



Australian Government
Department of Foreign Affairs and Trade



AID PROGRAM PERFORMANCE REPORT 2018-19

Afghanistan

September 2019

AFGHANISTAN AID PROGRAM PERFORMANCE INFORMATION 2018-19

KEY MESSAGES

This report summarises the performance of Australia's aid program in Afghanistan from July 2018 to June 2019¹ against updated objectives and a revised performance framework. This innovative Performance Assessment Framework (PAF) has three objectives aligned with Australia's commitments made at the Ministerial Conferences on Afghanistan in Geneva (2018) and Brussels (2016) and the NATO Summits in Brussels (2018) and Warsaw (2016).

The operating environment for our aid program in Afghanistan remained complex and problematic in 2018-19. The United Nations Assistance Mission for Afghanistan (UNAMA) reported that 2018 had the highest rate of civilian casualties on record, including the highest rate of child casualties². Humanitarian needs grew from already unprecedented levels, driven by insecurity, worsening drought and floods, ongoing displacements and refugee returnees from Iran and Pakistan. Afghanistan continues to be an exceedingly difficult environment in which to deliver aid. With our in-country staffing profile reducing further over the reporting period, programs continued to be managed remotely from Canberra.

The biggest contextual change in 2018-19 has been the emergence of a nascent peace process. Overtures to the Taliban by the Afghan Government in early 2018 and the beginning of direct US-Taliban engagement in late 2018 led to high level discussions on how to support peace processes at the Geneva Ministerial Conference on Afghanistan held in November 2018. Participants agreed to collaborate on the socio-economic requirements for peace with the aim of developing and implementing an economic action plan that would support Afghanistan in a post-peace settlement context³. This work was taken forward by the World Bank Country Office which, in close collaboration with key donors, prepared a paper on post-settlement economic initiatives to support peace and inclusive growth in Afghanistan. Australia engaged closely in these discussions and has also supported complementary work on wider peace issues, including UK-led work on related governance, rights and security issues as well as ensuring that lessons learned are considered as part of any development action.

On the program front, the major change in the reporting year was the redirection of our ODA-eligible NATO commitments on sustaining the Afghan National Defence and Security Forces away from the UN Development Programme's (UNDP's) Law and Order Trust Fund for Afghanistan (LOTFA). Our contribution to this trust fund has not been meeting Australia's objectives satisfactorily, and with ongoing delays in arrangements for the new multi-partner trust fund, Australia decided to cease contributions. Our contribution to Afghan security force sustainment for 2018-19 was delivered through a range of smaller, strategic investments, including supporting monitoring and evaluation systems to improve UNDP's law and justice activities within Afghanistan; enhancing security infrastructure in Kabul with the UN Office for Project Services (UNOPS); and supporting the UN Office on Drugs and Crime (UNODC) anti-money laundering and counter terrorism financing project expansion.

We assess that other programs are performing well, especially given the challenging context. The World Bank-managed Afghanistan Reconstruction Trust Fund (ARTF) continues to finance a large proportion of the National Priority Programs, as a trusted mechanism for on-budget support. CARE's community based education program continues to provide opportunities for boys and girls who are otherwise unlikely to be in school. Our agriculture and gender flagship programs continues to deliver consistent, quality support to vulnerable men and women across Afghanistan.

1 The APPR includes various reporting periods. The APPR reporting period is based on the Australian financial year – 1 July 2018-30 June 2019. The AQC reports primarily against calendar year, 2018. Various multilateral partners have differing reporting periods, and release their annual reports at various times throughout the year. The most current data available has been used in all instances and where this is outside the APPR financial year dates are specified.

2 <https://unama.unmissions.org/civilian-deaths-afghan-conflict-2018-highest-recorded-level-%E2%80%93-un-report>

3 The full text of the Geneva Communiqué can be found at: https://unama.unmissions.org/sites/default/files/geneva_conference_on_afghanistan_-_joint_communique_-_english_0.pdf

AFGHANISTAN'S DEVELOPMENT CONTEXT

The biggest contextual shift during the reporting year was the resumption of peace discussions, although so far limited primarily to US-led discussions with the Taliban. In February 2018, Afghan President Ashraf Ghani announced an intention to enter negotiations with the Taliban 'without pre-conditions'. This announcement was the most direct and specific invitation to the Taliban since the beginning of the conflict in 2001. This was followed in June 2018 by a successful three day ceasefire with the Taliban, coinciding with Eid-al-Fitr celebrations. The most significant development, however, was the appointment in September 2018 of US Special Representative for Afghanistan Reconciliation, Mr Zalmay Khalilzad, to commence direct talks between the US and the Taliban to negotiate a political settlement. The international community has rallied behind these efforts with a number of parallel peace processes. The US-Taliban talks appeared to come to an abrupt end in September 2019.

Despite momentum towards peace negotiations, Afghanistan remains one of the poorest and least developed countries in the world, where conflict severely limits the provision of services, and gender inequality and violence against women are endemic. Internal displacement is extensive, with large numbers of refugees and undocumented Afghans returning from Iran, Pakistan and other countries. This internal displacement and the ongoing conflict place pressure on already inadequate services. The Government of Afghanistan continues to pursue an ambitious reform agenda, but ongoing development assistance from the international community remains critical to prospects for progress and preserving fragile gains.

Australia's engagement in Afghanistan sits within a broader national interest picture. The 2017 Foreign Policy White Paper highlights *"the security and stability of Afghanistan will continue to be vital in containing the threat from international terrorism."*⁴ Australia's aid program supports our national security and political objectives in Afghanistan which include promoting global stability by reducing the threat of international terrorism and strengthened relationships with NATO, the US, and other bilateral partners.

Afghanistan is one of the most difficult environments in which Australia delivers aid. We are one of many donors. The ongoing conflict limits our options for delivering aid and our ability to demonstrate results. Finding effective ways of monitoring and evaluating (M&E) our programs in this challenging environment is an ongoing priority. DFAT is working on innovative options for remote M&E, and seeks to contribute to global learning and share experience with other donors and non-governmental organisations. This approach to remote M&E, endorsed by the Aid Governance Board in 2018, underpins the draft AIP and PAF, and represents a significant shift in the way we approach M&E and reporting in the Afghanistan aid program.

Most Afghans live with levels of violence which undermine basic human rights and access to services, and frustrate movement out of poverty. Humanitarian needs are both acute and chronic. In 2018, 5.5 million Afghans were in need of emergency humanitarian assistance due to intensified conflict, drought and deepening poverty⁵. Severe drought affected more than two-thirds of Afghanistan, devastating the agricultural sector. Over 13 million people faced crisis or worse levels of food insecurity - six million people more than in 2017 – and 3.6 million people were just one step away from famine.⁶ The humanitarian crisis places a further strain on the ability of the government to provide public services with government resources diverted away from making the difficult and complex policy changes necessary for long-term growth and development.

Few Afghans have access to productive or remunerative employment. A quarter of the labour force is unemployed, and 80 percent of employment are vulnerable and insecure where corruption, illegal exploitation of resources and criminal activity are present. The narcotics economy provides a ready income for people with few alternatives but fuels conflict, corruption, and international criminal activity. Unserved and under-served populations are centres of desperate need and can become aggrieved, resort to negative coping strategies or migrate, increasing the risk of recruitment into insurgency or ethno-political divisions.

⁴ <https://www.fpwhitepaper.gov.au> (Page 27)

⁵ <https://www.humanitarianresponse.info/en/operations/afghanistan/document/afghanistan-2018-2021-humanitarian-response-plan-drought-response>

⁶ <https://www.unocha.org/publication/country-based-pool-funds/afghanistan-humanitarian-fund-2018-annual-report>

Since 2014, economic growth has slowed considerably. The World Bank estimates that growth was around two percent in 2018, slowing as a result of conflict, uncertainty and the effects of drought on the agriculture sector.⁷ The IMF has assessed the Afghan economy will grow by three percent in 2019⁸, which, lagging behind population growth, will be insufficient to lift people out of poverty.

In November 2018, Australia participated in the Geneva Conference on Afghanistan, where international partners reaffirmed continued support to 2020. At that meeting, the Government of Afghanistan released a Growth Strategy, followed by the Afghanistan Self-Reliance Accelerator Package in July 2019. Implementing these strategies will require significant new finance sources beyond donor grants. The Geneva Communique also explicitly linked peace prospects to international support – currently framed as the World Bank’s Post-settlement package of Economic Initiatives. International donors are supportive of this effort to align development funding to a sustainable peace agreement.

While conflict and poverty persist, important gains continue to be made at the individual, community and national levels in Afghanistan. Since 2001, school enrolment rates have increased from 0.8 million to 9.2 million, of which around 40 percent are girls.⁹ Life expectancy has increased from 44 to 61/64 years (male/female)¹⁰. Afghanistan is more connected, with 24 million mobile phone subscriptions¹¹, laying the fabric for new development opportunities. More Afghans report confidence in government now than in recent years, according to *The Asia Foundation’s Survey of the Afghan People*¹².

Gender inequality impacts every aspect of life in Afghanistan and undermines sustainable development. More than 80 percent of women in Afghanistan are illiterate, and have on average more than five children. This is one of the highest fertility rates in the world. Through our programs and diplomatic engagement, we encourage the participation and leadership of women in Afghan life and decision-making. According to UN Population Fund studies, 87 percent of Afghan women experience at least one form of physical, sexual or psychological violence in their lifetime, and 62 percent experience multiple forms.¹³ Australia plays an active role in addressing gender based violence in the country through our *Ending Violence Against Women* program.

As one of the world’s most conflict affected countries, disability rates in Afghanistan are almost certainly high. But no official prevalence data currently exists, due to difficulties with accessing sample populations, and existing surveys are not representative of the population. Disability surveys must be done with care in Afghanistan as cultural stigmas can attach to people who identify as living with a disability. A World Health Organisation compliant Model Disability Survey was conducted by the Asia Foundation in early 2019 and the results of this survey will be released later this year.

While inclusive growth is a difficult task under conflict conditions, through careful targeting, we can have some influence on the lives of the most vulnerable. These include the displaced and their host populations, women, the rural poor, and people with disability. We can work with government systems to boost the sustainability of our efforts and link to central policy reform work. Our support for community-level programming on agriculture both improves national economic prospects and helps the rural poor, many of whom are excluded from national programs as a result of lack of capacity, conflict, people movements, or isolation.

The international community is in agreement that this dynamic of reinforcing interlinkages between humanitarian support, longer term development and security is central to Afghanistan’s prospects. If humanitarian support ends without structured transition into longer term development support, additional destabilisation is likely. Development planning must balance urgent humanitarian needs, and be aware of changes to drivers of instability, against the demands of sustainability and long term certainty. It is a challenge for donors, multilateral agencies and NGOs to work together with government to deliver integrated support.

