Key messages

This APPR summarises the performance of Australian aid to Afghanistan for January 2012 to 30 June 2013. It includes reporting from the Department of Defence, Department of Immigration and Citizenship and Australian Federal Police. Estimated official development assistance (ODA) expenditure for 2012–13 is $182.8 million. Progress is monitored against the four objectives of the Afghanistan Country Strategy 2010–2012:

1. enhancing basic service delivery in health and education
2. supporting rural development and livelihoods
3. improving governance and the effectiveness of the Afghan Government
4. supporting vulnerable populations


This APPR finds:

> Australian aid is making a measurable contribution to all four objectives. Humanitarian assistance is tracking consistently. In education and health, rural development and agriculture, and effective governance, progress is uneven, reflecting the real challenges of working in Afghanistan. The Afghanistan Program has a high degree of public interest and has scaled up rapidly.

> The program is relevant to Afghanistan’s development priorities and targeted to areas where Australia has comparative advantage, such as agriculture. Working with the Afghan Government and other donors, in the context of the agreed Afghanistan Aid Management Policy 2013–18, Australia has made further progress towards aligning its development assistance with the policies, priorities and processes of the Afghan Government.

> Progress has been made towards consolidation from a wide range of small-scale initiatives to fewer, larger, more targeted programs. The number of Department of Foreign Affairs and Trade (DFAT) initiatives reduced by 16 per cent since May 2012. The program’s largest investment (in the World–Bank managed Afghanistan Reconstruction Trust Fund) is among its most effective. However, there remains a need for flexible and responsive programming in Afghanistan’s fragile environment. The aid program’s success in supporting community-based education, demonstrates the value of well-targeted, small-scale programs in circumstances where, for example, development approaches need to be tested before being taken to scale.

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1 At the Kabul conference in July 2010, the Afghan Government presented the outlines of 22 National Priority Programs (NPPs) across six clusters. These NPPs establish a clear set of Afghan-determined development priorities, provide a framework for donors to align with Afghan priorities, and are intended to gain increased levels of on-budget support. All 22 NPPs have since been endorsed by the international community.
Effective aid delivery cannot be separated from an active policy and international engagement role. A significant achievement for the reporting period was the agreement of the Tokyo Mutual Accountability Framework and the bilateral Development Framework Agreement 2012–2017 between Australia and Afghanistan, in July 2012. Both agreements are evidence of Australia’s commitment to the development effectiveness principles of mutual accountability, donor coordination and harmonisation, and ownership. Meeting mutual commitments under these agreements is a key program deliverable.

Involvement in the Provincial Reconstruction Team (PRT) in Uruzgan, with a swift scale up following Australia assuming PRT leadership in 2010, has involved a unique set of challenges. Australian development-related assistance was designed to strengthen basic governance and improve service delivery. Results have been uneven due to security constraints and the low development base in Uruzgan. Clear progress has been made in provincial level planning and resource allocation in Uruzgan, establishing a platform for implementation of nationally-funded programs following security transition at the end of 2013. A 2012–13 perception survey funded by Australia indicates that combined development efforts have improved perceptions of government legitimacy, and that Australia is targeting aid to where it is most wanted (in particular, the education sector).

The challenge now will be to design and deliver a national-level program that supports Afghanistan’s broader transition process to self-reliance yet remains flexible enough to respond to changing circumstances. Setting realistic objectives and targets; developing innovative approaches to monitoring and evaluation; and strengthening gender focus are areas requiring further work. In an environment of extreme uncertainty, systems and practices for managing risk will remain critical.

The Afghanistan 2013–2014 Country Strategy articulates the sectoral consolidation of the Australian aid program to Afghanistan to focus on education; agriculture and rural development; and, governance, including gender equality. Australia will make no new bilateral investments in health, water and sanitation or infrastructure. A performance assessment framework for the Strategy is being developed.

The program must manage security requirements for in-country staff working in a dangerous, high-risk environment. A high level of coordination is also required for an effective whole-of-government effort, given the integrated security, diplomatic and development objectives of Australia’s engagement.

Context

Afghanistan is one of the poorest countries in the world. Conflict and instability severely impede development efforts. Historical and widespread gender inequality, compounded by high levels of violence against women, poses significant challenges. Afghan Government capacity is weak and corruption compounds the constraints that already exist. Afghanistan currently ranks 175 of 187 countries on the United Nations (UN) Human Development Index and is expected to meet only two of the Millennium Development Goals (MDGs) by 2020.

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2 Uruzgan Monitoring and Evaluation Program, Uruzgan Research Program Second Quarterly Summary Report: Summary perception survey results from Uruzgan Province, Afghanistan, 2013, pp. 1–3. This independent research was commissioned by Australia and managed by Coffey International Development.


4 Afghanistan did not sign the Millennium Declaration in 2000, doing so only in 2004. The country has since adapted the MDG timelines and targets to make them meaningful to an Afghan context. This includes extending timelines to 2020 and adding a ninth MDG on enhancing security (UNDP 2008, MDGs Islamic Republic of Afghanistan Vision 2020 Annual Progress Report).
Life expectancy is 49 years of age; around one in 10 children die before their fifth birthday.\(^5\) Around 9 million Afghans are illiterate and 30 per cent of school-aged children do not attend school.\(^6\)

These statistics reflect the impact of 30 years of conflict and the serious challenges of attempting to promote development in the midst of a violent insurgency. After more than a decade of international support, Afghanistan can highlight real development achievements. But these must be measured against the critically low base from which the country began in 2001. Afghanistan is making good progress towards MDG 2, achieving universal education, and MDG 5, improving maternal health. A total of 7.7 million children are enrolled in basic education, including 2.9 million girls.\(^7\) Available data indicates that youth literacy has improved from a low base.\(^8\) Between 2000 and 2010, the maternal mortality ratio (deaths during or within 42 days of pregnancy) is estimated to have dropped from 1000 deaths to 460 deaths per 100 000 live births.\(^9\) More than 12 000 kilometres of rural roads have been rehabilitated, providing employment, transport links and access to markets for ordinary Afghans.\(^10\)

Afghanistan faces parallel political, economic and security transitions in the coming years. The outcome of these processes will fundamentally affect the country’s future. The transfer of security responsibilities from international to Afghan forces will conclude in 2014. The conduct of the 2014 Presidential and 2015 Parliamentary elections will be crucial to the Afghan state’s legitimacy. Afghanistan’s economy will likely weaken as international forces withdraw and donors reduce their funding. Unemployment is rising, corruption remains prevalent and there is rapid population growth, combined with urbanisation. Delivering aid continues to be uniquely challenging in this complex environment. There are no low-risk programming options.

Afghanistan will continue to require sustained international support, but also effective national leadership, to sustain gains made over the past 10 years. World Bank analysis indicates even the fastest performing countries take on average 20 to 30 years, a generation, to move from situations of fragility to a more resilient, institutions-based state.\(^11\)

During this reporting period, the aid program has been one element of an integrated Australian whole-of-government effort in Afghanistan, which has, in turn, been part of the UN-mandated International Security Assistance Force (ISAF) mission. This mission includes 50 countries and involves inter-linked security, diplomatic and development objectives. Uruzgan—one of the least developed provinces—has been a particular focus for Australian aid during this period, as Australian troops have been based there.

