



Department  
for International  
Development

# **Operational Plan 2011-2016**

## **DFID Afghanistan**

Updated December 2014



## Contents

<b>Introduction</b>	<b>3</b>
<b>Context</b>	<b>4</b>
<b>Vision</b>	<b>5</b>
<b>Results 2011/12-2015/16</b>	<b>6</b>
<b>Delivery and Resources</b>	<b>10</b>
<b>Delivering Value for Money</b>	<b>13</b>
<b>Monitoring and Evaluation</b>	<b>14</b>
<b>Transparency</b>	<b>15</b>
<b>Annex A: Changes to Operational Plan</b>	<b>16</b>
<b>Annex B: Human Rights Assessment</b>	<b>17</b>
<b>Annex C: Girls and Women</b>	<b>18</b>

---

## Introduction

In 2013 the UK became the first G7 country to meet the United Nations target of spending 0.7% of gross national income on international development. The Department for International Development (DFID) uses that investment to help countries to lift themselves out of poverty and leave poverty behind. Operational plans set out to the public how we plan to deliver results across policy areas and for every country we work in. These plans clearly explain why, and how, DFID is targeting its resources and what we expect to achieve; covering the period up until March 2016.

DFID is focused on spending in the right ways, on the right things, in the right places. The portfolio of our projects is already shifting to deliver a more coherent, focused and ambitious approach to economic development. We are helping to build strong and investable business environments in developing countries and improving access to finance for entrepreneurs.

Improving the prospects for girls and women in developing countries is a priority. Investing in girls and women is the smart thing to do, as well as the right thing to do. By unleashing their potential, we see returns for girls and women themselves, their families and communities, and for their economies and countries. No country can successfully develop if it leaves half its population behind.

Life saving humanitarian assistance remains one of DFID's most fundamental responsibilities. When disaster strikes or conflict erupts we are first on the ground to support the most vulnerable people. We are also increasing our efforts to help those countries that are at higher risk of natural disasters to become more resilient in the first place.

DFID continues to drive value for money in everything we do on behalf of the British taxpayer. We have improved our procurement and programme management, increased our internal audit oversight and we are ensuring that staff have the skills to deliver the Department's priorities.

On the international stage we are working hard to agree a new set of global development goals to replace the Millennium Development Goals when they expire next year. We are determined to secure a clear and inspiring set of goals for the post 2015 development framework that leave no one behind.

Increasingly we will take new and innovative approaches and we will work with new partners. This will include businesses who are increasingly major development players. During Secretary of State's time as co-chair of the Global Partnership for Effective Development Cooperation, DFID played a key role in encouraging different development actors to work together and use internationally agreed principles for aid and development effectiveness.

As our operational plans set out, our approach to international development is ambitious and innovative. We are determined to ensure that every pound DFID spends has the biggest possible impact on the ground. Ultimately by investing in developing countries, we can end aid dependency for good and build a better, more prosperous world for us all.

## Context

Over 30 years of conflict have left Afghanistan one of the poorest countries in the world. More than a third of Afghans live below the poverty line; 1 in 10 children die before their fifth birthday; and average life expectancy is just 49. Fewer than 1 in 3 Afghans are able to read and write. Afghanistan remains off-track on all the Millennium Development Goals and has agreed a 5 year extension until 2020 in order to meet them. Corruption is a problem felt personally by many Afghans, fuelled by patronage politics and a war economy. Girls and women still face enormous challenges, suffering violence and with huge disadvantages in the areas of political participation and decision making.

**From this low base, progress has been made over the last ten years.** 6.7 million children now attend school, over a third of whom are girls, up from virtually none under the Taliban. 60% of the population now live within 2 hour's walking distance of a public health facility. In 2002, only 9% of the population was covered by any form of basic health care. The economy has grown by an average of 9% over the past decade, and tax revenue has risen from 5% of GDP (\$250m) in 2004/05 to almost 10% of GDP (\$2bn) in 2013. Progress is being made on strengthening public financial management, and local government is improving in some areas. The government of Afghanistan approved a National Action Plan for Women in 2008.

However, considerable challenges still lie ahead.

A weak and politically unstable state fosters insecurity and holds back social and economic development. Afghanistan's diverse cultural and ethnic mix, as well as resistance to change driven by external influences, are contributing factors. Poor governance and corruption undermine people's trust in the government, while weak public sector capacity hinders service delivery. The process of handing over responsibility for security from international forces to Afghan security forces is now almost complete. Residual military presence is now assured following signature by the new Afghan government of the Bilateral Security Agreement with the US and the NATO Status of Forces Agreement. It will be at least another decade before the Afghan government is able to pay for its own security costs without external support.