⁷ <http://documents.worldbank.org/curated/en/546581556051841507/Building-Confidence-Amid-Uncertainty>

⁸ <https://www.imf.org/en/Countries/AFG#featured>

⁹ USAID Afghanistan <https://www.usaid.gov/afghanistan/education>

¹⁰ <http://www.who.int/countries/afg/en/>

¹¹ World Bank/International Telecommunications Union https://cso-of-afghanistan.shinyapps.io/ALCS_Dashboard/

¹² <https://asiafoundation.org/publication/afghanistan-in-2018-a-survey-of-the-afghan-people/>

¹³ <http://afghanistan.unfpa.org/en/node/15232>

EXPENDITURE

Afghanistan is Australia's fourth largest bilateral aid program. In 2018-19 Australia provided \$78.7 million in Official Development Assistance (ODA) to Afghanistan. As detailed in Table 1 the most recent OECD data places Australia tenth in total ODA disbursements to Afghanistan. Australia remains a mid-sized donor well behind the United States, the European Union, Germany, the United Kingdom and Japan.

Table 1 Total ODA Disbursements (USD) to Afghanistan by country for 2017¹⁴

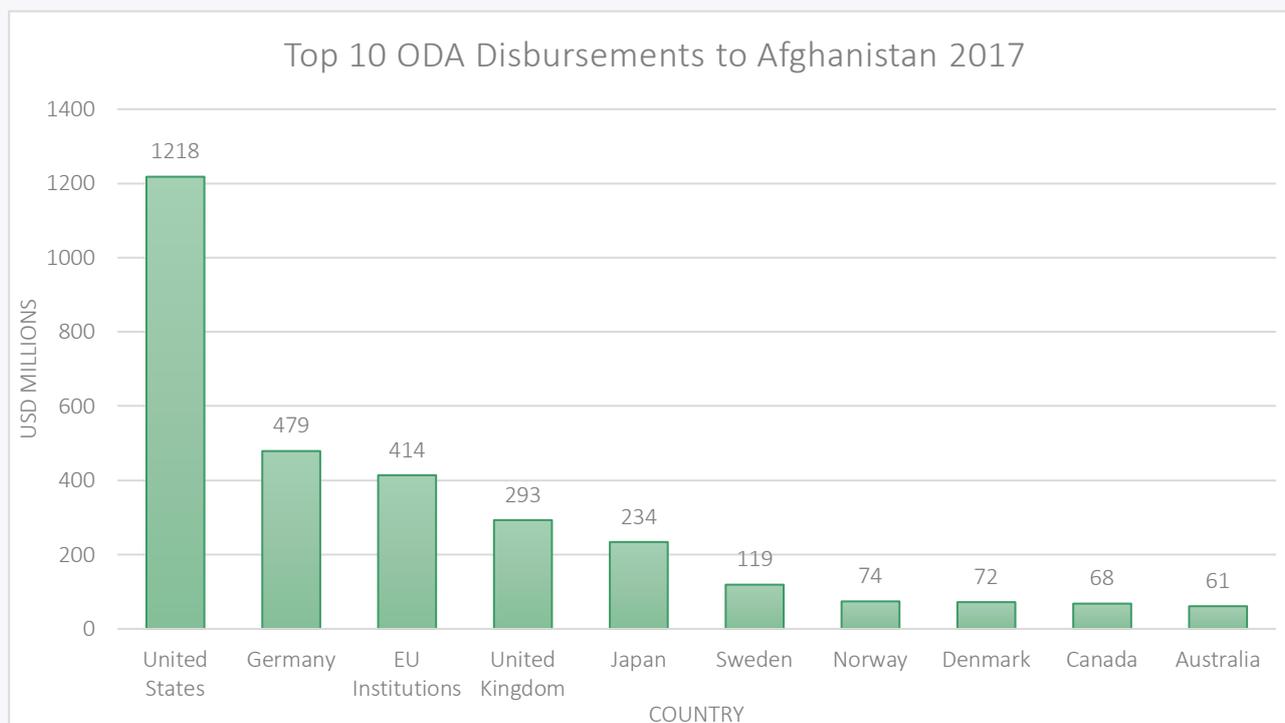


Table 2 Total ODA Expenditure in FY 2018-19¹⁵

Objective	A\$ million	% of total ODA
Objective 1: A more peaceful, inclusive and responsive Afghan state	38.8	49%
Objective 2: Security conditions for economic recovery are strengthened	9.3	12%
Objective 3: The lives of vulnerable Afghans are improved through targeted Australian support	27.7	35%
Support mechanisms	0.8	1%
Sub-Total Bilateral	76.6	97%
Regional and Global	2.1	3%
Other Government Departments	0	0
Total ODA Expenditure	78.7	100%

¹⁵ Figures sourced on 16 July 2019 from the OECD online statistic portal found: <https://www2.compareyourcountry.org/aid-statistics?cr=625&lg=en&page=21#>

Australia remains on track to meet its 2016 Brussels Ministerial Conference pledge to provide \$320 million in development assistance over 2017-2020.

Funding from the Afghanistan aid program is carefully balanced between contributions to large pooled funds (such as the World Bank's Afghanistan Reconstruction Trust Fund (ARTF)) and a range of more traditional bilateral development programs. As a mid-sized donor, this balance ensures we are engaging with other donors in large state-building programs and are also able to remain nimble to address emerging priorities at the district and community level, such as our contribution to address food insecurity as announced at the Geneva Ministerial Conference on Afghanistan in November 2018¹⁶.

PROGRESS TOWARDS AIP OBJECTIVES

Progress reporting is against updated Aid Investment Plan (AIP) objectives, and a new approach to monitoring and evaluation (M&E) and reporting. We are working with an innovative reporting system, recognising the complexity of the environment in Afghanistan and the costs of collecting data (particularly security costs).

Objectives are set at the level of change that the Afghan government would like to see, with international assistance including from Australia. Given the complexity of objectives 1 and 2, we have introduced sub-objectives to highlight the focus of Australian engagement. Outcome level targets have been set at a realistic level where we expect Australian efforts to contribute to change.

As part of this new approach to M&E we are trialling the use of 'sentinel indicators' that are relevant to understanding how Australian aid relates to the broader context. Changes in these indicators are not attributable to Australian aid, but give an indication of background trends, and flag whether deeper analysis or investigation is required. They are an important way of monitoring for potential unintended consequences as part of our do no harm commitment and form part of the background analysis for each objective. Two sentinel indicators have been identified for each objective.

This represents a new way of tracking and assessing performance in the Afghanistan aid program and requires further work to establish new collection methods and acquire the information necessary to report against the indicators. Due to this, not all sentinel indicators will be addressed for this reporting period. Annex F provides detailed information on this approach.

Table 3 Rating of the Program's Progress towards Australia's Aid Objectives

Objective	Previous Rating	Current Rating
Objective 1: A more peaceful, inclusive and responsive Afghan state	n/a	Green
Objective 2: Security conditions for economic recovery are strengthened	n/a	Red
Objective 3: The lives of vulnerable Afghans are improved through targeted Australian support	n/a	Green

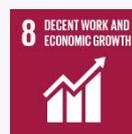
Note:

- Green. Progress is as expected at this stage of implementation and it is likely that the objective will be achieved. Standard program management practices are sufficient.
- Amber. Progress is somewhat less than expected at this stage of implementation and restorative action will be necessary if the objective is to be achieved. Close performance monitoring is recommended.
- Red. Progress is significantly less than expected at this stage of implementation and the objective is not likely to be met given available resources and priorities. Recasting the objective may be required.

¹⁶ FM Payne; 28 November Media release on Australia's commitment to Afghanistan.

https://foreignminister.gov.au/releases/Pages/2018/mp_mr_181128b.aspx?w=E6pq%2FUhzOs%2BE7V9FFYi1xQ%3D%3D

OBJECTIVE 1: A MORE PEACEFUL, INCLUSIVE AND RESPONSIVE AFGHAN STATE



This objective is rated Green ■. Targets have been largely met.

Sentinel indicator: "Increased proportion of Afghan men and women report an increase in confidence in public institutions"

At the national level, data from the 2018 Survey of the Afghan People shows little confidence in public institutions with all Afghans, in particular men, expressing the greatest confidence in religious leaders. While all government institutions showed poor results they largely remained at the same level as 2017. The exception to this is the Independent Electoral Commission which rose over five percentage points to 43.3 percent in 2018 with women expressing slightly greater confidence than men. While not specifically attributable to international support it does show the importance of international support to the long-term project of democratic transitions in Afghanistan. We are establishing baselines in 12 districts, based on standard Afghan Survey questions seeking to better understand the impact of international interventions such as institution building.

Sentinel indicator: "Increased female participation in local-level civic engagement"

This sentinel indicator helps us to get a sense of what is happening with regards to women's participation in community forums. The Citizens' Charter, which is a National Priority Program and an initiative within the World Bank's ARTF, will be used as a proxy for this indicator. The Citizens' Charter provides national level data on women's engagement in Community Development Councils. This data suggests a surprisingly high level of women's engagement within the community councils (49 percent at the national level). These community councils are responsible for the selection, prioritisation and oversight of small development projects from a menu of possibilities (which could include schools, water infrastructure or local roads, for example).

During this reporting period, we have expanded our engagement with The Asia Foundation in Afghanistan to provide baseline data for this indicator in 12 districts where Australia has more than one development program operating (further details can be found at Annex F).

Investment overview

Programs under this objective have performed as per expectations. Our contribution to the World Bank's ARTF was the single biggest program under this objective in the reporting year. ARTF's implementation is mainly satisfactory, according to the most recent scorecard report¹⁷. As of July 2019, Australia was the tenth largest donor to the ARTF, based on actual contributions, with Australia's contribution accounting for around four percent of total paid in contributions (excluding IDA).¹⁸

¹⁷ 2017 ARTF Scorecard http://www.artf.af/images/uploads/home-slider/ARTF_2017_Scorecard_Final_Report.pdf

¹⁸ ARTF major donors in order of total paid in contributions – US (30.3%), UK (17.3%), EU (8.9%), Germany (7.8%), Canada (6.9%), Netherlands (5%), Norway (4.7%), Sweden (4.3%), Japan (4.2%), Australia (3.8%).

Over the reporting period, work on strategic engagement with the ARTF has clarified our interests as a medium size donor, in a very large and complex program. We have been able to use our limited resources (financial and staffing) to work in a focussed manner to demand improved outcome reporting, program governance, and to highlight the importance of achieving gender outcomes.

Despite some slow progress, the Bank commenced program operations on infrastructure development during the reporting period, which was a commitment from the 2017 visit of President Ghani to Australia. As part of this infrastructure program, in August 2018, the World Bank Executive Board approved the Public-Private Partnerships and Public Investment Advisory Project, which aims to prepare government systems to leverage private finance on future infrastructure projects. Expenditure so far has been minimal, given the initial focus is on upstream aspects (legal and regulatory, and government structures) but is expected to increase with resolution of procurement-related delays.