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\(^7\) The World Bank, ARTF Results Matrix 2013, The World Bank, Kabul, 2013.
Australian aid in Uruzgan

Australia’s involvement in Uruzgan represents a unique chapter in the aid program. Since August 2010, Australia has led the multinational PRT in Uruzgan. Under Australian leadership the PRT’s development-related assistance has been designed to improve basic administration and the functionality of the provincial and district governments, in particular: managing public finances and extending basic health and education services to communities. This complements progress on security and promotes stability. The PRT Director and the Deputy Director (Development) are from DFAT, with other Australian civilian and military personnel.

Uruzgan’s development needs are immense. It is one of the least developed provinces in Afghanistan, and has amongst the lowest development indicators in the world. Only ten per cent of the population is literate, with the literacy rate for women close to zero. There is almost no access to skilled antenatal care and very few births are attended by skilled attendance. Less than twenty per cent of people have access to clean water. There is little access to safe sanitation facilities. 12

In this challenging environment, Australia has contributed to some substantial development achievements. The Uruzgan Monitoring and Evaluation Program (UMEP) analysis of citizen perception surveys, for example, found improvements to, and satisfaction with, education, health, justice and infrastructure services to be associated with positive views of government legitimacy at all levels. This applies across all districts in Uruzgan. 13

Key Australian contributions in Uruzgan include:

- school construction and rehabilitation—there are now 38 girls’ schools and more than 200 schools in total in Uruzgan Province, a six-fold increase since 2006
- increased functioning of health facilities—from 9 in 2006 to 28 today
- improved maternal health care—up to 80 per cent of pregnant women now receive at least one antenatal health care visit, 24 new midwives and 26 nurses have been trained to support further improvements in women’s and maternal health services
- improving the capacity of provincial administration and service delivery—the percentage of government positions filled increased from 30 per cent in 2009 to 60 per cent in 2013
- with other donors, upgrading more than 200 kilometres of roads and bridges—this has generated employment opportunities for thousands of people in the province.

These results represent real and tangible improvements to life in Uruzgan. However, overall the effectiveness of Australia’s progress in Uruzgan, as reflected in the by QAI ratings, has been mixed. This reflects the real challenges of the operating environment and also the difficulties of rapidly increasing assistance (in particular from 2010–11) and engaging across a broad range of sectors.

In general, those programs rolled out rapidly and designed to support shorter term “stabilisation” objectives performed less well on effectiveness (for example, the Small Project Facility for Uruzgan). Other programs, such as the Supporting Local Governance in Uruzgan Program and the Children of Uruzgan Program have performed well in a difficult environment.

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Over the course of 2013, Australian military and civilian presence will gradually wind down in Uruzgan in keeping with the nationwide Afghan-led transition strategy agreed with the Afghan Government and Australia’s ISAF partners. The Australian Defence Force (ADF) and Australian civilian agencies are working closely with the Afghan Government to help ensure a smooth transition in Uruzgan, and most of Australia’s development programs in the province will conclude by the end of 2013.

The Australian aid program will continue to support Uruzgan through targeted activities, such as the Children of Uruzgan program, and to advocate for national programs to reach provinces such as Uruzgan to protect and advance development gains after transition. Ongoing progress will depend on the security environment and standards of governance. The Australian aid program will continue to support Uruzgan through targeted activities, such as including the Children of Uruzgan Education program, and to advocate for national programs to reach provinces such as Uruzgan to protect and advance development gains after transition. Ongoing progress will depend on the security environment and standards of governance.

Expenditure

In line with a decision to move all APPRs to financial year reporting periods, this APPR will be reported in two periods—January 2012 to June 2012 and the 2012—13 financial year.

Australian aid to Afghanistan is delivered primarily at national level (around 80 per cent of expenditure), with around 20 per cent delivered in Uruzgan Province. ODA expenditure is administered primarily by DFAT, but also by the Department of Defence, Department of Immigration and Citizenship, and Australian Federal Police.

<table>
<thead>
<tr>
<th>Program Goals</th>
<th>A$ million</th>
<th>% of bilateral program</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health</td>
<td>5.3</td>
<td>5</td>
</tr>
<tr>
<td>Education</td>
<td>11.8</td>
<td>12</td>
</tr>
<tr>
<td>Economic development</td>
<td>30.95</td>
<td>31</td>
</tr>
<tr>
<td>Improving Effective governance</td>
<td>24.75</td>
<td>25</td>
</tr>
<tr>
<td>Humanitarian and disaster response</td>
<td>9.1</td>
<td>9</td>
</tr>
<tr>
<td>General development support</td>
<td>17.35</td>
<td>17</td>
</tr>
</tbody>
</table>

Table 1A Expenditure 01 Jan 2012 - 30 Jun 2012
Source for Table 1A and 1B: aid program statistics May 2013

<table>
<thead>
<tr>
<th>Program Goals</th>
<th>A$ million</th>
<th>% of bilateral program</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health</td>
<td>7.9</td>
<td>4</td>
</tr>
<tr>
<td>Education</td>
<td>16.3</td>
<td>9</td>
</tr>
<tr>
<td>Economic development</td>
<td>48.8</td>
<td>27</td>
</tr>
<tr>
<td>Improving Effective governance</td>
<td>61.5</td>
<td>34</td>
</tr>
<tr>
<td>Humanitarian and disaster response</td>
<td>23.9</td>
<td>13</td>
</tr>
<tr>
<td>General development support</td>
<td>24.4</td>
<td>13</td>
</tr>
</tbody>
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Table 1B Estimated expenditure in FY 2012 - 13
Progress towards objectives

Progress towards the objectives of the Afghanistan Country Strategy 2010–2012 is rated by the performance and quality of the suite of initiatives making up Australia’s aid program to Afghanistan. Overall, Australia has made progress against all objectives. Humanitarian assistance is tracking well, while progress in other areas is mixed.

Table 2 Rating of the program's progress towards the objectives

<table>
<thead>
<tr>
<th>Objective</th>
<th>Current rating</th>
<th>Previous rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective 1 Enhancing basic service delivery in health and education</td>
<td>Amber</td>
<td>Amber</td>
</tr>
<tr>
<td>Objective 2 Supporting rural development and livelihoods</td>
<td>Amber</td>
<td>Amber</td>
</tr>
<tr>
<td>Objective 3 Improving governance and the effectiveness of the Afghan Government</td>
<td>Amber</td>
<td>Amber</td>
</tr>
<tr>
<td>Objective 4 Supporting vulnerable populations</td>
<td>Green</td>
<td>Amber</td>
</tr>
</tbody>
</table>

Note:
- Green. Progress is as expected for this point in time and it is likely that the objective will be achieved. Standard program management practices are sufficient.
- Amber. Progress is somewhat less than expected for this point in time 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 for this point in time and the objective is not likely to be met given available resources and priorities. Recasting the objective may be required.