The Afghan government has increasingly taken the lead in working for better security, governance, social and economic opportunities for Afghan people – **but there is much more to do**. At the NATO Chicago Summit on security and the Tokyo Conference on development, both in 2012, the government of Afghanistan reaffirmed its commitment to take forward vital reforms. In return, the international community, including the UK, agreed to provide \$4 billion per year for security and \$4 billion for development to 2015.

The London Conference on Afghanistan in late 2014 was a key opportunity to reaffirm mutual commitments to reform and to Afghanistan's long-term development. This conference highlighted the importance to Afghanistan's long term stability of increased regional economic cooperation and private sector development.

**Afghanistan is one of the UK's top foreign policy priorities.** The UK aid programme plays a key role in the UK National Security Council's Strategy for Afghanistan, designed to help Afghanistan achieve greater stability and security.

UK Official Development Assistance (ODA) is helping to tackle the root causes of instability, and to rebuild state legitimacy. At the 2012 Tokyo Development Conference, the UK confirmed that its bilateral development programme would remain at £178m per year until 2017. The UK will also provide a further £47m between 2013-2017, through the Girls Education Challenge Fund. In addition, the cross-departmental Conflict Pool (total budget £25.8m in 2014/15, most of which scores as ODA), is also supporting Afghan capacity building in security and justice sectors.

# Vision

## Overview

Our vision is a more peaceful, stable, viable and prosperous Afghanistan, with a more stable and growing economy, a sustainable political settlement leading to greater stability and government delivering key basic services at all levels.

Over the next 3 years, the UK aid programme will focus on 3 critical areas:

- Supporting peace, security and political stability: We will promote more inclusive politics by strengthening support for civil society, including women's, youth and disabled groups, and by helping to increase political participation and people's trust in the state. We will build capacity in the Ministry of Interior for better management of the police. We will strengthen our humanitarian work to help address the direct impacts of conflict, exclusion and natural disasters on the most vulnerable groups.
- Promoting economic stability, growth and jobs, large-scale infrastructure, agriculture, business development, community infrastructure, and improving the conditions for private investment (including in the key extractives sector) and creating jobs. We will continue to help the Afghan government raise and manage its own funds, including tax revenue, to help reduce dependence on aid.
- Helping the state to deliver improved services and meet citizens' demands: reducing corruption and providing basic services, particularly health, education and vocational skills for women and girls further improving public financial management.

We will engage closely with the new government as it refreshes and prioritises Afghanistan's national development priorities. We will support Afghan leadership, encourage civil service capacity, and strive to work more effectively with other donors. We will not tolerate underperforming programmes and will take immediate action on any allegations of misuse of UK aid funds.

## Alignment to DFID and wider UK Government priorities

The UK's development programme is designed to help tackle global poverty, as well as to support the UK's overall strategy to help Afghanistan overcome extremism and to achieve a lasting end to the insurgency.

Afghan women's empowerment is an important UK priority. Our work will help build a peaceful state and society that will tackle poverty and create wealth for both Afghan men and women. Increased political and economic participation of women will improve their lives and help reduce the risk of Afghanistan remaining in conflict. The latest UK National Action Plan on United Nations Security Council Resolution (UNSCR) 1325 – Women, Peace & Security was launched by the Foreign Secretary in Summer 2014, and provides the guiding strategy for our work on gender. Tackling violence against women and girls will be a strategic priority in the UK aid programme in the years ahead.

## Results 2011/12-2015/16

**Headline results** (those with a \* directly attributable to DFID. In all other cases, DFID is contributing to the results)

Pillar/Strategic	Indicator	Baseline	Progress towards results (including year)	Expected (end year included)
<b>Government and Security</b> <i>Supporting peace, security and political stability</i>	Percentage of people who perceive their provincial government positively <sup>1</sup> .	78% (78% male and 77% female) of people surveyed said their provincial government was doing a good or very good job (2010).	68% (70% male and 66% female) of people surveyed said their provincial government was doing a good or very good job in 2013.	UK aid will <u>contribute</u> to an increase in the number of people who say their provincial government was doing a good or very good job by 2015.
	Number of men and women who vote in elections supported by DFID <sup>2</sup> .	4.3 million voters in 2010 Parliamentary elections (including 1.7m women); 6.8m in 2005 and 8.5m in 2004.	Results will be announced in November 2014.	UK aid will <u>contribute</u> to halting a worsening trend in voter participation: <ul style="list-style-type: none"> <li>at least 4.3m voters (including 1.7m women) in 2014 Provincial and Presidential elections.</li> <li>at least 4.3m voters (including 1.7m women) in 2015 Parliamentary elections.</li> </ul>

<sup>1</sup> This indicator can be found in the Asia Foundation's Survey of the Afghan People 2014. It provides an indication of the impact of GoA and donor efforts on Afghan people by asking for their opinion on the performance of the government. Support for the Provincial government relates to security and political stability. The current baseline (78%) provides an overly positive picture, real support is likely to be less than this as the interviewers were unable to go to some insecure areas and studies have shown that people refrain from criticising government and authority when questioned for opinion polls in Afghanistan. Despite this the survey is a useful indicator of the trend of progress.