Australian-funded work on the Afghan national budget shifted to a new phase during this reporting period. Australia provided core funding to the Institute of State Effectiveness (ISE) for its Afghanistan Support Program (ASP). ASP advisers within the Ministry of Finance worked closely with the Afghan Government to restructure the government budget and introduce international standard accounting practices. Work on public finance was coordinated through the Ministry of Finance's Fiscal Performance Improvement Program with technical advisers from the World Bank, the EU and other partners. ASP also provided strategic advisory support in infrastructure, energy and transportation in support of the Afghanistan National Peace and Development Framework.

On the broader governance front, Australia provided financial assistance to support Afghanistan's Parliamentary (October 2018) and Presidential elections (delayed to September 2019). Our contributions to the UN Development Programme's donor trust fund paid for basic logistics and support for the parliamentary election processing, which returned results for all but one province. This is a reasonable outcome considering the logistical challenge of running an election against a background of ongoing violence.

A consortium of Australian academics, in cooperation with the Indian Institute of Technology-Indian School of Mines, conducted two training sessions of 14 officials for two weeks from Afghanistan's Ministry of Mines and Petroleum and other relevant ministries in January and July 2019. This trilateral Australia-Afghanistan-India training supports a recommendation from Australia's India Economic Strategy to expand the Australia-India Mining Partnership at the Indian School of Mines. It was also a commitment made following a discussion between then Prime Minister, Malcolm Turnbull, and Afghan President, Ashraf Ghani, during his visit to Australia in April 2017.

We also began a new project to provide research support to policymakers engaging on Afghanistan's emergent peace process. This is critical work as the many lessons learned from Afghanistan's history, and from other recent peace processes globally, need to be provided in an accessible format for decision-makers as the peace process unfolds. We have contracted the London-based Overseas Development Institute (ODI) to provide an open and accessible platform for this work. With the peace process gaining momentum, there are new opportunities for women's voices, and we have used our aid and diplomatic resources effectively to support Afghan women within peace discussions.

Finally, under this objective Australia continued to support delivery of the annual Survey of the Afghan People. Now in its fifteenth year, the Afghan Survey is a yearly perception survey, and one of the only reliable insights into Afghan perceptions on critical issues including peace and reconciliation with the Taliban. The Afghan Survey is a critical source of information for academics, think tanks, Afghan Government and civil society, defence entities and international development partners. In 2018-19, Australia sought the inclusion of two additional question sets on civic engagement and agricultural market linkages, and additional data collection in 12 districts. This information will be used to help Australia understand the impact of our aid programming through our sentinel indicators, where we are not able to physically access program sites.

Sub-objective¹⁹ 1.1: Increased women’s participation and leadership in conflict prevention, peace building, conflict resolution and relief and recovery

Outcome 1: Enhanced diplomatic and multilateral engagement on gender equality and women’s empowerment

Target: Increased participation by Afghan women and/or focus on gender equality and women’s empowerment issues at key targeted national and international policy forums

The target was met. Australia raised gender issues and/or lobbied for Afghan women’s voices to be included in several forums, for example:

- at the Geneva Conference on Afghanistan in November 2018, Australia, along with other donors, lobbied for gender to be considered as a mainstreamed issue within the communique and within the overall Ministerial focus. In addition, several side meetings and events took place which considered specific women’s contributions to the development process, including a specific session on women, peace and security (UNSC 1325), women’s employment within government, and maternal and child health considerations in population growth in Afghanistan.
- Australia hosted a discussion at the Australian Mission in the margins of the Geneva Conference, focusing on violence against women. The event marked the 16 Days of Activism with presentations by Afghan and international advocates, and a broad-ranging discussion amongst likeminded attendees.
- within the World Bank’s ARTF, Australia has actively participated in the Gender Working Group meetings, supporting its revitalisation in 2018-19 as a useful forum for focussing on gender outcomes in ARTF programs. We, along with other donors, advocated for a new gender strategy, resulting in all new World Bank projects within Afghanistan being gender tagged. The 100 percent gender tagging for Afghanistan is higher than the targets for IDA and South Asia (80 percent).
- within the Women, Peace and Security agenda, Australia advocated for the inclusion of women’s voices in peace dialogues, by advocating for the need for women’s participation and voices and by a small financial contribution to a track two conference in Singapore in April 2019, resulting in the level of women’s participation increasing within the conference.
- in early 2019, Australia hosted a delegation of nine prominent Afghan women, in partnership with the Afghan Embassy. Participants were drawn from civil society, the media, the private sector and government, and spoke to a range of Australian audiences on a range of topics. Many of the delegates have been active in Afghan women’s activism around the emerging peace process, as described by delegates Hadeia Amiry, Freshta Karim and Nargis Azaryun in a podcast by the Australian Strategic Policy Institute.²⁰ The Afghan women’s delegation presented at the International Women’s Day event at Sydney Opera House, *All About Women*, advocating for the rights of Afghan women and celebrating the achievements of women and girls over the past 18 years.

Australia has also drawn on learnings from the *Ending Violence Against Women (EVAW)* program about women’s experiences of conflict and violence in Afghanistan, to contribute to broader discussions about Women Peace and Security in Afghanistan.

We recognise the potential to do more on women, peace and security specific engagement. We have begun discussions with UN Women about a specific women, peace and security program to commence in the next reporting period.

¹⁹ Sub-objectives have been set at the level of Australia’s specific interventions, with a logical pathway between the sub-objective and the outcome. Sentinel indicators are used to test whether the logic between the sub-objectives and the outcomes is sound.

²⁰ <https://soundcloud.com/user-415599049/policy-guns-money-international-womens-day-special>

Sub-objective 1.2: ARTF reforms are able to demonstrate enhanced development impact, particularly for women

The ARTF plays a unique role in Afghanistan, underwriting a large portion of recurrent and investment spending of the Afghan budget. Reporting on outcomes is therefore important to understanding the link between improved services (particularly for women), improvements in their lives through national poverty statistics, and levels of public engagement with government. This underpins the ‘reconstruction’ logic in Afghanistan – government legitimacy is improved through delivery of services as impacts on poverty. ARTF tracks 32 national indicators and 23 milestones across most areas of government service delivery but has historically not reported on outcomes – Australia has identified this as important to demonstrating progress.

Gender continues to be a core thematic focus within the ARTF portfolio. All ARTF-financed operations were gender-tagged, and ARTF-supported programs continue to perform satisfactory on gender targets, with further improvements needed on reporting on gender disaggregated outcomes. Australia advocated for a strong gender policy in Washington, and implementation has been followed up through sustained engagement by our staff in Kabul, through the Kabul-based Gender Working Group.

An impact evaluation by the World Bank program targeting the ultra-poor in Balkh province (covering 80 villages) found that providing time-limited, sequenced and targeted interventions combining a large investment in a productive asset, access to savings accounts, temporary cash support, skills training, coaching and other services related to health and education, can dramatically reduce poverty in fragile and conflict affected areas.²¹ One year after the World Bank intervention ended in 2018, consumption in Balkh province had increased by 30 percent and poverty decreased by 20 percentage points (from 82 percent in the control group). The intervention improved women’s labour participation in a context where gender gaps in access to assets and inputs, and discrimination in paid employment, were the norm. The ultra-poor in Afghanistan face multiple, simultaneous constraints that often reinforce their socioeconomic status and may trap them in persistent poverty. Lacking skills, assets, and employment opportunities, ultra-poor households face slim prospects for a path out of poverty. The situation is particularly acute for women in Balkh province, with less than four percent of primary women in the household able to read and write, two in three of these women experience depression, and just over half of eligible girls attend school.

Improvements to access to basic services, such as water and electricity, remain an important success story in Afghanistan. Despite the challenges of increasing conflict, access to water and electricity continued to improve across Afghanistan. Over two thirds of Afghans have access to safe drinking water and there is almost universal coverage of electricity access (97 percent – including all sources of electricity) across Afghanistan.

Over the reporting period, the World Bank undertook research into managed labour migration for Afghanistan. This research found that there is potential for the Government of Afghanistan to use managed labour migration as an instrument for increased employment for Afghans and for enhanced economic growth through remittances. It estimates the impact on the volume of remittances sent back to be between 15-18 percent of Afghan GDP, and outlines the possible impact of formal labour migration opportunities on skills formation of migrants to regional countries on the labour market remaining in Afghanistan.

Australian funding contributed to the World Bank’s Advisory Services, Implementation Support and Technical Assistance Window, and we have advocated for results, such as the above, to be incorporated routinely into Scorecard reporting from 2019.

²¹ <http://documents.worldbank.org/curated/en/561361564472452757/pdf/No-Household-Left-Behind-a-Look-at-the-Impact-Evaluation-of-the-Afghanistan-Targeting-the-Ultra-Poor-Program.pdf>

Outcome 2: Improved ARTF outcome reporting

Target: ARTF Annual Scorecard template is revised to include project, program and portfolio-level outcome reporting, in line with donor expectations

The target was partially met. The ARTF is a large and complex program. Its progress is tracked on a number of national indicators such as national poverty and education enrolment rates. The ARTF also tracks project level performance (mostly output based and quantitative), and a range of program delivery and policy markers. The ARTF scorecard is a document that needs to meet World Bank standards as well as the needs of over 40 donors. Improvements were made (from DFAT's perspective) over the reporting year, including more detailed information about gender specific activities and research and analytical parts of the program. The World Bank has employed a staff member specifically to ensure that program governance and communication improves, which has made a difference to Australia as we manage our engagement. However, the scorecard was delayed and outcome reporting is still at an early stage. We will advocate for the speedy release of the next iteration of the scorecard and aim to systematise the process for drafting, editing, approving by the Government and donors and releasing future editions of the scorecard.

An important step taken during the reporting year was to align ARTF reporting with the Afghan Government's National Priority Programs. The fragile, conflict affected environment demands that donors work to support government systems, and this step forward brings ARTF in-line with the Government's vision.

OBJECTIVE 2: SECURITY CONDITIONS FOR ECONOMIC RECOVERY ARE STRENGTHENED



Despite individual performance targets being mostly met, broader concerns with program performance resulted in a revision of our programming in this area which led to this objective being rated Red ■.

Sentinel indicator: Increased proportion of Afghan men and women who feel safer in their communities and households²²

The Survey of the Afghan People shows that fear for personal safety remains at a high level in 2018 with about 48 percent of Afghans reporting that they always or often fear for their or their family's safety.²³ This result shows an overall increase in perceptions of poor personal safety following the handover of security responsibilities to the ANDSF in 2013 (when it was 30.4 percent) but with a slowing trend, and is reflective of the public's concern regarding the capacity of security forces. However, the gender split gives a more nuanced picture, with a 14 percentage point increase in women saying they always or often fear for their personal safety against the 2013 Survey results (29.8 percent women/30.7 men in 2013, 44.1 percent women/32 men in 2018).²⁴ This result points to an increase in gender based violence which may be attributable to various factors – for example, increased intimate partner violence, increased fear of mass casualty attacks in public places, and decreases in household resilience factors leaving women feeling more exposed – that would be worth investigating further in 2019-20. Other gender based violence prevalence data is not available on an annual basis.