Objective 1 Enhancing basic service delivery in health and education

Progress against this objective has been mixed and therefore has an amber rating. Initiatives such as the Empowerment Through Education program and Afghanistan Health Services Program have delivered expected results, and Australian aid has made a difference to enhancing basic service delivery in health and education. However, progress has been less than expected for the Australia Awards program and the Education Quality Improvement Program (EQUIP).

Key results from 2012–13

- funded health services to more than two million people beyond the reach of Afghanistan’s national health care through the Afghanistan Health Services Program
- provided funding for the vaccination of more than 428 000 children against polio across Afghanistan
- provided support for family planning, antenatal care, postnatal care and vaccination for more than 311 000 women
- enrolled 4 261 children in school, including 2 606 girls, through Empowerment Through Education and the Children of Uruzgan Program
- trained 3 435 teachers
- provided 5 418 additional textbooks.

Australia is one of many donors providing support for education and health in Afghanistan, and has contributed to remarkable, though not irreversible, gains in both sectors. The Australian aid program supported a range of education initiatives, from access to basic education (particularly for girls living in rural and remote areas), through to tertiary education and professional training for teachers. The aid program also supported health services across Afghanistan, including through direct provision of health services and integrated health
programming in education initiatives. Support was delivered through contributions to multi-donor mechanisms like the ARTF, and through complementary bilateral initiatives.

**Multilateral Contributions**

Australian contributions to the ARTF have produced measurable results. The second EQUIP (US$283 million, 2008–14) and the Strengthening Health Activities for the Rural Poor program (US$46 million, 2009–13) made satisfactory or moderately satisfactory progress in this reporting period.\(^{14}\)

EQUIP increased enrolment of children in grades 1 to 12 by 1.4 million, from 6.3 million in 2008 to 7.7 million in 2012, including 2.9 million girls.\(^ {15}\) It rehabilitated or constructed 1057 primary schools, trained 119,683 primary teachers, trained more than 11,000 principals and school managers, and provided 3328 scholarships for women to study at teacher training colleges.\(^ {16}\)

While EQUIP has undoubtedly produced impressive results, further improvements are required, including in: monitoring and quality assurance of school construction quality and safety; completion of repair and maintenance of schools; implementation of independent monitoring; strengthened procurement processes; and, improved coordination between the World Bank and the Ministry of Education. With Australian input, an evaluation of EQUIP is planned for the 2013–14 financial year.

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**Afghanistan Reconstruction Trust Fund**

The multi-donor ARTF, administered by the World Bank, pools donor resources into a single trust fund account and disburses these in accordance with jointly agreed objectives and pre-defined fiduciary controls. The ARTF provides donors with a pooled approach that enables strong engagement with the Afghan Government. The ARTF supports 13 National Priority Programs (NPPs) across the agriculture and rural development; governance; human resource development; infrastructure; and security clusters. It is the main mechanism by which donors provide support through Afghan government systems. Over its 10 years of operation, the ARTF has pooled more than $US4 billion in funding from 33 donors. Australia is among the top 10 donors to the ARTF, having provided $61.1 million in 2012–13, bringing Australia’s total contribution to $271.1 million since 2003.

In July 2012, ARTF donors agreed with the Government of Afghanistan on a new ARTF incentive program. The program contains eight domestic-revenue and expenditure management benchmarks that if met by the Afghan Government result in additional funds being provided to support essential service delivery. In the program’s first 11 months, the Afghan Government met six of the eight benchmarks. These included five key ministries completing internal audits to professional standards and six line ministries implementing institutional arrangements and developing the capacity to carry out independent procurement processes.

In 2012, the ARTF continued to provide a forum for policy dialogue with the Afghan Government.

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\(^{14}\) The World Bank, *Implementation Status and Results Reports*.


Australia’s engagement in this expanded by becoming one of five members of the Incentive Program Working Group, an advisory body that negotiates and monitors achievement of reform benchmarks with the Afghan Government.

An aid program-funded, external independent review (published in October 2012) confirmed that the ARTF is ‘fit for purpose’ and stands as a best-practice trust fund:

The ARTF remains the vehicle of choice for pooled funding, with low overhead/transaction costs, excellent transparency and high accountability, and provides a well-functioning arena for policy debate and consensus creation.\(^{17}\)

The review acknowledged that the ARTF is the main mechanism for donors to support Afghan Government National Priority Programs and assist the Afghan Government to meet the commitments made under the TMAF. The review made 14 recommendations, which were agreed by the Afghan Government and the World Bank. The World Bank developed an action plan outlining timeframes for implementation, which the ARTF Steering Committee endorsed in November 2012.

Reform undertakings finalised to date include:

> Endorsement of an Operations & Maintenance (O&M) facility in November 2012 to assist the Afghan Government to manage the liabilities it is assuming responsibility for with the handover of donor-constructed infrastructure. The facility is a matching grant scheme of the ARTF Incentive Program. Participating ministries develop O&M policy, guidelines and an asset registry in return for O&M reimbursement.

> Establishment of a Gender Working Group to review gender aspects of ARTF-financed activities and provide support for gender mainstreaming in ARTF portfolio management, pipeline development and new initiatives. Australia is represented on the Working Group by a gender specialist operating from Kabul.

> Development of an Integrated Performance and Management Framework. The aim of the framework is to improve reporting on the ARTF’s overall performance; outline key results achieved by the Afghan Government through ARTF-financed projects and programs; and encourage discussion between stakeholders on challenges.

> Design of an ARTF Research and Analysis Program to incorporate evidence-based knowledge into policy making and project design. This will assist the Government and donors to improve the delivery of assistance and services to citizens. The RAP will develop innovative approaches to monitoring, allowing better accuracy of results and reporting.

Australian aid contributions to the ARTF are non-preferenced. This means that the aid program supports the trust fund as a whole and does not direct specific funding for specific sectors or provinces. Australia therefore contributes to performance across the ARTF. In a crowded donor environment like Afghanistan, contributions to multi-donor programs maximise donor efforts, minimise administrative costs for donors and the Afghan Government and increase cost effectiveness of Australian assistance.

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Service delivery in remote communities

Australia’s major bilateral initiatives in education and health are relatively new, having started implementation in 2011. Initiatives are targeted to communities that, due to geographical isolation and conflict, are not reached by Afghan government programs such as EQUIP. Several partner-led implementation and monitoring reports were completed in 2012 and 2013, indicating satisfactory progress given the challenges inherent in the operating environment, including fraud and insecurity.

The CARE-implemented Empowerment Through Education program is filling a critical gap in basic education services, particularly for girls, in remote and rural communities not reached by EQUIP. Community-based education classes are held in villages that are beyond the current reach of the Afghan Government’s education services, in line with Afghanistan’s National Education Strategic Plan 2010–2014.