<sup>2</sup> The runoff election results will be announced by the end of November 2014. However, the Independent Election Commission announced that 6,604,546 voters participated in the 2014 first round of the presidential election. Fraud has occurred in the election and we expect the number of voters to have increased. The target was set based on 2010 parliamentary election. The next parliamentary elections are planned for 2015/16.

Pillar/Strategic	Indicator	Baseline	Progress towards results (including year)	Expected (end year included)
<b>Governance and Security</b> <i>Helping the state to deliver</i>	In the 10 Afghan government ministries with the biggest budgets, in the Afghan financial year 1389 (2010/11) we will measure <sup>3</sup> : <ul style="list-style-type: none"> <li>Proportion (percentage) of projected budget actually spent.</li> <li>Proportion (percentage) of funds made available to the ministries which are actually spent.</li> <li>Absolute spend.</li> </ul>	In Afghan financial year, 1388 (2009/10): <ul style="list-style-type: none"> <li>44% of projected budget actually spent.</li> <li>85% of funds made available actually spent.</li> <li>\$849.2m total spend in the 10 ministries with the biggest budgets.</li> </ul>	In Afghan financial year, 1392 (March 2014): <ul style="list-style-type: none"> <li>62% of projected budget actually spent.</li> <li>91% of fund made available actually spent.</li> <li>\$1,510m total spend in the ten ministries with the biggest budgets.</li> </ul>	Up to 2015/16, UK aid will <u>contribute</u> to: <ul style="list-style-type: none"> <li>4 percentage point annual increase in the project budget actually spent (68% in 2015/16).</li> <li>1 percentage point annual increase in the fund made available actually spent (91% in 2015/16).</li> <li>10% annual increase in actual spend (\$1,504.4m in 2015/16).</li> </ul>
<b>Wealth Creation</b> <i>Promoting economic stability growth and jobs</i>	*Number of jobs created for Afghan men and women (full-time equivalent jobs).	Zero jobs created for Afghan men and women at March 2011.	37,700 jobs created by March 2014.	<ul style="list-style-type: none"> <li>71,500 jobs created for Afghan men and women by 2014/15<sup>4</sup>.</li> <li>71,500 jobs created for Afghan men and women by 2015/16.</li> </ul>
<b>Humanitarian</b> <i>Reducing impact of conflict and natural disasters on people's lives well-being and dignity</i>	*Number of people assisted by humanitarian agencies.	According to assessed need-variable by year.	327,000 people including women and children reached through humanitarian agencies by March 2014.	Target to be determined annually.

<sup>3</sup> The rate at which projected and actual budgets are spent is a good measure of public financial management in a country where government capacity is weak overall. It should be noted that the Afghan financial year changed in 1391 and now runs from January to December.

<sup>4</sup> The target for this indicator has been changed from 71,500 to 69,400 for 2015/16.



∞ **Results: Afghanistan Reconstruction Trust Fund (ARTF)**

**Note:** The ARTF is a multi-donor trust fund. The principle is therefore that funds are co-mingled and results and financing for particular projects cannot, even with preferencing, be assigned to individual donors. As such, the UK is contributing to the total results achieved by the ARTF. Our financial contribution will be reported annually by sector in DFID's Statistics for International Development and in most cases by project on the DFID projects database – <http://projects.dfid.gov.uk/Default.aspx>

Pillar/Strategic	Indicator	Baseline	Progress towards results (including year)	Expected (end year included)
<b>Governance</b> <i>Peace, security and political stability</i>	Number of Ministries who have completed pay and grading reform.	8 Ministries had completed pay and grading reform in 2011.	21 Ministries completed pay and grading reform by March 2014.	UK aid will <u>contribute</u> to <ul style="list-style-type: none"> <li>22 Ministries completing pay and grading reform by 2013/14<sup>5</sup>.</li> <li>23 Ministries completing pay and grading reform by 2016.</li> </ul>
<b>Education</b> <i>Helping the state to deliver</i>	Number of children attending primary school.	3,670,000 children attending primary school in 2009/10 (of which 1,527,000 were girls) <sup>6</sup> .	DFIDA <u>contributed</u> to 4,770,000 children attending primary school in 2012/13 (of which 1,950,000 were girls).	UK aid will <u>contribute</u> to 5,423,000 children attending primary school in 2013/14 (of which 2,169,000 were girls) <sup>7</sup> .
<b>Wealth Creation</b> <i>Promoting economic stability growth and jobs</i>	Kilometres (km) of rural roads rehabilitated.	774km of secondary rural roads and 887km of tertiary roads rehabilitated between 2008 and 2011.	1,124km of secondary rural roads and 1,349km tertiary rural roads rehabilitated by Dec 2013.	UK aid will <u>contribute</u> to the rehabilitation of i) 1,105km of secondary rural roads and ii) 1,243km of tertiary rural roads by 2013/14.
	Agriculture production under irrigated land.	2.5 tonnes per hectare in 2011.	2.28 tonnes per hectare in March 2014.	UK aid will <u>contribute</u> to <ul style="list-style-type: none"> <li>2.75 tonnes per hectare yield of wheat produced under irrigated land by 2013/14.</li> <li>2.88 tonnes per hectare yield of wheat produced under irrigated land by 2017.</li> </ul>
<b>Gender</b>	% of sampled women representatives in Community Development Councils (CDCs) that take active part in decision making related to community development.	35% in September 2011 <sup>8</sup> .	64% in March 2014 <sup>9</sup> .	UK aid will <u>contribute</u> to at least 70% of sampled women representative in CDCs taking active part in decision making related to community development by 2015/16.