Sentinel indicator: Increased proportion of Afghan men and women who perceive the Afghan National Police positively.

Based on the 2018 Survey of the Afghan People, trends for the positive perception of the Afghan National Police are reasonably consistent showing only a small drop since 2017. Perceptions that the police are honest and fair are down slightly from 44 percent in 2017 to 42 percent in 2018.²⁵ While not ideal, this remains significantly higher than the low of 39 percent in 2016. Perceptions that the Police help to improve security and are efficient at arresting criminals remain unchanged from 2017 at 39 percent and 35 percent respectively.²⁶

The proportion of Afghans who would agree with a family member's decision to join the Police has continued to decline, down two percentage points to 70.1 percent in 2018²⁷. This is likely attributable to widely publicised casualty figures. We will have additional data against this indicator in 2019-20, from the United Nations Development Programme's (UNDP's) law and justice monitoring and evaluation unit.

²² Our assumption is that safety has a link to mobility and the ability to conduct economic activity – cross reference against incomes data under Objective 3

²³ TAF data visualisation tool <http://surveys.asiafoundation.org/Dashboard?SurveyCode=AGSAP1&SampleName=GP&SectionName=Default&LanguageName=English> and TAF Survey of the Afghan People 2018 pg 45

²⁴ TAF survey Data visualisation tool <http://surveys.asiafoundation.org/Dashboard?SurveyCode=AGSAP1&SampleName=GP&SectionName=Default&LanguageName=English>

²⁵ TAF Survey of the Afghan People Pg 58

²⁶ TAF Survey of the Afghan People Pg 58

²⁷ TAF Survey of the Afghan people pg 59

Investment overview

This objective reports on Australia's NATO commitments made at Warsaw Summit (2016) and reaffirmed at the NATO Defence Ministers meeting in July 2018, in supporting the ANDSF. Australia committed to contribute USD20 million per year, funded through Australia's Official Development Assistance budget, to support a number of important ODA- eligible initiatives. While expenditure towards this objective is currently lower than anticipated, a revised package of sustainment initiatives will enable us to meet the full ODA component of Australia's commitment to sustainment by the end of 2020-21.

The security environment in Afghanistan remains extremely challenging which is reflected in Objective 2 program performance. The Afghan Government has the lead responsibility to sustain the Afghan National Defence and Security Forces (ANDSF), which includes civil and military forces. Projected Afghan government revenue will not enable self-reliance of the ANDSF for the foreseeable future.

Our headline investment under this objective has experienced a range of governance, planning and financial management challenges leading to reservations by donors about the technical capacity and capability of UNDP to effectively manage the Law and Order Trust Fund for Afghanistan (LOTFA) in its current form. This has led to two key programming decisions over this reporting period. Firstly, Australia has engaged with the donor community to address the issues identified in the reviews of LOTFA to develop terms of reference for a new iteration of the program. Secondly, and simultaneously, we have sought to invest in alternative sustainment activities that better support security sector capability and reform, while also meeting our commitments.

Australia, through the United Nations Office for Project Services (UNOPS), is supporting a Kabul Security Infrastructure Enhancement Program (KSIP) including the design and construction of a closed-circuit television building (CCTV) in Kabul for the ANDSF and the refurbishment of Afghan National Police buildings and District Police Stations in Kabul.

In addition, Australia is supporting Afghanistan to strengthen its anti-money laundering and counter terrorism financing regime and has also provided an improvised explosive device electronic counter-measure capability to ANDSF elements utilising innovative Australian technology.

Through this objective, Australia is supporting monitoring and evaluation activities within the law and justice sector to better inform future investments. We are considering supporting the enhancement of border security measures and the integration of gender-sensitive reforms into the security sector.

Sub-objective 2.1: Afghan citizens feel safer
Outcome 3: All Afghan National Police are paid a regular salary using the biometric system
Target 2018-2019: 80% of salaries paid using a biometric system

Despite Australia not contributing funds to UNDP's LOTFA during the reporting period this target has been met using residual funds with the latest data indicating that 92 percent of police payments are now made through the biometric Web-based Electronic Payroll System (WEPS). Additionally, all 34 Provincial Police Headquarters are now connected to 'WEPS'. The Combined Security Transition Command Afghanistan continues efforts to transition WEPS to a more biometrically secure and sustainable Afghan Personnel and Pay System (APPS), with handover of responsibility to the Ministry of the Interior expected by the end of 2020.

While further funds from Australia have not been committed, management and oversight of the trust fund continues. Alongside UNDP, the Government of Afghanistan and donors have been active in the negotiation of terms of reference for a revised trust fund, aptly named LOTFA 2.0. The terms of reference for this new iteration were approved by the project board in November 2018. LOTFA 2.0 will see an expansion of the program to include development and reform programs in security, law and justice and anti-corruption, in

addition to the existing salary payments. Throughout this process Australia succeeded in ensuring that gender, monitoring and evaluation and enhanced reporting measures have been integrated into the new version.

In 2017, LOTFA contained excessive unexpended funds amounting to USD190 million. While this underspend is slowly being reduced, it raised concerns amongst donors, with Australia, the US, Canada and the UK suspending contributions to the fund in 2018-19. Canada and the UK have committed to supporting LOTFA 2.0. Australia will continue to engage with LOTFA, alongside other donors, to ensure that it delivers effective and efficient sector reform programs.

As the program is shifting away from solely salary support, this outcome will be replaced with one reflecting new areas of programming in 2019-20.

Outcome 4: Afghan National Police are better able to provide security in Kabul and surrounding areas

Target: Contracts awarded and designs complete for a CCTV building and refurbishment of buildings for Police Unit 01 headquarters and, where possible police checkpoints.

This target was partially met, as implementation is underway but procurement has been delayed. Australia contracted UNOPS to undertake the Kabul Security Infrastructure Project (KSIP). Designs are currently under way to construct the CCTV building in Kabul, refurbish buildings for the Kabul Police Unit 01 and potentially upgrade high priority Police District Offices and checkpoints throughout Kabul. Following lengthy negotiations, further delays were encountered due to land acquisition complications. Reaffirming our commitment to gender mainstreaming, UNOPS have included gender specific training for Ministry of Interior staff and Kabul Police Unit 01, as part of the KSIP project. To implement this project in Kabul, UNOPS has implemented a development program for local engineers with a focus on women and introduced into the local construction industry Australian best practice standards in terms of site occupational health and safety as well as the safe handling and disposal of asbestos contaminated materials.

During the reporting period, Australia supported an International Liaison Officer within the Kabul Security Forces to help provide planning and advice to the Afghan Government on a range of security matters within the enhanced security zone of Kabul.

Australia has invested \$7.3 million to equip elements of the ANDSF with 3,000 improvised explosive device (IED) electronic counter measure units called the REDWING Force Protection System. REDWING is an Australian Defence system designed for use by the ANDSF to inhibit threats posed by specific radio controlled IEDs. REDWING units require little training, are low cost and robust and can be either mounted on vehicles or carried by personnel.

Despite the high level of civilian casualties reported in 2018, a number of high profile events took place over the reporting period with little or no incident, indicating an increased capacity of Afghan security forces to provide protection particularly within Kabul. On 29 April 2019, the Government convened a five day Consultative Loya Jirga for Peace in Kabul bringing together more than 3,000 delegates from across the country aimed at developing the parameters for talks with the Taliban. Tight security arrangements led by the ANDSF saw the event conducted without any security incidents. The capability of the ANDSF to secure such a large and high profile event without incident has been widely viewed as a success.

Target: 800 police officers (male and female) trained

This target was met through our Ending Violence Against Women (EVAW) program in which the United Nations Population Fund (UNFPA), one of five partners under this initiative, exceeded the target training 1,019 law enforcement officials on violence against women case management, who were then responsible for registering 1,488 new cases.

In addition to the above targets, as part of our new package of sustainment activities Australian funding contributed to providing essential planning and liaison services to NATO's Resolute Support Mission, in consultation with the Afghanistan Ministry of Interior, to identify, plan and coordinate improvements to security measures throughout Kabul.

OBJECTIVE 3 THE LIVES OF VULNERABLE AFGHANS ARE IMPROVED THROUGH TARGETED AUSTRALIAN SUPPORT



This objective is rated Green ■ in light of Australia's contribution to meeting the needs of vulnerable Afghans including displaced people, women and girls, and vulnerable rural communities.

Sentinel indicator: Increase in household income in targeted areas

Household income is one aspect of poverty and many of our programs under this objective aim to improve people's lives through humanitarian cash transfers, increased agricultural income, or other livelihoods activities. In 2018, data from the Afghan Survey showed the majority of respondents in DFAT targeted provinces described their financial wellbeing as the same or worse than the previous year.²⁸ Interestingly the majority of respondents in these provinces reported increased income trends alongside reduced financial wellbeing. While there is no conclusive explanation, it is possible that this is due to increased cost of living associated with the drought in Afghanistan during this period.

Sentinel indicator to be developed: women's empowerment in target locations

Women's empowerment in Afghanistan is a sentinel indicator because it can tell us about the status of women in a community, their access to education, capital, income and markets, and their mobility, feelings of safety and social networking. We work under this objective to improve the lives of individuals through different modalities, so empowerment is a useful concept to track at the district level, where we have multiple programs. No off-the-shelf dataset is available, so we have started a partnership with the Aga Khan Foundation to develop a dataset using mobile banking data. This indicator is still being developed and therefore data is not yet available, but more detail on the approach is at Annex F.

Investment overview

Humanitarian assistance remains a significant proportion of Australian aid to Afghanistan. Other bilateral programs have been carefully targeted to areas where Australia can make a particular contribution – to girls' education, which has compounding positive effects on their lives and those of their families and communities; to ending violence against women, which is at endemic rates in Afghanistan; and in the agricultural and natural resource sector where Australian expertise is needed to support government and communities in conditions of water scarcity.

Humanitarian assistance

The humanitarian situation in Afghanistan declined in 2017-18. The country experienced ongoing conflict, increased internal displacement, severe drought, floods, and record numbers of civilian casualties – with Afghanistan now ranking second behind Syria and ahead of Yemen for the most civilian casualties in the world. In 2018, just under 370,000 Afghans were newly displaced by conflict, while over 235,000 were forced to leave their homes due to the ongoing drought – contributing to the internally displaced population of 3.5 million Afghans. In addition, over 820,000 Afghans returned from Iran and Pakistan. Drought impacted two thirds of the country and over 13 million people faced crisis or worse (IPC Phase 3+) levels of food insecurity. Women and children are disproportionately impacted by the deteriorating humanitarian situation and gender-based violence is widespread.