In 2012, the Australian aid program provided ongoing support to 2,601 students (80 per cent girls) in 108 primary-level classes in Parwan and Kapisa provinces. In Khost Province, Australia supported 12 lower-secondary classes, including 241 female students and 33 teachers. All primary and secondary classes were equipped with a classroom, teaching materials and student kits. Australia’s support helped to establish 28 peer groups for 141 children, and establish 132 village education councils to involve communities in school management. The program works closely with the Ministry of Education and follows the national curriculum, with a clearly planned and coordinated handover to the Ministry when government capacity is sufficient. Australia provided health education training for 378 teachers, parents and community health workers in Parwan Province, including 180 women. Health training was delivered to 378 teachers, parents, community health workers (180 female). Vision screening was conducted for 932 students.

The Red Cross-implemented Afghanistan Health Services Program provided health services to more than two million people beyond the reach of Afghanistan’s national health care. More than 228,000 children were vaccinated against polio; more than 311,000 women received family planning, antenatal, postnatal care and Tetanus Toxoid vaccination; and mobile health teams reached more than 256,000 people, including in response to flash floods and cholera and measles outbreaks.

Education quality

Australian education programs also target improvements in education quality, complementing the substantial improvements in levels of access to education in Afghanistan over the past 10 years.

The Malaysia Australia Education Project for Afghanistan (MAEPA) is a unique trilateral program involving Afghanistan, Malaysia and Australia. It employs a cascade model to develop a cadre of master teacher trainers who understand modern learner-centred approaches to teaching. Professional development training, including literacy, Islamic education and curriculum development, is provided to Afghan master teacher trainers through the Malaysian Institute of Teacher Training in Kuala Lumpur. This Project improves education quality through advanced training to Afghan teacher trainers. In 2012, MAEPA trained 89 master teacher trainers, 469 teacher trainers and 60 education sector leaders.18 DFAT is now conducting its first independent evaluation of MAEPA.

18 MAEPA, Results Table: MAEPA 1, 2 and 3 MTTs, TTs, LMTs by province and gender, 13 January 2013, 2013.
Scholarships

The Government’s Australia Awards program, including short-term Fellowship courses and long-term Development Awards and Leadership Awards, was suspended in August 2012 due to allegations of fraud that are now the subject of a comprehensive independent investigation. The program continued for those already on scholarship. In 2012, 18 awardees returned to Afghanistan, including nine long-term awardees and nine participants in short-term fellowships. An alumni organisation was established and met for the first time in Kabul. Short-term fellowship programs provided training opportunities at Melbourne’s Burnett Institute.

Enhancing basic service delivery in health and education in Uruzgan

Perception surveys from the UMEP revealed that education is the highest development priority for the people of Uruzgan.\(^\text{19}\) Despite the challenges of access to remote and insecure areas, a persistent shortage of qualified teachers and low government capacity to run an education and health system, the Children of Uruzgan Education Program, implemented by Australia’s Save the Children, continued to expand the delivery of essential services. This achieved significant results including:

- construction of six new schools (59 classrooms), and upgrade of latrine and borehole upgrades for improved water and sanitation for 20 schools
- community-based education classes in the most difficult to access areas provided 2,517 children, including 506 girls, with the opportunity to access basic education
- the program trained managers in the Provincial Education Department and recruited seven science and maths teachers who are seconded to schools
- over 4,424 children were provided with lessons in hygiene and health
- 600 women received a nine-month course covering basic numeracy and literacy
- five health sub-centres and five mobile health teams were established—providing 47,865 consultations to date, with 30,150 delivered to female patients
- over 172 additional community health workers were fully trained
- 12,470 health consultations in the last 6 months, bringing to the total to 573
- over 8,798 children under five were screened for malnutrition; with 312 children with severe malnutrition referred to treatment centres and counselling was provided to their mothers
- a Community Midwifery Education School is training 24 midwives from all districts in a two-year course, and in 2013 will enrol 26 female community nurses.

While the difficult operating environment in Uruzgan resulted in initial low Quality at Implementation scores (see Quality at Implementation Ratings and Annex B), the pace of implementation quickened in 2012–13. Quarterly management meetings between DFAT staff and Save the Children continue to regularly assess progress. Budget realignment was required in 2013 as initial expenditure was lower than expected due to delays in education activities. These delays included provincial government delays in planning, coordination activities taking longer than expected and a difficulty in recruiting and retaining staff to work in

Uruzgan. $2.9 million was realigned to direct implementation of education and life-saving health activities.

The Quality Primary Education Project is another example of an improving program. This joint initiative between Australia and the Netherlands—implemented by Save the Children—is working to complete the construction of 28 schools and education resource centres. This activity experienced difficulties with local subcontractors in 2012, including a dispute over payments, which led to construction delay. These issues are expected to be resolved in 2013. The initiative was extended to complete the construction of, and conduct maintenance on, all of the schools.

Polio remains endemic in the southern region of Afghanistan, including in Uruzgan. Australia supports global efforts to eradicate polio, including through the Global Polio Eradication Initiative, and has provided a $1.5 million grant to the World Health Organization to strengthen activities in Uruzgan. This grant delivered polio vaccination programs to an estimated 200,000 children on four national immunisation days and three supplementary immunisation days in 2012.\(^{20}\) Polio outbreaks in Afghanistan went from 80 cases in 2011 to 37 in 2012—Uruzgan reported only two cases down from five in 2011.\(^{21}\)

**Future plans**

DFAT will continue support for Afghanistan’s education sector in 2013–14. The department will conduct an evaluation of MAEPA, an independent mid-term review of the Children of Uruzgan Education Program, a mid-term review of the Empowerment Through Education program, and, following the conclusion of the current investigation, will consider the future of the Australia Awards program. An independent review of EQUIP is due to begin in August 2013.

Australia’s support to the ARTF—which implements the Afghan Government’s major health programs—will continue after 2015, and some existing health programs will continue to completion in 2015. However, as part of program consolidation and in line with the program’s strategic objectives for 2013–14, specific Australian bilateral funding to the health sector will cease.

**Gender gains and challenges**

Afghanistan’s women suffer from a low base of historical and pervasive gender inequality and discrimination. It remains one of the worst countries in the world to be born female, ranking 147 of 148 on UNDP’s 2012 Gender Inequality Index.\(^{22}\) A total of 87.2 per cent of Afghan women are subjected to violence.\(^{23}\) Reporting from the Afghanistan Independent Human Rights Commission (AIHRC) in 2012–13 confirms ongoing high incidences of violence against women, with 4010 cases recorded by the Commission from March to October 2012\(^{24}\) and 243 cases of honour killings in the two years to June 2013.\(^{25}\) The report notes that incidents remain largely unreported.

Following the July 2012 announcement by Foreign Minister Carr of a $17.7 million, three-year Elimination of Violence Against Women (EVAW) initiative, the aid program increased its engagement on gender. In 2012, for example, a Canberra-based gender specialist and a program manager were recruited, as well as a Kabul-based locally engaged gender specialist.

In the reporting year, Australia:

> contributed to the inclusion of commitments to promote and protect women’s rights in the Tokyo Mutual Accountability Framework in July 2012
> helped establish and secure membership of the ARTF Gender Working Group
> gained membership of the UN Women EVAW Special Fund Board
> hosted the first visit to Australia of a Ministry of Women’s Affairs official—the Afghan Deputy Minister (Technical) for Women’s Affairs (2013).