<sup>5</sup> The target has been changed from 22 ministries to 23 ministries by 2016

<sup>6</sup> The changes in the attendance data is due to the changes the ministry of education made in the definition of the attendance.

<sup>7</sup> In line with EMIS expected attendance data, to be confirmed by August 2015.

<sup>8</sup> The target has been extended to 2015/16.

<sup>9</sup> The target 70% is moved to 2015/16.

## Evidence supporting results

Reliable data and evidence in Afghanistan is scarce following decades of conflict and with continuing lack of access to certain areas due to insecurity. For example, population estimates are based on a partial census last conducted in 1979. However data and evidence are improving, in part due to UK support for national statistics through direct technical assistance to the Central Statistics Office. We commissioned a data quality assessment (DQA) of eight major data sets used in Afghanistan, the conclusions of which noted below.

Key sources for results information include line ministries, management information systems, national surveys and partner reporting. Where possible, we will verify and quality assure reported results, following up with implementing partners and asking questions to ensure robust data reporting and disaggregation.

A quality assessment of evidence for each sector is presented in the following diagram.

	<b>Governance and Security</b>	<b>Wealth Creation</b>	<b>Education</b>	<b>Humanitarian</b>
<b>Strength of Evidence</b>	<b>Medium</b>	<b>Good</b>	<b>Medium</b>	<b>High</b>

- Governance:** There is a lack of quantifiable data. Two key qualitative data sources are the annual national perception survey conducted by The Asia Foundation and the quarterly perception survey carried out by the International Security Assistance Force. The quality of surveys is hampered by some social biases and lack of access to insecure areas. The DQA of these surveys concluded that the data can be used to measure trends. The Asia Foundation increased its sample size in 2014 to provide a representative sample at the national level.
- Wealth creation:** Quality evidence and data are provided annually by the IMF and World Bank. The number, quality and independence of reports on growth, trade, agriculture and private sector issues is reasonable and gives us confidence that our objectives are the right ones. However, the evidence is weakened by lack of access to some insecure areas. For example, the DQA of GDP data showed they lack a scientific basis and are likely to be an underestimate, but can be used to draw broader conclusions.
- Education:** The National Education Strategic Plan II is based on evidence from the Ministry of Education's Management Information System, one of the most comprehensive and credible data sets available in Afghanistan according to the DQA.
  - Humanitarian:** The UN's Common Humanitarian Action Plan for Afghanistan provides a credible analysis of humanitarian needs, which we triangulate with other sources, including appeal documents from the International Committee of the Red Cross (ICRC) and World Food Programme (WFP). Previous phases of UK support have proven effective. However, deteriorating security is shrinking humanitarian space which makes it difficult to gather quantitative evidence on impact and value for money. ICRC data is sensitive and cannot always be shared with donors.

## **Delivery and Resources**

The UK is a long-term partner for Afghanistan and currently its fourth largest bilateral donor. We work closely with the government to enable the country to build its own capacity and to improve how the state responds to the needs and demands of the Afghan people.

### **Instruments of delivery**

We are committed to channelling at least half our annual programme through Afghan government systems primarily via the Afghanistan Reconstruction Trust Fund (ARTF) which is managed by the World Bank on behalf of international donor partners. This Trust Fund mechanism provides sound economic management and strong fiduciary safeguards, helping to deliver value for money and build Afghan capacity. In total around two-thirds of the UK's bilateral programme is channelled through multi-donor trust funds – the ARTF, the Afghanistan Infrastructure Trust Fund (AITF) and the Common Humanitarian Fund (CHF). The UK also implements bilateral programmes through a range of other instruments, including accountable grant arrangements and private sector contracts.