²⁸ Target provinces for 2018 are Baghdis, Banyan, Daikundi, Herat, Kandahar, Khost, Kundiz, Nangahar and Parwan

Humanitarian assistance remains a significant proportion of Australian aid to Afghanistan and accounted for around 30 percent of ODA in the reporting period. Australia was the sixth largest humanitarian donor to Afghanistan in 2018²⁹, providing support through trusted multilateral partners to assist the most vulnerable – displaced people, returnees, women and children. This year was the first year of implementation of Australia’s multiyear Regional Humanitarian Strategy for Afghanistan and Pakistan (\$60m, 2018-2020), which focused on addressing the most urgent needs of vulnerable Afghans including food security, protection and health.

Outcome 5: Vulnerable Afghans in target areas receive lifesaving services

Target: 300,000 Returnees/Refugees/ IDPs/Host communities access lifesaving services as a result of Australian aid (disaggregated by sex and disability)

The target was exceeded. In 2018, Australia provided humanitarian assistance to 836,140 women, men, girls and boys (451,781 females and 384,359 males)³⁰. This was more than double the target of 300,000 and reflects increased humanitarian need due to conflict, drought and displacement.

Through the World Food Program (WFP), Australia contributed to improved access to food, basic health services and protection through government and humanitarian programs and increased household resilience including for displaced, returnee and host communities. WFP reached 5.25 million people with food assistance across all 34 provinces during 2018; 4.48 million people received in-kind assistance and 770,000 people were supported through cash transfers. WFP primarily focused on large-scale drought response, which reached 2.8 million people with emergency food and nutrition assistance, in addition to 648,000 people affected by other natural disasters, principally conflict-affected IDPs, refugees and returnees.

To maximise effectiveness, WFP created an innovative twinning arrangement with donors. This arrangement enabled the Government of Afghanistan to mobilize 60,000 megatons of wheat grain from its Strategic Grain Reserve, which WFP milled and fortified before delivering to drought-affected people. This approach led to a more efficient, timely, and effective response to the drought.

The UN Office for the Coordination of Humanitarian Affairs (UNOCHA) manages the Afghanistan Humanitarian Fund (AHF) which reached 4.5 million people in 2018³¹, exceeding its target. The AHF mechanism was particularly effective in supporting communities in hard-to-reach areas (accounting for at least 32 percent of total funding in 2018). By providing support through the AHF, Australia increased the reach of our assistance. Australia was the eighth largest donor to the AHF in 2018 and an Advisory Board Member (with the UK and Sweden). Our Board position continued to provide visibility and influence over allocation prioritisation, process and coordination, and allowed us to advocate for Australia’s priorities including gender and disability. Through this engagement we have secured agreement by UNOCHA to collect disability disaggregated data for the next reporting period.

In 2018, over 820,000 Afghans returned from Iran and Pakistan. With our funding, the International Organization for Migration (IOM) provided post arrival humanitarian assistance to over 2,300 returned vulnerable families (more than 11,500 individuals - 5,560 male/5,976 female) and provided cash assistance to more than 11,100 individual returnees (6,471 male/4,642 female), significantly exceeding the 6,900 individuals targeted. IOM also provided special assistance to 395 persons with specific needs, including family tracing, reunification, special transportation and assistance to 10 provinces of high returns³².

²⁹ According to the UNOCHA Financial tracking service website. https://fts.unocha.org/countries/1/donors/2018?order=total_funding&sort=desc

³⁰ Development results aggregated from Annual reports for WFP, AHF and UNFPA which can be sourced at the following links. WFP - <https://docs.wfp.org/api/documents/WFP-0000104251/download/> AHF - <https://www.unocha.org/publication/country-based-pool-funds/afghanistan-humanitarian-fund-2018-annual-report> UNFPA - <https://www.unfpa.org/data/transparency-portal/unfpa-afghanistan>

³¹ UNOCHA 2018 Annual Report <https://www.unocha.org/sites/unocha/files/Afghanistan%20HF%20Annual%20Report%202018.pdf>

³² IOM Afghanistan assisted voluntary return and reintegration 2018 annual report: https://afghanistan.iom.int/sites/default/files/Reports/avrr_statistical_report_jan-dec_2018.pdf

The UN Population Fund (UNFPA) performed strongly, achieving or exceeding almost all indicators. This included provision of health services to over 83,700 female returnees, internally displaced people (IDPs) and host community members; providing services to almost 2,400 gender based violence (GBV) survivors; and meeting or exceeding all targets for training on GBV case management, psychosocial support, midwife training, and reproductive health coordination.

At the November 2018 Geneva Conference on Afghanistan, Foreign Minister Payne announced a \$5 million contribution to provide emergency assistance to almost 1.4 million Afghans who were on the verge of acute famine. This is in addition to the \$5 million that then Foreign Minister Bishop announced in July 2018 to support the most vulnerable to gain immediate access to specialised nutritional products.³³

Agricultural and natural resources

Australia is supporting the longer term process of improving productivity and the resilience of agriculture which underpins the vast majority of livelihoods in Afghanistan. Over 80 percent of Afghanistan's economy is driven by the agricultural sector. In this reporting period, eight years of the Australia-Afghanistan Agricultural Research for Development program, implemented in partnership with Afghan institutions and Australian Centre for International Agricultural Research (ACIAR), was completed. The Afghan Government now has the technical capacity to test staple cereal varieties (wheat and maize) across Afghanistan's major agro-climatic zones. Wheat varieties, released under the program, outperformed local varieties by an average of 15 to 16 percent. Australia worked with the Afghan Government to improve its capacity to adopt and implement the findings of such research through technical support provided under the Dry Land Farming Strategy.

The Australia – Afghanistan Community Resilience Scheme (AACRS) met all project targets to improve agricultural based livelihoods. Impact assessments after four years of AACRS implementation in 2018 revealed the program has delivered benefits such as new income streams, increased food security and reduced vulnerability to natural disasters, to at least 50,000 of the most vulnerable households in eight districts in Afghanistan. For example, improvements to farming practices introduced by AACRS, such as new crop varieties and better growing techniques, have reduced the average number of months that people report being hungry from 7.53 to 2.85 per year for 24,000 households. Small scale irrigation schemes have reduced vulnerability to flood and drought disaster and improved agricultural production for over 20,000 households.

AACRS activities have demonstrated that supporting the diversification of crops grown by smallholders can increase rural household incomes. In Badghis province, 14,000 people benefited from diversifying their production from wheat, potato and vegetables to include honey, chickens and pistachios with the support of the AACRS. Those that diversified crop production doubled their average income over a four year period.

In Bamyan province, youth have been trained as agricultural and livestock service providers. They have served 3,180 households, vaccinating 18,000 animals. The average income of men and women service providers has increased from US\$3 per day to US\$9 per day. Services are being provided on a user pays basis giving a strong indication that they will be provided sustainably.

Australia supported Afghans to manage their water resources through other means. CSIRO commenced work on developing a water information management system and the International Centre for Integrated Mountain Development (ICIMOD) developed early warning system for floods.

CARE – increasing girls education access

Australia has supported girls' education in rural and remote areas of Afghanistan since 2011. As a result of our support to CARE's Empowerment through Education program, now in its third phase, over 30,000 students have been able to attend school. During the reporting period the project provided support to 255 primary and lower-secondary Community Based Education classes that support 7,586 students (83 percent girls) to attend school,

³³ Former Foreign Minister, Julie Bishop media release for additional \$5million in humanitarian support.

https://foreignminister.gov.au/releases/Pages/2018/jb_mr_180718.aspx?w=tb1CaGpkPX%2FIS0K%2Bg9ZKEg%3D%3D

and funded 420 school teachers (56 percent female) in 158 rural and remote communities. These results exceeded project targets and are additionally impressive in the face of changes in the security environment.

In addition to providing basic education the project builds the capacity of stakeholders including teachers, students, parents, community elders and Ministry of Education officials in women's empowerment, child marriage, and disability inclusion to help drive longer-term changes in community attitudes towards girls' education. Training for teachers focuses on quality education, such as lesson planning, inclusive learning practices and child psychology. As a result of this training, 2018 reporting showed that students in the CARE program scored on average five percent higher than Ministry of Education school students in exams.

Afghanistan's education sector will be vital to ensuring any peace settlement is able to be embedded in the country and that Afghanistan can take advantage of its human resources for future economic growth.

Ending Violence Against Women (EVAW)

Women's rights are fundamentally important to Afghanistan's path into sustainable development. Our flagship EVAW program is Australia's largest investment in this sector.

Target: 2,000 female survivors of violence receive services (medical, protection, legal)

This target was partially met. In 2018, UN Women supported four Women Protection Centres to register over 1,200 violence against women cases and provide legal services and other 24-hour lifesaving essential services (870 of the 1,200 cases were resolved through legal action, counselling or mediation). In 2018, a number of activities commenced that provide a foundation to meet targets in future years, by registering cases or raising community awareness. The Afghan Independent Human Rights Commission (AIHRC) for example registered over 4,300 cases of violence against women and referred more than 1,200 cases to appropriate state institutions for legal protection.

Outcome 6: Improved attitudes towards EVAW in targeted areas

Target: Proportion of all/men/women who show evidence of changed attitudes towards violence against women maintained at 2017 levels

A number of activities aimed at improving attitudes towards EVAW were implemented, but attitudes data was not captured consistently in partner reporting. A management action for 2019-20 will be to revise the target capacity.

The Asia Foundation established 72 community dialogue groups, 12 Family Resolution Centres and community training sessions in eight provinces on women's rights in Islam to help change community attitudes. The Afghan Women's Network ran a social media and telephone campaign to mark 16 days of activism to end violence against women in Afghanistan and arranged four community meetings with tribal leaders to raise awareness about the EVAW law. The Asia Foundation conducted panel discussions on women's rights in Islam with 800 university students, along with lecturers and religious scholars. All implementing partners' projects include significant engagement with men and boys at government and community levels, in acknowledgment of the significant, dominant role of men in Afghan society.

As noted in Objective 2, UNFPA trained over 1,000 law enforcement officials on violence against women case management, who were then responsible for registering over 1,400 new cases. Another EVAW partner, the Afghanistan Independent Human Rights Commission (AIHRC), successfully advocated during the reporting period to criminalise forced virginity testing.

We complemented ERAW with policy dialogue on gender rights and gender based violence prevention. In the humanitarian sector, we used our position on the Board of the AHF to advocate for gender based reporting and the mainstreaming of gender considerations within WFP initiatives. In the agricultural sector, we worked with the Government of Afghanistan to support their Women's Economic Empowerment Program by sharing experience from non-governmental partners. Through our dialogue with the Afghan government we were able to share our experience with women's savings and loans associations as the government establishes its plans to provide access to finances to women across the country. Our support for the Afghan women's delegation described in objective 1 raised the profile of prominent Afghan women against the background of the emergent peace process.

MUTUAL OBLIGATIONS

Australia and Afghanistan's mutual obligations are outlined in a Memorandum of Understanding (MoU) on Development Cooperation between Australia and Afghanistan signed in April 2017. In addition, Australia and the Afghan Government are committed to achieving the mutual accountability targets outlined in the Geneva Mutual Accountability Framework (GMAF), which was endorsed by the Afghan Government and the international community in November 2018.