Despite these positive steps, progression of gender equality was mixed across the program. Scores for gender equality in QAI assessments were most frequently rated 3 and 4 (adequate). This demonstrates the challenge of delivering development results for women and girls in an environment of systemic gender inequality.

Key achievements for women and girls include:

> Improvements in basic education and health services through: continued increases in girls’ school enrolment rates; provision of community-based education to girls in rural communities; numeracy and literacy training for women; and access to family planning, child immunisation and improved maternal health care.  
> Support for national efforts to monitor, promote and protect women’s rights through: funding the AIHRC to undertake advocacy, training and education activities; and starting an Elimination of Violence Against Women Program.
> Promotion of women’s participation in decision making through: support to enable informed participation of women in elections as voters and candidates; and to develop women in senior management and executive roles in target ministries.

Eliminating violence against women

In June 2013, Australia began three initiatives to support national efforts to: improve the provision of services for women affected by violence; increase access to justice for survivors of violence; and improve violence prevention strategies for women and girls. These will be subject to reporting in the 2013–2014 APPR.

In 2013–14, the EVAW Program will:

> provide an estimated 3 100 women with access to shelter, counselling and legal services
> train and support improved implementation of the EVAW Law by around 450 police, legal and government actors
> strengthen awareness and capacity of up to 1 300 key formal and community-based justice sector bodies and actors, to apply and advocate for women’s rights and the EVAW Law; and
> investigate further EVAW investment opportunities, including potential support for

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DFAT will closely monitor ongoing levels of government support for EVAW and women’s rights and remain realistic with expectations of results and change. Many Afghan and international stakeholders are concerned that recent advances and gains for women will be lost during transition. DFAT will continue to work with the Afghan Government, at policy and program levels, to protect these gains.

Objective 2 Supporting rural development and livelihoods

Many of Australia’s initiatives in rural development are new, with performance reporting having only recently commenced. Progress against this objective is rated amber as a result of uneven performance across initiatives. The ARTF-funded National Solidarity Program continues to achieve significant results, while initiatives such as the National Area Based Development Program have not performed as expected and are undergoing reform.

Key results for 2012–13

> provided funding to extend the World Bank-managed National Solidarity Program to more than 30 000 communities, distributing more than 53 000 grants for small-scale development projects across the country\(^{27}\)

> provided training in better agricultural practices and improved agricultural technologies for more than 1600 farmers in Bamyan and Parwan provinces—713 farmers were female

> constructed and/or rehabilitated 116 kilometres of rural roads in Afghanistan through Australian contributions to the ARTF

> facilitated a visit to Australia by the Afghan Minister of Agriculture, Irrigation and Livestock (March 2013) to engage on bilateral agricultural development and learn more about Australia’s expertise in agriculture.

In recognition of Afghanistan’s ongoing need to revitalise its rural economy and Australia’s expertise and comparative advantage in agriculture, Australia’s aid program is helping to address three critical areas of need:

> improving the basic food security and agricultural livelihoods of vulnerable rural communities

> sustaining and improving the productivity of targeted Afghan farming systems in water-scarce environments

> building the capacity of weak government agencies to service the agriculture sector.

Multilateral Contributions

Australia’s contribution to the ARTF continued to yield results in key areas. The National Solidarity Program (NSP)—one of the key development programs in Afghanistan—is reaching a large number of communities across the country and building the capacity of their councils to manage block grants for essential rural infrastructure. More than 30 000 communities have utilised grants to finance their priorities including water supply and sanitation, improving local roads, constructing and rehabilitating irrigation infrastructure and

connecting homes to electricity. The NSP also has benefits beyond access to basic services, particularly creating avenues for women’s participation and involvement in economic activities, improving local governance and the means for dispute settlement and improving communities’ perception of government. Importantly, the NSP focuses on benefiting all parts of the community, including women. There is a mix of males and females on community councils. Reporting from these councils confirms that women are participating meaningfully in decision making about development projects.\(^{28}\)

Progress in ARTF activities in agriculture has been less encouraging, including the Horticulture and Livestock Productivity Program being implemented through the Ministry of Agriculture, Irrigation and Livestock. The capacity of Afghan ministries to use the on-budget support has been a constraint here as elsewhere under the ARTF. In response the World Bank is strengthening management of the program and is conducting an Agriculture Sector Review to inform future work in the sector, including options for financing the two recently approved agriculture National Priority Programs.

Building government capacity

In addition to funding through the ARTF, Australia’s aid directly supports the Ministry of Agriculture, Irrigation and Livestock and the Ministry for Rural Rehabilitation and Development to build their capacity to effectively support the agricultural sector. Key results include:

- provided a program of courses from 2011–12 that provided increased opportunities for women in the Ministry of Agriculture, Irrigation and Livestock to develop core skills, such as in information technology and communications
- providing ongoing support to the Dry Land Farming Unit in the Ministry of Agriculture, Irrigation and Livestock, including the development of a demonstration farm that is now successfully trialling crops suited to Afghanistan’s growing conditions
- implementing the gender policy and strategy, developed with Australian support, in the Ministry for Rural Rehabilitation and Development, to institutionalise women’s participation in the ministry’s management and increase the benefits of ministry’s programs for women (implementation through UN Women)
- applying knowledge gained through the development of five training manuals (2011–12), in areas such as project management and community consultation, to manage the Ministry for Rural Rehabilitation and Development’s Afghanistan Rural Enterprise Development Program and Afghanistan Rural Access Program.

Australia is also contributing to the United Kingdom-led Change Management Program in the Ministry of Agriculture, Irrigation and Livestock. This program will strengthen the Ministry’s corporate, policy and program areas, and help it to better service the agriculture and rural development sector including delivering against National Priority Programs. Program design, by the implementing partner, Atos, began in May 2013. Australia, the Netherlands and the United Kingdom will provide donor oversight of the program until completion in 2015.

Agricultural productivity

Sustaining and improving agricultural productivity is a focus of the Australian-funded agricultural research portfolio being managed by the Australian Centre for International Agricultural Research (ACIAR). Since implementation started in mid-2012, two of the three

\(^{28}\) Afghanistan - National Solidarity Program III : P117103 - Implementation Status Results Report : Sequence 06
projects, which target wheat and maize varieties and water management, have begun implementation and the third, on livestock fodder production, is expected to be agreed in mid-2013. These projects build on ACIAR’s previous experience in managing agricultural research in Afghanistan, including successful research into wheat varieties suited to the country’s growing conditions that resulted in improved seed being available to farmers throughout Afghanistan that is disease resistant and provides higher yields. Detailed reporting on the impact of these programs is expected to be available in the 2013–2014 APPR.

Food security and livelihoods

Australia supports direct service delivery by supporting food security in areas not reached by government programs in Afghanistan. The Enhancing Natural Resource-Based Livelihoods in the Central Highlands Program, implemented by the Aga Khan Foundation in Bamyan and Parwan provinces, was completed in 2012. This program produced impressive results, including providing information to more than 18,000 people (including 6,800 women) on animal vaccination, shelter management and improving livestock production. With Australian and other donor support, the program also established a network of six veterinary Livestock Development Centres and 27 Livestock Development Field Units which are now serving farmers sustainably on a full cost-recovery basis.