### **Other Delivery Mechanisms and Partners**

We work closely with the “5+3” donors (US, Japan, Germany, UK, EU, Canada, Australia, Nordic+), the largest traditional donors who represent the international community in formal engagement with government. We also work with the private sector, international NGOs, Afghan civil society and other development partners.

### **Multilateral Organisations**

As well as the World Bank and the Asian Development Bank, who manage the major multi-donor trust funds to which we contribute, we work closely with a number of UN agencies including the United Nations Development Programme (UNDP) and the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA). UNDP manages the multi-donor ELECT II programme, which is coordinating international donor support to the 2014 and 2015 elections. UN OCHA manages the multi-donor Common Humanitarian Fund (CHF) for Afghanistan, to which the UK is the largest contributor.

### **Other Country Activity**

The UK works closely with bilateral donor partners and the Afghan government to deliver agreed reform priorities set out in the Tokyo Mutual Accountability Framework (TMAF). We also partner with the Australian government through the Strengthening Access to Justice for Women Victims of Violence programme and through the Afghanistan Business Innovation Fund (part of our Support to Enterprise and Economic Development programme). We work closely with Denmark on the Comprehensive Agriculture and Rural Development Facility, which is promoting sustainable growth in licit rural incomes and employment. The UK works with Danish, Swedish, Norwegian and Swiss counterparts through the Tawanmandi programme, which supports Afghan civil society organisations to engage with the government on human rights, access to justice, anti-corruption, peace-building and conflict resolution, and a free media.

### **Maximising the impact of our people**

We maintain a comprehensive rolling training programme on all aspects of programme management for HMG staff in Kabul (DFID and FCO). Through the British Council, we have delivered a comprehensive programme of English language training to build SAIC skills in both spoken and written English. We are also developing a programme to help staff cope with cumulative stress experienced through working in a difficult environment.

## Planned Programme Spend

Pillar/Strategic	2011/12		2012/13		2013/14		2014/15		2015/16 (provisional*)
	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource and Capital £000
Education	1,913		2,788		39,718		39,000		
Global partnerships	1,219		1,988		427				
Governance and security	117,086		119,278	6,390	40,751		20,000		
Humanitarian	3,006		3,042		9,946		25,000		
Multiple Pillars					179				
Poverty, hunger and vulnerability	265	1,870	7,901	5,744	-53	267			
Water and Sanitation	1,543		1,358		400				
Wealth Creation	18,141	8,825	17,963	8,340	71,664	18,956	63,000	31,000	
Health			5,880						
<b>TOTAL</b>	<b>143,173</b>	<b>10,695</b>	<b>160,198</b>	<b>20,474</b>	<b>163,032</b>	<b>19,223</b>	<b>147,000</b>	<b>31,000</b>	<b>178,000</b>

\*Expenditure figures for 2015/16 are indicative. DFID works in a variety of challenging environments, including fragile and conflict affected areas. Humanitarian work is often reactive and can be scaled up or down. An element of flexibility within funding allocations is necessary to ensure that we can balance the need for long term planning alongside the ability to respond where necessary to changing requirements.

## Planned Operating Costs

	2011/12	2012/13	2013/14	2014/15	2015/16 (provisional*)
	£'000	£'000	£'000	£'000	£'000
Frontline Delivery Costs – Pay	2,564	4,271	4,419	4,949	
Frontline Delivery Costs – Non Pay	6,089	6,961	6,912	6,901	
Administrative costs - Pay	894	758	671	776	
Administrative costs – Non Pay	1,015	486	461	304	
<b>TOTAL</b>	<b>10,562</b>	<b>12,476</b>	<b>12,463</b>	<b>12,930</b>	<b>12,930</b>

\*Expenditure figures for 2015/16 are indicative. DFID works in a variety of challenging environments, including fragile and conflict affected areas. Humanitarian work is often reactive and can be scaled up or down. An element of flexibility within funding allocations is necessary to ensure that we can balance the need for long term planning alongside the ability to respond where necessary to changing requirements.

## Delivering Value for Money

We work hard to maximise the impact of every pound that we spend in Afghanistan on poor people's lives.

Achieving value for money is challenging in the Afghanistan context due to: high security costs; a low national skills base and wage inflation; corruption; a limited pool of contractors and project implementers which narrows competition; the limited scope for DFID staff to travel to most of the country due to security constraints; and the scarcity of data and evidence to assess value for money (VFM).

All our significant investments have an economic appraisal of options. This is either a formal Cost-Benefit Analysis (CBA) or a Rating & Weighting approach of the 3Es (economy, efficiency, effectiveness), where a CBA is not technically meaningful.

Economic appraisals are undertaken for all existing and new projects, including for the ARTF, and a Portfolio Assessment Tool has been developed to analyse the value for money of our portfolio as a whole. The resulting analysis is discussed on a quarterly basis at the DFID Afghanistan Programme Board.