The GMAF is a continuation of the Self-Reliance Mutual Accountability Framework developed in 2016 and represents an updated set of short-term deliverables for the period 2019-2020. This framework is a compact between the Afghan Government and the international community to guide mutual development commitments. The Afghan Government has committed to a range of reforms across five areas: 1) improving security and political stability; 2) anti-corruption, governance, rule of law and human rights; 3) fiscal sustainability and integrity of public finance, and commercial banking; 4) reforming development planning and management and citizen's development rights; and 5) private sector development and inclusive growth. In return, the international community agreed to provide at least 50 percent of its bilateral aid through the Afghan Government budget ('on-budget'), and align at least 80 percent with the National Priority Programs (NPP) – a commitment Australia continues to meet including in 2018-19³⁴.

Under the GMAF, the Afghan Government and the international community continued existing mechanisms to monitor performance against the accountability framework, including:

- the Joint Coordination and Monitoring Board (JCMB) to review progress on a regular basis (meetings conducted in July 2018 and July 2019);
- Senior Officials Meetings (SOM) to be held every second year to review progress (held in December 2017, next to be scheduled in the first half of 2020), and
- Ministerial-level meetings every second year (Brussels in October 2016; Geneva November 2018 and one in the second half of 2020 (location not yet known)).

Australia remained active in all of these meetings and is committed to strengthening our ability to engage in policy dialogue about gender issues and advancing our international reputation as a global leader on gender equality and women's empowerment. As part of our engagement at the Geneva Ministerial Conference, along with other donors, Australia lobbied for gender to be considered as a mainstreamed issue. Complementing these efforts, in the margins of the conference, Australia hosted an event to mark the 16 Days of Activism which included presentations from Afghan and international advocates. In 2018 Australia provided support to an international track two conference on peace in Afghanistan. Leveraging this support we successfully advocated for increased participation by women at the event which had significant impact on the overall outcomes of the conference.

³⁴ In 2018-19, Australia delivered 55 percent through on-budget mechanisms, when the humanitarian spend (\$13m) is excluded, and over 80 percent of the bilateral aid budget was aligned with NPPs.

The *Australia–Afghanistan Development Cooperation MOU*, signed in April 2017, is based on principles of mutual trust, mutual responsibility and mutual accountability for improved development outcomes. It recognises the GMAF as the guiding compact between Afghanistan and the international community. The Australian and Afghan Governments reviewed the partnership through an annual Development Cooperation Dialogue meeting which occurred in April 2019.

Over the reporting period, Australia continued to be active in the international community’s policy dialogue with the Afghan Government, through UN-led mechanisms and engagement in the 5+4+3 grouping.³⁵ To support the Afghan Government to maintain more effective governance, Australia participates in the oversight forums relating to our ‘on-budget’ (ARTF) assistance. For the ARTF, these are the ARTF Steering Committee, the Strategy Group, the Gender Working Group (a working group that has been reinvigorated with Australian participation) and the Incentive Program Working Group (IPWG). Australia continues to engage with UNDP’s LOTFA program through Project Board meetings and regular donor meetings to improve performance by UNDP and enhance coordination across the law, justice and security sector.

PROGRAM QUALITY AND PARTNER PERFORMANCE

Overview

Monitoring and evaluation is difficult in Afghanistan. Access to program sites is increasingly restricted and national data systems are disrupted by increased conflict. The program identified this as a risk in 2017 and has been developing new approaches to remote monitoring and management, with the benefit of an innovative practice grant from DFAT’s Innovation Xchange (iXc). As a result of this the 2018-19 APPR is reporting on a new Aid Investment Plan and Performance Assessment Framework (PAF) which integrates six principles and uses a complexity-aware combination of program-level indicators and “sentinel” indicators which track changes at the whole of system level. Much has been done to advance this work throughout the reporting period and work is ongoing. Annex F outlines progress towards implementing this approach.

The program is highly consolidated, with only seven current investments over the \$3m reporting threshold. Further consolidation may be necessary should conditions change dramatically in the wake of a political settlement. The program remains nimble to address the complexities of operating in a high risk conflict-affected environment with restricted staffing numbers in Kabul. The program also maintains agility to respond to emerging issues and opportunities, including a possible peace process which may lead to positive peace dividends.

Aid Quality Checks (AQC)

The 2018-19 AQC process was revised to focus on fewer quality criteria - effectiveness, efficiency and gender equality. Reflecting how monitoring and evaluation data and project sustainability support the assessment of effectiveness and efficiency, the previously separate scores have now been integrated. No changes were made to Final-AQCs or Humanitarian AQC templates.

AQC ratings (including one Final AQC and one Humanitarian AQC) remained fairly constant against 2017-18. Afghanistan investments remain highly relevant, with most unsatisfactory ratings relating to the Sustainment portfolio reflecting the concerns with UNDP’s Law and Order Trust Fund for Afghanistan, leading to the red rating for Objective 2 and the reprogramming of various investments within this objective.

Australia’s efforts to increase gender reporting in the World Bank administered ARTF are reflected in an increase from four to five for Gender Equality in this year’s AQC. However, CARE’s Empowerment through Education program remains the only investment found to satisfy all criteria (a score of five in all measures). This

³⁵ 5+4+3 donor grouping includes: Australia, EU, Germany, Japan, UK, US, Canada, Italy, a Nordic representative, the World Bank, Asian Development Bank and UNAMA

reflects the highly challenging operating environment for other investments. A table of AQC ratings is included in Annex D.

Performance of key delivery partners

To maximise the effectiveness of our aid expenditure, Australia selects delivery partners with experience in Afghanistan, as well as a track record of delivering results in the relevant sector. Working with trusted partners is also a key pillar of our remote monitoring approach. Thirteen Partner Performance Assessments (PPAs) were concluded over the reporting period: five for multilateral partners and eight for NGOs. The 2018-19 PPAs indicate that all delivery partners are performing at an adequate or higher level across all assessment criteria.

In 2018-19, the bulk of Australian aid to Afghanistan was delivered through multilateral agencies. Multilaterals remain important partners in Afghanistan, delivering value for money while minimising duplication and donor fragmentation, and enabling access to areas of Afghanistan beyond Australia's capability. While this approach will remain a key pillar of our aid program to Afghanistan going forward concerns with the performance of the UNDP managed LOTFA has necessitated a change to the way we deliver our sustainment commitment.

NGOs delivered 14 percent of Australia's aid in 2018-19. PPAs³⁶ for NGOs showed generally strong performance. The sectors where DFAT works with NGOs – ERAW, rural and agricultural development, community based education – typically require longstanding good relationships at the community level, reach into sensitive and underserved areas, and have a track record of delivering good quality services that improve people's lives.

NGO partners have proven to be flexible and adaptive in this challenging context, as shown through their willingness to work with DFAT to change implementation arrangements in response to increased risk. Ensuring sustainability of these activities remains a challenge due to the often limited ability of the Afghan Government to take responsibility for investments when programs end. Recognising these limitations, international NGO partners have placed a strong emphasis on community ownership to increase program sustainability. With many of these programs now in a second or third phase DFAT continues to work with implementing partners to incorporate the rich data held on social change and perceptions into reporting.

³⁶ CARE Australia, ActionAid Australia, World Vision Australia, Aga Khan Foundation, The Asia Foundation, Oxfam Australia, Afghan Women's Network, Afghan Independent Human Rights Commission

RISKS

DFAT monitors risks in Afghanistan closely and maintains a detailed risk register, which informs the conflict-sensitive 'do no harm' approach to our work. Security risks across Afghanistan have increased over the reporting period and this is driving changes to the way Australia's aid is delivered and monitored.

Table 3: Management of Key Risks to Achieving Objectives

Key risks (emerging and ongoing)	What actions were taken to manage the risks over the past year?	What further actions will be taken to manage the risks in the coming year?	Provide a Risk Rating (low, medium, high, very high)
Insecurity results in unacceptable risks to safety (staff and partners)	<ul style="list-style-type: none"> › Review of strengthened security settings. › Reduced need to travel outside Embassy through program consolidation. › Security and consular briefings with Australian NGOs operating in Afghanistan › Continued progress to develop remote monitoring mechanism through the M&E Lab 	<ul style="list-style-type: none"> › Continue to monitor the security situation and update security protocols if needed. › Re-design programs and further consolidate if necessary should the security situation deteriorate. 	High
DFAT is unable to effectively monitor and evaluate existing investments in Afghanistan	<ul style="list-style-type: none"> › Maintain strong relationships with implementing partners to ensure timely access to information on program effectiveness and outcomes. › Regularly monitor partners M&E activities and their capacity to operate in areas that are insecure and difficult to access. › implementation of Afghanistan M&E Lab with funding assistance from the iXc's Innovative Practice Fund 	<ul style="list-style-type: none"> › Continue to embed the work of the Afghanising M&E Lab project to identify and test innovative approaches to M&E in a complex, conflict-affected environment. 	Medium
DFAT is unable to effectively manage existing investments in Afghanistan	<ul style="list-style-type: none"> › Nimble management of the program between Canberra and Post ensures that reduced staff are used effectively. › Regular discussion between Post and Canberra on priorities to ensure focus on the most important issues to manage workloads and staff absences on decompression leave. 	<ul style="list-style-type: none"> › Post actively recruiting LES, AS PAB to ensure staff profile in Canberra is appropriate. › Continue to monitor the situation in Afghanistan to ensure the program remains effective in the changing environment. 	Medium

Any activity that involves staff time in the field is considered very high risk and as described above, NGO partners have sought to change the way they deliver aid to reduce security risk. While contributing to trust funds and pooled mechanisms is a lower direct risk, it does present issues of partner performance and program delivery that necessitate ongoing active management. Bilateral programming is delivered through trusted partners and Australia is investing in developing alternative ways to monitor, verify and report on that work.

Afghanistan is a do not travel destination on SmartTraveller³⁷ and Australian NGOs receiving DFAT funding are expected to comply with this advice. DFAT also provides regular security briefs on Afghanistan to the Australian NGO community.

