasingly take the leadership in managing and implementing development activities. The establishment of the National Unity Government and the appointment of new ministers have brought a stronger leadership by the government on development, but concrete sectoral plans have yet to materialize. The emphasis placed by the new CS on public service delivery is not yet fully reflected in project design of ongoing initiatives (see also b) and d)) and few results can be reported under this outcome. Education: Despite improved quality of teaching and strengthened community engagement, enrolment numbers at the secondary level in focus provinces have slightly decreased (-0.9%). This is mostly due to population displacements as a result of insecurity in certain districts. More generally, economic hardship could also have contributed to children and adolescents abandoning schools to go to work and working children not entering schools. Measurement error can also not be excluded as a factor. Encouragingly, however, the proportion of girls enrolled in secondary school could be maintained (or even increased) in all focus provinces.</p>
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DOMAIN 2: SUSTAINABLE AND INCLUSIVE SOCIO- ECONOMIC DEVELOPMENT	2016	<p>Agriculture and Rural Development: In Afghanistan, Switzerland supports some of the poorest rural communities. Through its interventions, Switzerland contributes to improved agricultural production, to strengthened rural economic development and to sustainably managed natural resources. In the reporting period, over 33'400 families (approximately 200'000 individuals) have made use of new opportunities and improved their livelihoods. While local governance institutions on village and district levels often play a leading role in development activities, government capacities at the subnational level remain weak. New plans for agriculture and rural development, however, are encouraging as they put emphasis on service delivery and aim to put the farmer in the center. Education: After a slight decrease in the previous reporting period, enrolment numbers at the secondary level in focus provinces again show a positive trend (+2%). Swiss projects support quality education through training and mentoring of teachers and school management. Nevertheless, important gaps remain and the lack of quality and relevance of education has been identified as a key factor in the decision to keep girls out of school. This has also been recognized by the Ministry of Education (MoE) and the objective to improve quality of education is reflected in the NESP as one of three major components.</p>
	2017	<p>Agriculture and Rural Development: Swiss funded interventions continued to contribute to improved agricultural production as well as household food security in remote and mountainous areas. Close to 9000 poor rural families (almost 60,000 individuals) were supported to improve their agricultural production, make use of income generating opportunities, sustainably manage their natural resources and improve their nutrition. As only three projects were fully operational throughout the reporting period, the outreach was lower than in previous years. Also at least 780 ha of land were protected and rehabilitated through Natural Resource Management interventions, and 32 NRM Committees are in a position to sustainably manage land and water resources. Education: Access of children – including 45% girls – to quality basic education was also on track. Enrolment at the secondary level in Swiss focus provinces show a slightly negative trend. Also, over 4,450 teachers (of which 31% female) were trained and mentored to improve their subject specific knowledge and their teaching methodologies. In certain areas, insecurity hampered access to schools, or even led to temporary closures. In other areas, economic hardship is pushing families to send adolescent boys to work in urban areas or neighbouring countries. The National Education Strategy Plan has been officially launched.</p>

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