### VFM Strategy Objectives

The VFM Strategy has been refreshed and sets out the following objectives for DFID Afghanistan:

1. Funding decisions for bilateral projects are based on appropriate value for money appraisals and robust logframes.
2. Value for money is maximised through well-designed procurement processes and supplier and market engagement encourages competitive tendering.
3. We receive effective value for money from our funding to the Afghanistan Reconstruction Trust Fund, appropriately supporting and engaging with the World Bank to ensure this.
4. The programme portfolio as a whole offers value for money in its balance of risk and return.
5. All DFID Afghanistan staff have the necessary skills, for their grade and role, to challenge and maximise value for money in their project.

A work plan to meet these objectives is jointly owned by DFID Afghanistan's Economic and Commercial Advisers.

## Monitoring and Evaluation

### Monitoring

**How:** We monitor the Operational Plan using a Portfolio Assessment Tool (PAT) for monitoring risk and a Results Tracker, which is used as an internal tool to plan, monitor and assess delivery. Progress is informed by annual project reviews and project completion reports for each programme as well as additional reporting. Targets are assessed as on or off track using a standard red, amber and green rating. The DFID Afghanistan Programme Board will be the primary mechanism through which progress is monitored.

**When:** The Programme Board meets quarterly and discusses the Results Tracker, PAT, the British Embassy risk register as well as a sample of projects.

**Who:** The Programme Board is chaired by the DFID country director; permanent members include Group Heads, programme managers and advisers. Each UK aid-funded programme has a nominated senior responsible officer (SRO) who is accountable for delivery and performance.

**What:** The Programme Board scrutinises, challenges or endorses the SRO's assessment of progress and outlook. An internal quarterly progress report will be produced, including decisions taken on corrective action for off-track targets. Decisions on poor performing projects will be taken at board meetings. A selection of annual review reports is assessed and lessons shared. The senior team discusses results and portfolio management with the Director Western Asia at least once a month.

In response to the 2014 ICAI recommendations, we will consult beneficiaries directly at the design stage of each new programme and during implementation. In addition we will expand use of independent monitoring to verify project performance, and triangulate programme information, including by using remote monitoring methodologies, and will share information with donors and the government working in similar areas. Finally, we will continue to build government and implementing partner capacity to monitor programmes.

### Evaluation

We will develop a new Evidence and Evaluation Strategy in early 2015 which will:

- set the criteria for determining which programmes should be evaluated so that resources are targeted at the priority programmes;
- embed evaluation by requiring DFID Afghanistan Business Cases to make an assessment of whether to undertake an evaluation;
- support the establishment of systems and processes to grow internal evaluation expertise within the office and make proposals for improving capacity in Afghanistan;
- support improvements to the quality of impact evaluations so we can be more confident in attributing the improvements we observe in Afghanistan to the programmes we fund. These evaluations should improve our ability to report against programmes' results and outcomes.

Three evaluations were implemented in 2013/14.

### Building capacity of partners

We will continue to provide technical assistance to the Afghan Central Statistics Office (CSO) and the wider national statistical system, to enhance the quality and increase the quantity of official statistics in a sustainable manner. Globally, the UK is funding the World Bank's Statistics for Results Facility, which will be delivered by the CSO in Afghanistan. We will continue to work closely with line ministries to build their capacity, including as part of our engagement with ARTF programming and with the Ministry of Finance who convene an annual Donor Cooperation Dialogue to review our aid programme to ensure it fits with government priorities and the national budget to improve aid effectiveness.

## Transparency

Transparency is one of the top priorities for the UK government. It helps people see where money is going and for what purpose. It helps improve value for money and makes governments everywhere more accountable to their citizens. DFID is a world leader in aid transparency and has an ambitious vision for both itself and its partners. We will ensure that we play our part in continuing to work towards that vision – set out in a suite of commitments the Aid Transparency Guarantee, Aid Transparency Challenge and DFID's Open Data Strategy.

### **Actions to ensure DFID meets its commitments in the UK Aid Transparency Guarantee**

We will seek to lead by example in order to have influential discussions on transparency with all partners. The UK will encourage other donors to do more on aid transparency, and support high level messages encouraging them to sign up to, and implement, internationally agreed transparency standards through the IATI. The UK has an annual Donor Cooperation Dialogue with the Ministry of Finance.

We ensure that all UK funding data is entered onto the Donor Assistance Database managed by the Ministry of Finance.

### **Publication of information**

We will support DFID's transparency commitments by ensuring that:

- All project documentation is published on the Development Tracker (<http://devtracker.dfid.gov.uk/countries/AF/>).
- All information in the public domain is comprehensive, accessible, accurate, timely and written in plain English.
- A summary of this Operational Plan is published in English.