³⁷ <https://smartraveller.gov.au/Countries/asia/south/Pages/afghanistan.aspx>

MANAGEMENT ACTIONS

Management Actions 2019-20:

- Program level: embed adjusted M&E arrangements (ongoing)
- Program level: begin work on a post-2020 AIP, program structure and operational strategy, taking into account of the outcomes, if any, of ongoing US-Taliban-Afghan Government negotiations
- Program level: contribute to the departmental strategy for Women Peace and Security to identify and develop strategies to ensure that we are able to progress a women's empowerment and rights agenda in line with our existing engagement with restricted resources in Kabul (ongoing)
- Investment level: implement our engagement strategy for ARTF including support for ARTF's adaption to the current context in Afghanistan, and engage actively in World Bank improvements to the reporting Scorecard (Q4 2019)
- Investment level: develop a new outcome and indicators to suit the new focus of the sustainment package; closely monitor the next phase of LOTFA with a focus on advocating for more effective and sustainable projects (ongoing)
- Investment level: continue to provide humanitarian strategy partners with opportunities for increased coordination, lesson sharing and collaboration between partners, retaining this as a focus for the annual meeting in Q3 2019 (ongoing)
- Investment level: explore linkages between AACRS, ACIAR and dry land farming programs with the Government of Afghanistan's agriculture National Priority Programs to create a programmatic approach to Agriculture
- Operational: adjust indicator for Outcome 6 noting that accurate data on attitudes towards violence against women is not available
- Operational: adjust Outcome 5 and create an indicator on wellbeing to reflect resilience activities as well as humanitarian support
- Operational: consider outreach options for various outsourcing opportunities, including but not limited to, analysis and performance tracking (in line with the M&E Lab principles)

ANNEX A - PROGRESS IN ADDRESSING MANAGEMENT ACTIONS

Management responses identified in 2017-18 APPR	Rating	Progress made in 2018-19
Program level: implement draft AIP including adjusted M&E arrangements (ongoing, pending approval of draft AIP in Q3 2018)	Achieved	Draft AIP 2018-2020 approved by the Aid Governance Board and all 2018/19 reporting has been completed using the draft AIP objectives and performance framework.
Program level: Identify and develop strategies for advocacy on gender (to be led from Canberra) to ensure that we are able to progress a women's empowerment and rights agenda with restricted resources in Kabul (ongoing)	Achieved	A new gender strategy has been developed but additional work will take place to link it to Australia's National Action Plan on Women Peace and Security.
Investment level: Continue to embed adaptive management into EAW to ensure we meet our do no harm obligations (ongoing)	Achieved	Adaptive management system is embedded into the EAW program and reviewed quarterly by all partners.
Investment level: Finalise engagement strategy for ARTF (identifying specific advocacy points on gender and M&E, in support of ARTF reform processes), support ARTF's adaption to the current and post-2020 context in Afghanistan, and engage actively in World Bank improvements to the reporting scorecard (Q3 2018)	Achieved	Our ARTF engagement strategy is guiding our engagement with the Bank. We are continuing to engage actively also in the upgrades to the scorecard.
Investment level: Finalise engagement strategy for LOTFA, closely monitor LOTFA's terms of reference for its new phase and engage on M&E arrangements, advocate for LOTFA to engage more effectively with capitals, developing other elements of the sustainment package as necessary (ongoing)	Achieved	LOTFA ToR agreed by the project board in November 2018 with M&E activities underway. Development of new sustainment package progressed and further reporting to be included in the next reporting cycle.
Investment level: Continue to provide humanitarian strategy partners with additional opportunities for increased coordination, lesson sharing and collaboration between partners, retaining this as a focus for the second annual meeting in Q3 2019 (ongoing and Q3 2019).	Achieved	Annual regional humanitarian meeting held in Bangkok in May 2018, which discussed coordination and collaboration with WFP, UNFPA, and UNOCHA offices in Afghanistan and Pakistan. The 2019 regional humanitarian meeting will be held in Bangkok before the end of 2019.
Investment level: Implement AACRS extension phase for remaining partners and continue to closely monitor and manage risks. Provide lesson sharing opportunities for NGOs on women's empowerment approaches and sustainable exit strategies. Develop and implement scheme-level PAF (ongoing)	Achieved	AACRS extension phase was implemented by September 2018. The annual partner meeting was held in Dubai in June 2019 where partners reported on the scheme-level PAF, women's empowerment approaches and sustainable exit strategies for end 2020.
Investment level: identify links with between AACRS and ACIAR and the Afghan Government to facilitate the increased adoption of agricultural research (ongoing)	Partly achieved	Ongoing links between AACRS and the Afghan Government are being explored for the continuation of ACIAR's agricultural research to facilitate the increased adoption. We have advocated for some of this research to be included within the Afghan Governments Afghanistan Self-Reliance Accelerator Package (ASAP).
Operational: continue progress on managing the aid program from Canberra, linking into the M&E Lab project on remote monitoring and management. (ongoing)	Achieved	Contracts under the M&E Lab project in place.

Note:

- Achieved. Significant progress has been made in addressing the issue
- Partly achieved. Some progress has been made in addressing the issue, but the issue has not been resolved
- Not achieved. Progress in addressing the issue has been significantly below expectations

ANNEX B – PERFORMANCE BENCHMARKS

1 Progress towards Performance Benchmarks in 2018-19

Aid objective	2018-19 Performance Benchmark	Rating	Progress in 2018-19
A more peaceful, inclusive and responsive Afghan state	Increased participation by Afghan women and/or focus on gender equality and women's empowerment issues at key targeted national and international policy forums	Achieved	Australia raised gender issues and/or lobbied for Afghan women's voices to be included in several forums, including the ARTF Gender Working Group, the Geneva Ministerial Conference, a side event in Geneva on violence against women to mark the international 16 days of activism and Women, Peace and Security initiatives to encourage and highlight the role of women in the peace process.
	ARTF annual scorecard template is revised to include project, program and portfolio-level outcome reporting, in line with donor expectations.	Partly achieved	Improvements were made (from DFAT's perspective) over the reporting year, but the scorecard was delayed and outcome reporting is still at an early stage. However, there has been a huge improvement in formation flow between the World Bank and donors, following recruitment of a specialist to manage this side of the program.
Security conditions for economic recovery are strengthened	80% of police paid using biometric system	Achieved	Despite Australia not contributing funds to LOTFA during the reporting period this target has been met using residual funds with 92% of police payments made through the biometric electronic pay system.
	Contracts awarded and designs complete for a CCTV building, refurbishment of buildings for Police Unit 01 headquarters, and where possible police checkpoints.	Partly achieved	Negotiations completed to providing funds to the United Nations Office for Project Services (UNOPS) for the Kabul Security Infrastructure Project (KSIP) to design and construct a CCTV building, refurbish buildings for the Kabul Police Unit 01 and upgrade high priority Police District Offices and checkpoints throughout Kabul. Contract and designs not yet complete.
	800 police trained	Achieved	Under our EAW program UNFPA exceeded this target training 1,019 law enforcement officials.
The lives of vulnerable Afghans are improved through targeted Australian support	300,000 returnees/refugees/IDPs/ host communities access lifesaving services as a result of Australian aid (disaggregated by sex and disability)	Achieved	In 2018, Australia provided humanitarian assistance to 836,140 women, men, girls and boys (451,781 women and 384,359 men). This was more than double the target of 300,000 and reflects increased humanitarian need due to conflict, drought and displacement.

Aid objective	2018-19 Performance Benchmark	Rating	Progress in 2018-19
	2,000 Female survivors of violence receive services (protection, medical, legal)	Partly achieved	This target was partially met. In 2018 UN Women supported four Women Protection Centres to register 1,209 VAW cases (870 of which were resolved through legal action, counselling or mediation)
	Proportion of population who show evidence of changed attitudes towards violence against women maintained at 2017 levels	Partly Achieved	Data for this target was not provided and consideration will be given to revising it so the program achievements are captured. A number of activities aimed at improving attitudes towards EVAW were implemented.

Note:

- Achieved. Significant progress has been made and the performance benchmark was achieved
- Partly achieved. Some progress has been made towards achieving the performance benchmark, but progress was less than anticipated.
- Not achieved. Progress towards the performance benchmark has been significantly below expectations

2 Performance Benchmarks for 2019-20

Aid objective	Performance Benchmark	2018-19	2019-20
A more peaceful, inclusive and responsive Afghan state	Enhanced diplomatic and multilateral engagement on gender equality and women's empowerment across Australia's aid program in Afghanistan	Increased participation by Afghan women and/or focus on gender equality and women's empowerment issues at key targeted national and international policy forums	Increased participation by Afghan women and/or focus on gender equality and women's empowerment issues at key targeted national and international policy forums
	Improved ARTF outcome reporting	ARTF annual scorecard template is revised to include project, program and portfolio-level outcome reporting, in line with donor expectations.	2018 ARTF annual scorecard is published on time in 2019.
Security conditions for economic recovery are strengthened	All Afghan National Police are paid a regular salary using the biometric system	80% of police paid using biometric system	80% of police paid using biometric system
	Afghan National Police are better able to provide security in Kabul and surrounding areas	Contracts awarded and designs complete for CCTV building, refurbishment of buildings for Police Unit 01 headquarters, and where possible police checkpoints.	Construction for CCTV building and MOI compound commenced.
		800 police trained	800 police trained
The lives of vulnerable Afghans are improved through targeted Australian support	Vulnerable Afghans in target areas receive lifesaving services	300,000 returnees/refugees/IDPs/host communities access lifesaving services as a result of Australian aid (disaggregated by sex and disability)	300,000 returnees/refugees/IDPs/host communities access lifesaving services as a result of Australian aid (disaggregated by sex and disability)
		2,000 Female survivors of violence receive services (protection, medical, legal)	2,000 Female survivors of violence receive services (protection, medical, legal)
	Improved attitudes towards EAW in targeted areas	Proportion of population who show evidence of changed attitudes towards violence against women maintained at 2017 levels	Proportion of population who show evidence of changed attitudes towards violence against women is maintained

Annex C - Evaluation Planning

1 LIST OF EVALUATIONS COMPLETED IN THE REPORTING PERIOD

Investment number and name (if applicable)	Name of evaluation	Date completed	Date Evaluation report Uploaded into AidWorks	Date Management response uploaded into AidWorks	Published on website
Final Evaluation: ACIAR Afghanistan Agricultural Rural Research Portfolio	INK459 - ACIAR Afghanistan Agricultural Rural Research Portfolio	December 2018	June 2019	December 2018	December 2018
Review of the Afghanistan Reconstruction Trust Fund	INI510 – Afghanistan Reconstruction Trust Fund	September 2018	End 2018	December 2018	January 2019
Review of the UNDP Law and Order Trust Fund for Afghanistan	INK702 – Afghanistan National Security Forces Sustainment	September 2018	End 2018	December 2018	January 2019

2 LIST OF PROGRAM PRIORITISED EVALUATIONS PLANNED FOR THE NEXT 12 MONTHS

Evaluation title	Investment number and name (if applicable)	Date – planned commencement (month/year)	Date – planned completion (month/year)	Purpose of evaluation	Evaluation type
Mid-Term Review of the Afghanistan Empowerment through Education Program	INJ806 - CARE - Empowerment through Education	August 2019	October 2019	<ul style="list-style-type: none"> - demonstrate results - verify performance - improve existing investment - examine value for money 	Partner Led
Midterm review of the regional humanitarian strategy	INL281 – Humanitarian action in Afghanistan	Early 2020	August 2020	Review effectiveness of regional approach to humanitarian funding	DFAT commissioned