Supporting rural development and livelihoods in Uruzgan

Small-scale rural development has been a large part of Australia’s focus in Uruzgan. The Small Projects Facility for Uruzgan, implemented by GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit), has supported more than 400 small-scale infrastructure projects in 144 communities across the province. Projects included the construction of culverts, retaining walls and canal repairs as well as repairs to government compounds.

A range of small-scale agriculture and rural development activities were implemented by the Development Assistance Facility in Afghanistan in Uruzgan, including activities aimed at women. Examples include: training for women in backyard poultry production; constructing three greenhouses to lengthen the growing season for horticultural products and protect high-value greenhouse products; and rehabilitating irrigation infrastructure, such as karezes (a form of bore located mainly in hillsides to access water) in rural areas.

Australia’s work on constructing and rehabilitating roads has helped the people of Uruzgan by increasing connectivity between communities, improving access to basic services, improving economic opportunities and providing increased security. Funding from the Australia aid program has rehabilitated 23 km of tertiary roads (gravel) and a 45 metre reinforced concrete bridge in Tarin Kowt since 2009.

Some programs in Uruzgan were affected by insecurity, including the Australian-funded National Area Based Development Program in Uruzgan being implemented by the United Nations Development Programme (UNDP). Security concerns impeded UNDP’s attempts to engage businesses to rollout small-scale construction projects, such as retaining walls and

30 Development Assistance for Afghanistan is an Australian-funded facility that is Australia’s main mechanism for providing bilateral assistance to Afghanistan. It provides practical training and technical assistance to support reconstruction efforts in Uruzgan, and build the capacity or key Afghan partner ministries and civil society organisations. During the reporting period the facility was implemented by GRM Australia until September 2013, when International Relief and Development took over implementation following a competitive tender.

bridges, in targeted rural areas. The Australian aid program has engaged closely with the UNDP on the program’s performance. Early in 2013 Australia agreed to delay remaining payments and to extend the program to 2014.

Future plans

Pending Government decisions, in 2013–14, Australia will continue support for national-level agriculture and rural development programs. The Australia Afghanistan Community Resilience Scheme will fund projects developed by Australian and international non-government organisations (NGOs) working with local Afghan organisations to deliver food security and livelihood programs in rural areas. Activities will likely include those that assist women to graduate from poverty to sustainable livelihoods and increase access to micro-finance schemes and markets for poor women and men. The scheme will complement Australia’s national-level ARTF contributions.

The challenges of endemic corruption

After more than a decade of international support, Afghanistan’s standards of governance have improved incrementally from a chronically low base, but corruption remains endemic at all levels. Afghanistan is ranked last (alongside Somalia and the Democratic People’s Republic of Korea) on Transparency International’s 2012 Corruption Perception Index. A 2012 survey by UN Office on Drugs and Crime (UNODC) found that the total corruption cost increased by some 40 per cent over the past three years, to reach an estimated $3.9 billion. Afghans rank corruption as one of the most urgent challenges facing their country.

The Afghan Government has committed to addressing corruption. This commitment is reflected in both the bilateral Development Framework Agreement 2012–2017 between Australia and the Afghan Government and in the Tokyo Mutual Accountability Framework.

A 2012 UNODC survey indicated that since 2009, Afghanistan has made some tangible progress in reducing the level of corruption in the public sector, but rates remain alarmingly high: Half of the adult population reported paying at least one bribe to a public official in 2012. More positively, the Open Budget Index ranks Afghanistan as one of the fastest improving countries in giving its citizens access to information on its budget. Also, for the first time in 2012, five Afghan ministries undertook internal audits which met International Auditing Standards.

Delivering aid in this environment is challenging and requires comprehensive risk management and fraud control systems. The Australian aid program works only with credible development partners, like the World Bank, with demonstrated in-country experience and robust monitoring and fiduciary risk management systems. All contractual agreements contain explicit anti-fraud and anti-corruption provisions and these agreements are closely monitored through regular reporting requirements.

Australia takes a zero-tolerance approach to fraud, and has responded quickly and decisively to any allegations of fraud or corruption. Following the Kabul Bank crisis in 2010, Australia and other

[32 UNODC, Corruption in Afghanistan: Recent Patterns and Trends, UNODC, Vienna, 2012.]
[33 UNODC, Corruption in Afghanistan: Recent Patterns and Trends, UNODC, Vienna, 2012.]
[34 The Open Budget Initiative is a global research and advocacy program to promote public access to budget information and the adoption of accountable budget systems.]
key donors withheld planned, financial contributions to the ARTF until the Afghan Government committed to an IMF-developed program of fraud mitigation and financial reform measures. In 2012, the Australia Awards program to Afghanistan was suspended following allegations of fraud and while a comprehensive independent investigation is conducted. DFAT will consider the future of the program once the investigation is complete.

Australia also provides practical assistance to the Afghan Government to put in place anti-corruption measures and improve government capacity. In 2012, through Australia’s global anti-corruption partnership with the UNDP and UNODC, Afghanistan received assistance to implement and review compliance with the UN Convention against Corruption. The UNDP supported the Afghan Government to formulate its anti-corruption strategy, implement anti-corruption measures and assist civil society organisations with their Act Against Corruption Campaign, which included events with 48 schools in Kabul and advocacy efforts with the Afghan Parliament, Afghan Government and local religious leaders.

To further improve public financial management (PFM) systems, in 2012 the aid program established a new PFM program to improve budgeting and expenditure in national-line ministries such as health, education and public works. Through the Strengthening Local Governance in Uruzgan Program, Australia supported training and mentoring for governance directorates, as well as improved budget and financial management.

Objective 3 Improving governance and the effectiveness of the Afghan Government

Progress toward improving governance and the effectiveness of the Afghan Government is rated amber, reflecting the mixed performance of initiatives. The Afghanistan Independent Human Rights Commission performed well, for example, while the Afghanistan Peace and Reintegration Program and the Enhancing Legal Capacity for Tomorrow (ELECT) Program have not progressed as expected.

**Key results for 2012–13**

- Six line ministries are now certified to manage their procurement processes, which represents 40 per cent of civilian expenditure.35
- The Open Budget Index jumped from 8 per cent in 2008 to 59 per cent in 2012, surpassing the TMAF transparency indicator of 40 per cent.
- A total of 21 ministries have completed pay and grading increases (up from 8 ministries in 2011) which has enabled ministries to attract qualified staff, streamline organisational structures and reduce duplicate positions.36
- Since voter registration commenced on 26 May 2013, the Afghan Independent Election Commission has issued almost 76 000 eligible people with new voter registration cards (including over 16 000 women)37.
- In 2012, the Afghanistan Independent Human Rights Commission trained 14 014 women and 20 012 men in human rights.38

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35 The World Bank, Implementation Status and Results: Afghanistan PFM Reform Project (Phase II), 2012.
37 UNDP, Enhancing Legal and Electoral Capacity for Tomorrow—Phase II Update, June 2013.
In Afghanistan, Australia is one of a number of donors contributing to the governance sector at national and local levels. Australia’s contribution has primarily been channelled through existing donor and multilateral programs to increase efficiency and reduce administrative costs including for Afghan partners.