### **Supporting transparency in our work**

- We will increase opportunities for those directly affected by our projects to provide feedback on project performance.
- We will seek similar levels of transparency from our partners (civil society, contractors, other donors).
- We will help government and citizens to improve the availability of good quality, open and accessible data through our work with the Afghan Central Statistics Organisation.



## Annex A: Changes to Operational Plan

Page Number	Change made to operational Plan	Reason for change
4	Context – updated	Updates to facts and statistics included, information on the London Conference on Afghanistan included.
5	Vision – updated	Updated to reflect latest thinking and strategic developments, including reference to the Afghanistan National Development Strategy as new government development plans are not confirmed.
6	Results/evidence – updated	<p>Added expected results for 2015/16, including latest progress on results and update on supporting evidence.</p> <p>The following changes have been made to the OP results indicators:</p> <ol style="list-style-type: none"> <li>1. <u>Percentage of people who perceived their provincial government positively</u>: data presentation has been adapted in order to be consistent across the years from the baseline.</li> <li>2. <u>Proportion (percentage) of funds made available to the ministries which are actually spent</u>. The target for 2015/16 is 91%. Spend was exceptionally high in 2013/14 because the government financial year changed from April-March to January-December and ministries received approval for spending plans earlier. While our target was achieved in 2013/14, we are only reporting half-year data and results may change because of the election and overall economic slow down.</li> <li>3. <u>Absolute spend</u>. Current forecast for 2014/15 is \$1,367.6m and at the half-year point \$616.4m have been spent. The target is a 10% percentage point increase annually (\$1,504.4m by 2015/16).</li> <li>4. <u>Education</u>: baseline reported data (2011/12) was changed given revised attendance figures based on new attendance definition from the Ministry of Education.</li> <li>5. <u>Agricultural production under irrigated land</u>: The target related to this particular ARTF project was moved to December 2017 by the World Bank.</li> <li>6. <u>Gender indicator</u>: The original target was March 2014 (over-achieved in 2012/13 – 77%). In 2013/14 due to the security situation many women were unable to participate and therefore results reported decreased to 64%. The World Bank has therefore extended the target to the project closing date of 2015.</li> </ol>
10-12	Delivery and Resources – new	New information provided. .
10-12	Finance – updated	Updated to better align with Annual Report pillars using latest FCPD figures.
13	Delivering VFM – updated	Updated to reflect progress against existing VFM strategy.
14	Monitoring and Evaluation – updated	Includes reference to ICAI 2013 recommendations and Evidence Strategy under development.
15	Transparency – minor update	Updated based on latest guidance.
17	Human Rights Assessment – minor update	Updated based on latest guidance.
18	Girls and Women (ADDITION)	Included given Ministerial, parliamentary and other stakeholder interest (based on/updated from previous OP).

## Annex B: Human Rights Assessment

### Human Rights Context

Social and Economic rights: Afghanistan remains low on the UN's Human Development Index (2013) ranked 169<sup>th</sup> out of 187 countries but has improved from its position of second to last in 2009. Over a third of Afghanistan's people live in poverty (NRVA 2001/12). While real GDP has grown at 9% on average between 2003/04 and 2010/11 (World Bank) in 2013 GDP growth has reduced to less than 4%. There has been some progress in rights to health and education. Child mortality remains high at 74 deaths per 1000 live births which is nearly double the global average of 40 (MICS 2010/11), but more than one in two pregnant women receive antenatal care in Afghanistan compared to 16% in 2003 (MICS 2010/11 and 2003). In 2012/13 6.7 million children were attending school (EMIS), 39% girls. 57% of primary age children were enrolled in school (NRVA 2011/12), up from 52% in 2007/08 (NRVA 2007/08) but still a long way behind the South Asia average of more than 90% (WB Global Monitoring 2009).

Non-discrimination: Afghanistan is ranked 149<sup>th</sup> out of 151 on the Gender Inequality Index (UN 2013). Maternal mortality remains high at 460 per 100,000 live births (MICS 2010/11). Violence against women and girls is particularly concerning; one study has estimated 87% of Afghan women will experience some form of violence during their lifetime (Global Rights 2008). More broadly, ethnic divisions lead to religious discrimination of Hazara and other minority groups. Not every ethnic group or province has the same access to government services, while support for disabled individuals is limited. Sharia Law criminalises same-sex relationships and family law prevents same-sex marriage. There are some successes: nearly a third of seats in Parliament are held by women; and 39% of children attending school are girls - up from virtually none under the Taliban (EMIS 2011/12).

Civil and political rights: According to the Worldwide Governance Indicators (2012), civil liberties, political rights and political stability have improved very slightly but remain low. The UK welcomed the commitment in the National Unity Government Agreement to form a special commission for the reform of the electoral system in order to ensure the credibility of future elections. Freedom House rated Afghanistan as 'not free' in 2014.