ANNEX D - AID QUALITY CHECK RATINGS

1 AQC RATINGS

Investment name	Approved budget and duration	year on year	Relevance	Effectiveness	Efficiency	Monitoring and Evaluation	Sustainability	Gender equality	Risks and Safeguards
INI510 Afghanistan Reconstruction Trust Fund	\$457.7m	2019 AQC		4	5			5	
	2009-21	2018 AQC	6	4	4	3	4	4	n/a
INK 702 – Afghan National Security Forces Sustainment	\$168.6m	2019 AQC		3	4			3	
	2015-21	2018 AQC	5	4	3	4	4	3	n/a
INM435 - Ending Violence Against Women Phase 2	\$22.5m	2019 AQC		4	4			4	
	2017-20	2018 AQC	n/a	n/a	n/a	n/a	n/a	n/a	n/a
INJ806 - CARE - Empowerment through Education	\$32.2m	2019 AQC		5	5			5	
	2011-21	2018 AQC	6	5	5	5	5	5	n/a
INK 227 – Afghanistan Australia Community Resilience Scheme	\$38.6m	2019 AQC		4	4			4	
	2011-20	2018 AQC	5	4	4	3	4	4	n/a

2 HAQC RATINGS

Investment name	Approved budget and duration	Overall rating	Relevance	Effectiveness	Efficiency	Monitoring and Evaluation	Connectedness	Gender equality	Protection
INL 281 - Humanitarian Action in Afghanistan	\$105.3m 2014-20		5	4	5	4	4	5	5

3 FAQC RATINGS

Investment name	Approved budget and duration	Overall rating	Relevance	Effectiveness	Efficiency	Monitoring and Evaluation	Sustainability	Gender equality	Risks and Safeguards
INK 495 - ACIAR Afghanistan Research Portfolio	\$17.7m 2012-18	4	5	4	4	3	3	3	n/a

Definitions of rating scale:

Satisfactory (4, 5 and 6)

6 = Very good; satisfies criteria in all areas. 5 = Good; satisfies criteria in almost all areas.

4 = Adequate; on balance, satisfies criteria; does not fail in any major area.

Less than satisfactory (1, 2 and 3)

3 = Less than adequate; on balance does not satisfy criteria and/or fails in at least one major area.

2 = Poor; does not satisfy criteria in major areas. 1 = Very poor; does not satisfy criteria in many major area.

ANNEX E – PERFORMANCE ASSESSMENT FRAMEWORK

Outcome	Outcome Indicator	Target 2018-2019	Target 2019-2020	Contributing DFAT investments	Data collection and verification methods	Assumptions
Australia's Aid Objective³⁸ 1: A more peaceful, inclusive and responsive Afghan State						
Sub-objective³⁹ 1.1: Increased women's participation and leadership in conflict prevention, peace building, conflict resolution and relief and recovery						
<i>Sentinel indicator: Increased female participation in local-level civic engagement (ARTF Scorecard and annual reports, TAF Survey, Citizens Charter reporting, partner progress reports)</i>						
Outcome 1: Enhanced diplomatic and multilateral engagement on gender equality and women's empowerment	1.1 Number and quality of instances of engagement	Increased participation by Afghan women and/or focus on gender equality and women's empowerment issues at key targeted national and international policy forums	Increased participation by Afghan women and/or focus on gender equality and women's empowerment issues at key targeted national and international policy forums	Elections, WPS, all programs	Cable reporting, staff and partner feedback	Australian advocacy creates opportunities for women to influence critical policy processes (including peace), making those processes more representative and durable.
Sub-objective 1.2: ARTF reforms are able to demonstrate enhanced development impact, particularly for women						
<i>Sentinel indicator: Increased proportion of Afghan men and women report an increase in confidence in public institutions (ARTF Scorecard and TAF Survey)</i>						
Outcome 2: Improved ARTF outcome reporting	2.1 Quality of reporting on ARTF activities (scorecard reporting) includes sex disaggregation, results, outcomes and impacts	ARTF annual scorecard template is revised to include project, program and portfolio-level outcome reporting, in line with donor expectations.	2018 ARTF annual scorecard is published on time in 2019.	ARTF	ARTF scorecard	Improvements in ARTF reporting reflect greater attention to gender and outcomes at the operational level.

³⁸ Objectives have been set at the level of what the Afghan government would see as success, with Australia's involvement as one of many international partners

³⁹ Sub-objectives have been set at the level of Australia's specific interventions, with a logical pathway between the sub-objective and the outcome. Sentinel indicators are used to help test whether the logic between the outcomes and sub-objectives (or objective in the case of Obj 3) is sound.



Outcome	Outcome Indicator	Target 2018-2019	Target 2019-2020	Contributing DFAT investments	Data collection and verification methods	Assumptions
Australia's Aid Objective 2: Security conditions for economic recovery strengthened						
Sub-objective 2.1: Afghan citizens feel safer						
<i>Sentinel indicator: Increased proportion of Afghan men and women who feel safer in their communities and households⁴⁰ (TAF Survey, LOTFA annual reports)</i>						
<i>Sentinel indicator: Increased proportion of Afghan men and women who perceive the ANP positively (TAF survey, LOTFA annual reports)</i>						
Outcome 3: All Afghan National Police are paid a regular salary using the biometric system	3.1 % of salaries paid using biometric system	80%	80%	LOTFA	LOTFA annual reports Biannual and six monthly WPS reports ANP salary verification reports	Biometric salary payments reduce opportunity for corruption, allowing greater trust for police
Outcome 4: Afghan National Police are better able to provide security in Kabul and surrounding areas	4.1 Construction of Australian funded infrastructure improvements are made on time and on budget	Contracts awarded and designs complete for CCTV building, Refurbishment of buildings for Police Unit 01 headquarters, and where available police checkpoints	Construction for CCTV building and Refurbishment of buildings for Police Unit 01 headquarters commenced	Sustainment package	Implementing agency reports Monitoring visits/third party monitoring	Critical security infrastructure enables the ANP to provide greater security and safety in Kabul
	4.2 Number of male and female police officers trained (ADR)	800 police trained	800 police trained	EVAW (UNFPA)	EVAW partner reports	Police training enables GBV cases to be identified and appropriately handled.

⁴⁰ Our assumption is that safety has a link to mobility and the ability to conduct economic activity – cross reference against incomes data under Objective 3



Outcome	Outcome Indicator	Target 2018-2019	Target 2019-2020	Contributing DFAT investments	Data collection and verification methods	Assumptions
Australia's Aid Objective 3: The lives of vulnerable Afghans are improved through targeted Australian support						
<i>Sentinel indicator: Increase in household income in targeted areas (AACRS)</i>						
<i>Sentinel indicator: women's empowerment in target locations⁴¹[Under Construction]</i>						
Outcome 5: Vulnerable Afghans in target areas receive lifesaving services	5.1 Number of returning Afghan migrants, refugees, internally displaced peoples and their host communities accessing lifesaving services (ADR) – <i>disaggregated, where possible, by gender/age/disability</i>	300,000 returnees/refugees/ IDPs/host communities access lifesaving services as a result of Australian aid (disaggregated by sex and disability)	300,000 returnees/refugees/ IDPs/host communities access lifesaving services as a result of Australian aid (disaggregated by sex and disability)	CHF, AACRS, EAW, CARE education, UNFPA, WFP	TAF Annual Survey Partner Progress and Annual Reports	Humanitarian support is provided in a timely and effective manner, that provides protection and does no harm
	5.2 Number of female survivors of violence who access services (ADR)	2,000 Female survivors of violence receive services (medical, protection, legal)	2,000 Female survivors of violence receive services (medical, protection, legal)	EAW – UNFPA and UN Women	TAF Annual Survey Partner Progress and Annual Reports	Women's access to services enables them to address or escape violence
Outcome 6: Improved attitudes towards EAW in targeted areas	6.1 Increased proportion of targeted population groups show evidence of changed attitudes in support of ending violence against women	Proportion of all/men/women who show evidence of changed attitudes towards violence against women maintained at 2017 levels	Proportion of all/men/women who show evidence of changed attitudes towards violence against women is maintained	CHF, AACRS, EAW, UNFPA	TAF Annual Survey Partner Progress and Annual Reports	Changed social attitudes to violence against women will lead to lower incidence and better results for survivors in their communities

⁴¹ Work is underway to investigate the possibility of using banking and mobile phone big data to develop proxy indicators for aspects of women's empowerment. These proxy indicators could potentially be used to measure progress at the national level on the WEE NPP, or as a sentinel indicator, but the complexity of the work means that this is a long-term, exploratory project, with a strong emphasis on ethics.

ANNEX F – M&E LAB PROGRESS

Following the approval of the new Aid Investment Plan and Performance Assessment Framework by the Aid Governance Board in August 2018, work commenced to identify ways to effectively report against the sentinel indicators. It was noted in the approval process that this innovative approach would take further work to establish new collection methods and acquire the information required to set baseline data against some indicators.

The Asia Foundation's Survey of the Afghan People collects information across all 34 provinces in the country on security, reconciliation, economy, and governance to assess the mood and direction of the country. Now in its 14th edition, it is the longest-running barometer of Afghan opinion, making the TAF Survey the most widely used and credible data source for Afghanistan. In addition to our annual contribution to this survey for the 2019 Survey of the Afghan People DFAT have contracted TAF to do oversampling in 12 key districts. This additional sampling will allow for statistically significant analysis of the data. In addition to the oversampling we have added additional questions to the survey for these areas to specifically provide insight into market access and civic engagement.

The TAF Survey plays a pivotal role in providing data to assess five of the six sentinel indicators:

1. Increased proportion of Afghan men and women report an increase in confidence in public institutions
2. Increased female participation in local-level civic engagement
3. Increased proportion of Afghan men and women who perceive the ANP positively
4. Increased proportion of Afghan men and women who feel safer in their communities and households
5. Increase in household income in targeted areas
6. [under development – we will revise our approach]⁴²

A contract is now in place with UNDP to undertake monitoring and evaluation activities for the Law and Order Trust Fund (LOTFA). This work includes survey data on perceptions of both community members and police officers on safety, access to justice and corruption. This data will provide input to the analysis of sentinel indicators 3 and 4.

The Aga Khan Foundation Afghanistan has been engaged to undertake a study to explore the technical feasibility of using big data sources to develop proxy indicators to measure aspects of women's empowerment. This feasibility study aims to set the groundwork for national level scaling based on findings. In the initial phase we seek to ascertain whether banking data can be used to develop a proxy indicator for women's economic empowerment, and undertake foundational research on the possibility of using mobile phone big data to give insights into the lives of women in Afghanistan. This is a long-term investment into exploring opportunities of big data for M&E purposes. The project has a strong focus on ethics. The outcome of this study will inform the development of the sixth sentinel indicator targeting women's empowerment in target areas. Mobile phone big data could also potentially be used to develop proxy indicators for incomes (sentinel indicator 5).

DFAT is also exploring options to support the implementation of the remote monitoring approach over the longer term through the development of a mechanism to provide technical assistance and analytics capability.

⁴² This indicator has two parts. One is under development, and the second, around attitudes to violence against women, is not captured currently by the TAF survey and is not being adequately tracked in partner reporting as was expected when it was developed.