Ongoing donor and Afghan efforts to reform the public sector has resulted in mixed progress. The most notable gains resulted from the ongoing reform of the public finance management system that commenced in the early 2000s. As a result, the national budget grew from US$346 million (2002–03) to US$6.8 billion (2012–13). This was coupled with improvements in the proportion of the development budget spent (38 per cent in the 2010 Budget to 51 per cent in the 2012 Budget).

Improved development budget expenditure, and growth in total budget allocations reflects the government’s improving financial management capacity. Afghanistan improved its Open Budget Index (OBI) ranking from eight (2008) to 59 (2012), making it one of the fastest improving countries in giving its citizens access to budget information.

While these are important achievements, Afghanistan’s state and civil society institutions remain extremely fragile. In addition to capacity building support to Afghan Government institutions—in particular in the area of PFM and the governance of the mining sector—Australia provides support to strengthen Afghanistan’s electoral processes and the ability of Afghan media and civil society organisations to hold the Government to account and monitor and advocate for human rights.

**Multilateral Contributions**

The largest proportion of Australia’s support to public sector reform was channelled through ARTF initiatives: Public Financial Management Reform Project and Capacity Building for Results. Australia also supported the ARTF Incentive Program, which provides additional support to the Afghan Government to improve fiscal sustainability.

As a result of ARTF donor support:

- five Afghan line ministries undertook internal audits which met international standards
- six line ministries are now certified to manage their own procurement processes which represents 40 per cent of civilian expenditure
- 21 ministries have completed pay and grading increases (up from 8 ministries in 2011)
- Da Afghanistan Bank developed a comprehensive Anti-Money Laundering and Combating Financing of Terrorism action plan (2011) to address the most significant deficiencies identified for Afghanistan
- the predictability of financing for achievement of public sector reform benchmarks was strengthened

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a new Operations and Maintenance (O&M) facility was under development to channel operations and maintenance financing to the subnational level through the Ministry of Education and Ministry of Public Health.47

Public financial management

In late 2012, Australia increased efforts to improve Afghanistan’s financial systems through the new PFM program (2012–15). This program, once fully operationalized, will assist the Afghan Government to unblock constraints to service delivery in four key ministries: education, public health, agriculture and public works. National advisors will mentor and train ministry officials to strengthen budget management and implementation. The education and health ministries were selected to help maximise the benefits of improved budget execution for women and girls accessing these critical service areas.

Australia has supported Afghanistan to improve its revenue collection to fund critical services through the Afghan managed Civilian Technical Assistance Programme (CTAP). A 2012 independent review of CTAP found the program to be one of the most successful capacity development programs in Afghanistan.48 Since 2010, support from Australia and other donors enabled the Ministry of Mines to streamline and automate its revenue collection process assisting it to collect revenue from private enterprise. Since 2010, CTAP, led by the Ministry of Finance, has placed more than 115 technical advisers in approximately 20 Afghan ministries.

Australia is seeking to improve the responsiveness of the Afghan Government by engaging women as civil servants and technical assistance service providers, as a more representative civil service increases the accessibility, responsiveness and quality of service delivery for marginalised groups and for women. The PFM program focuses on supporting gender-responsive budgeting in line ministries and enabling careers for female civil servants working within PFM systems. The PFM program has also included provisions to attract and retain Afghan female technical advisers. In 2012, the CTAP program also put in place systems to collect sex disaggregated data where feasible and strengthened programming to improve gender outcomes.

Mining for development

A transparent and well-governed mining sector is critical to Afghanistan’s efforts to generate increased levels of domestic revenue. In 2013, Australia scaled up overall support to this sector. Through the Mining for Development Initiative, Australia provided targeted mining governance courses and fellowships. In 2013, eight officials from the Ministry of Mines and Petroleum participated in short-term courses, with another four continuing long-term scholarships. In December 2012, through Australia’s Support for Programmatic Resource Growth Corridor Development program, the World Bank completed 20 pieces of analytical work in areas such as land and water management and private sector development. This research will inform a joint Afghan Government, private sector and donor approach to promote mining investments in Afghanistan.

Elections

The conduct of credible Presidential and Parliamentary elections in 2014 and 2015 will be critical to Afghanistan’s future stability. Australia’s elections program has two main

objectives—to strengthen the institutional capacity of key electoral management bodies and to build community participation in, and demand for, better governance and credible elections. The first objective is delivered through the multi-donor funded UNDP ELECT program, with ELECT II being the primary mechanism to support electoral management in Afghanistan. In 2012 and 2013, the Australian aid program provided $10 million towards ELECT II (total program value is $90 million).

The performance of ELECT II over 2012 was mixed. As 2012 or 2013 were non-election years, ELECT II focused primarily on building the institutional and human resource capacity of the Independent Election Commission (IEC) and providing support and advice to the IEC on voter registration and public outreach. While the start of the first phase of voter registration was delayed until late May 2013 due to difficulties in reaching consensus between the IEC and the Afghan Government on an approach, the IEC has since made reasonable progress. As of 30 June 2013, the IEC through its ‘top-up’ voter registration campaign at the provincial level has issued voter registration cards to almost 76,000 eligible people (including more than 16,000 women and 106 Kuchis, a Pashtun minority group). Although female turnout is improving and the registration of eligible voters is increasing, considerable progress still needs to be made to achieve the IEC’s estimated target of registering four million new voters before the Presidential election day on 5 April 2014.

On public outreach, the IEC has launched three television and three radio advertisements to inform Afghans of the voter registration process, the five categories of voters eligible for new voter registration cards, and to encourage female participation. On capacity building, while the IEC finalised its Capacity Assessment Report in April 2013, overall progress under this objective was slowed by delays in recruiting key advisers.

During this period, UNDP has improved markedly in its timely communication and information sharing with donors in response to representations from donors, including Australia. UNDP is also playing a more effective coordination role between donors, the IEC and the Afghan Government.

The second objective of Australian electoral support focuses on strengthening the demand for democratic governance and is addressed through two programs run by Internews and The Asia Foundation (although the IEC public outreach work also contributes to this objective). While both began at the end of 2012, later than anticipated, early reports show good progress. The Internews program has a strong gender focus, and involves building the capacity of independent media to report on elections and promote the participation of the Afghan people, particularly women and young people, in elections and governance processes. The Asia Foundation program is in the process of establishing Election Volunteer Groups to support the IEC to increase public outreach, as well as convening Focus Groups to explore community perceptions of democracy, elections and participation.