The report of the Working Group on the Universal Periodic Review for Afghanistan was presented during the 26th session of the UN Human Rights Council on 19 June 2014. This included the Afghan government's response to recommendations made by the UK in January. Of the 224 recommendations made by Member States, Afghanistan has accepted 189, rejected 12 and is giving further consideration to 23.

### Direction of travel

Improving respect for human rights in Afghanistan is a long term project. Working from a low level, social and economic rights are on a gradual but improving trajectory. Inequalities persist and although there is some progress, improvements in women and girls' human rights continue to lag. Civil and political rights have improved over time but recently deteriorated according to the Worldwide Governance Indicators 2011.

### UK approach and focus

The UK will continue to support the Afghan government in implementing its commitments under the Tokyo Mutual Accountability Framework which cover many aspects of human rights, including civil and political, rule of law and access to justice and women's rights.

The UK will step up work to reduce inequalities and push for progress on women's civil, social and economic rights through development and diplomatic activities. This will include political lobbying, projects to empower women to play a role in politics and public life, programmes to tackle violence against women and girls; practical support to women to improve economic opportunities and access basic services, and support to Afghan civil society organisations promoting women's rights.

The UK will help build accountability institutions and continue our support to the Afghanistan Independent Human Rights Commission and encourage all Afghans to let it function without undue interference. We will continue to support the Afghan Independent Election Commission to deliver on their commitment to an electoral process where all Afghans including women and minorities are able to participate fully. We do this by funding the multi-donor UNDP programme supporting the delivery of credible and inclusive elections. This assistance supports the work of the Independent Election Commission's gender unit, which will remain a priority in the run up to Afghanistan's parliamentary elections in 2015.

## **Annex C: Girls and Women**

### **The context for women and girls in Afghanistan**

Under the Taliban, the position of women in Afghanistan was one of the worst in the world. There has been good progress since 2001, but significant challenges remain and Afghanistan ranks a very low 149 of 151 countries in the 2013 UN Gender Equality Index. Constraints include: deeply embedded traditional conservative values and culture; isolated rural communities; high illiteracy rates; domestic and conflict related violence; forced marriages; poor access to healthcare; and lack of livelihood opportunities.

Bringing about change is a long-term task, in which girls' education, economic opportunities and women's representation and rights are key instruments. By focusing on these areas the UK works towards enabling women and girls to escape marginalisation, and to seize opportunities to lift themselves out of poverty.

The Afghan government's commitments on women's rights are set out in the Tokyo Mutual Accountability Framework (TMAF). The UK, along with our International Partners, will support the refresh of the TMAF in 2015 including measures related to girls and women and will continue to monitor its implementation. The UK has supported the Afghan government to ensure women's participation in the 2014 Presidential election process as well as implementation of the law on the Elimination of Violence Against Women.

### **UK Support for girls and women**

The latest UK National Action Plan for Women, Peace and Security was launched in July 2014, and includes Afghanistan as one of six focal countries. The UK will publish an Afghanistan country implementation plan that sets out our support for girls and women in Afghanistan in areas of political participation, economic empowerment, education, health, and preventing and responding to violence against girls and women. The UK takes a cross-cutting approach and gender considerations are integrated into the majority of our Afghan engagements. We support the government of Afghanistan in meeting its international commitments, working with those who advocate change and making targeted interventions where appropriate.

### **Additionally, between now and 2016 we will**

- Strengthen the gender impact of the ARTF and champion better tracking of results for girls and women.
- Work closely with the FCO and Ministry of Defence to ensure the effective delivery of the UK National Action Plan (NAP) for Women Peace and Security (UNSCR 1325).
- Ensure that all DFID staff and the wider UK mission in Afghanistan are fully aware of our gender commitments. We will regularly engage with the Afghan government and civil society on progress and input into the reporting on progress and annual updating of the UK NAP.
- Identify opportunities to do more to tackle violence against girls and women, and women's economic empowerment based on the evidence of what works on the ground and where we can deliver the most impact.
- Use sex disaggregated data across our programmes to identify opportunities to do more to support women's empowerment, and work with Afghan and international partners to ensure that our combined development efforts deliver a better future for girls and women.



© Crown copyright 2014  
Produced by the Department for International Development

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence v.2. To view this licence visit [www.nationalarchives.gov.uk/doc/open-government-licence/version/2/](http://www.nationalarchives.gov.uk/doc/open-government-licence/version/2/) or email [PSI@nationalarchives.gsi.gov.uk](mailto:PSI@nationalarchives.gsi.gov.uk)

Where we have identified any third party copyright material you will need to obtain permission from the copyright holders concerned.