**Human rights**

Australia supports efforts to empower women to achieve gender equality through the Afghanistan Independent Human Rights Commission (AIHRC). The AIHRC is performing well. An independent impact evaluation of its performance in 2011 highlighted important achievements including: gaining nation-wide presence and reach; gaining credibility and

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respect of a wide range of stakeholders; legitimising human rights discourse; and protecting a ‘space’ for vulnerable and less-empowered groups, including women and girls, to debate and engage in human rights activities.\textsuperscript{50}

After considerable delay in making appointments to the nine AIHRC commissioner positions, on 16 June 2013, the President re-appointed the Chair of the AIHRC and three existing commissioners whose terms expired in December 2011, and as well, appointed five new commissioners. However, the Office of the High Commissioner for Human Rights has expressed concerns over the transparency of the appointment process and the credibility of the new commissioners, and noted this could adversely affect the AIHRC’s ‘A’ status accreditation, which is due to be reassessed by the International Coordinating Committee of National Human Rights Institutions in November 2013.\textsuperscript{51} The international community, including Australia, is closely monitoring this issue.

**Australian Civilian Corps: Justice Advisers in Bagram**

On 18 June 2012, Australia and the United States signed a Memorandum of Cooperation to provide three Justice Advisors to an Afghan court based at the US Bagram Air Force base outside of Kabul. Known as the Justice Centre in Parwan, the court adjudicates criminal charges against Afghan prisoners captured by coalition forces then referred for civil prosecution under Afghan law. The Centre is part of the wider Afghan justice system but it focuses on national security matters.

As the majority of cases carry the possibility of a death penalty, the Australian Civilian Corps Justice Advisors work only on the defence side of the court, and mentor, design and deliver training for the 35 Afghan defence lawyers working at the court. They also help to improve case management systems and court administration.

These advisers have supported:

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\item an increase in the number of cases being tried from 1,570 in the 12 months to the end of 2012 to 1,600 cases in the first five months of 2013, which is quickly reducing the backlog of cases and requiring detainees to spend less time in remand

\item the trial docketing system they introduced in early 2013 to improve court administration and further reduce time detainees held in remand

\item improvement in access to due process and the rule of law for detainees, especially for those detained and denied natural justice for long periods

\item strengthening defence counsels’ ability to present and argue cases—early indications are that this is resulting in a rising trend of acquittal rates in primary and appellate courts.

\end{itemize}

**Peacebuilding**

Australia has supported Afghan-led efforts towards peace and reconciliation through the Afghanistan Peace and Reintegration Program (APRP) which aims to reintegrate former insurgents who have renounced violence back into their communities. Australian funding focuses on the APRP’s recovery objective, which aims to consolidate peace for all Afghans by

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\textsuperscript{51} OHCHR, ‘Pillay urges reconsideration of new appointments for the Afghan human rights commission’ 28 June 2013.

\end{footnotesize}
assisting the transition of society from conflict to peace, and to provide access to services, employment and justice through community development project grants.

Overall, the APRP has not been performing well. A February 2013 UNDP evaluation found major delays in the implementation of community development projects due to poor budget execution and project management, and little reporting on project outcomes. The evaluation also reported concerns expressed by some stakeholders that recidivism is a serious problem and that reintegrees tracking is not comprehensive. The evaluation made a number of recommendations for improvements in the program including the need to deliver disengagement training to reintegrees to prevent recidivism and to promote long-term reintegration. Australia is closely monitoring the ongoing performance of this program and will consider whether to continue funding.

Improving governance in Uruzgan

Early indications are that Australian and other donor efforts have improved provincial government capacity in Uruzgan, particularly in PFM.

Initially, Australian assistance focussed on increasing staffing levels in the Provincial Administration, from 30 per cent in 2009. This was done through a program with the Provincial Administration to fill critical staffing shortfalls. In 2011, support was provided for a civil service internship program and out of 50 interns, 16 gained full-time employment with the Administration. A second internship program is underway with 50 interns. The program scored highly for effectiveness in the QAI process. Australia has also supported the construction of accommodation in Tarin Kowt for health workers and prosecutors at district level and overall the level of staffing in the Administration is now over 60 per cent.

This is ensuring that Uruzgan receives a larger flow of national resources. Uruzgan received a significant increase in core development funding in the in the Afghan 1392 Budget (December 2012 to December 2013) (US$23 million, a 41 per cent increase). The Australian-funded Sub-national Level Governance Uruzgan program supported a budget adviser to work with the Provincial Governor and provincial-level line ministries to improve budgeting and financial management systems.

Australia has contributed capacity development support to the Tarin Kowt Municipality to improve municipal service delivery. Through a contribution to United States Agency for International Development’s (USAID) Regional Afghan Municipalities Program for Urban Populations, Australia has supported the construction of a market, installation of traffic signs, purchase of garbage skips in support of waste management services and improved parcel registration and business licensing processes. Support has also enabled the Tarin Kowt Waste Water Facility to become fully operational and the Municipality now manages city waste collection and treatment.

Australian assistance has also supported the Uruzgan provincial government plan for transition. Uruzgan was among the first provinces to develop a comprehensive transition management plan (Transition Strategic Response Plan) to manage the transfer of PRT-led activities. Australia has also supported the establishment of a Kabul-based capacity building committee that draws together key government agencies to advocate for increased development resources for Uruzgan.

The aid program has made modest contributions to law and justice in Uruzgan Province by funding the only Public Defender in the province since 2011. More than 200 cases have been

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processed, including appeals of local defendants to the Supreme Court in Kabul. Australia also funded a pilot phase of a USAID informal justice program in 2011–12, aimed at strengthening traditional dispute resolution processes to enable better access to justice, particularly where the formal justice system is absent or only partially functioning.

**Future plans**

Promoting effective governance will remain an objective of the country program in 2013–14. This will involve continuing to support democratic processes ahead of the 2014 and 2015 elections. Australia will continue to monitor Afghanistan’s progress on anti-corruption, elections and human rights, particularly the promotion and protection of women’s rights. The DFAT PFM program will continue. Australia will examine options for a program of practical assistance to Afghanistan’s mining sector—a priority under Australia’s Mining for Development Program. If approved, this will build the capacity of oversight actors to improve mineral sector governance and improve Afghan Government compliance with the Extractive Industries Transparency Initiative.

**Policy dialogue and partnerships**

As is common in fragile and conflict-affected states, achieving well-coordinated and cost effective aid delivery in Afghanistan has been a major challenge. Policy dialogue and cooperation with the Afghan Government and international partners is helping to build a partnership to improve aid effectiveness.

Australia’s aid policy dialogue with the Afghan Government, other donor and international partners strengthened during 2012–2013. A key achievement was agreement of the Tokyo Mutual Accountability Framework (TMAF) in July 2012. Australia worked with other donors and the Afghan Government to develop the framework, which includes pledges from the international community to provide long-term development assistance aligned with Afghanistan’s national priorities. In return the Afghan Government committed to undertake important governance and economic reforms, protect women’s rights, tackle corruption, support inclusive growth and hold credible and inclusive elections. The TMAF partnership is consistent with international policy commitments on better engagement in fragile and conflict-affected states and will facilitate a common approach to the key challenges confronting the Afghan government after security transition in 2014.

The Australia and Afghanistan Development Framework Agreement 2012–2017 was signed on 8 July 2012. This memorandum of understanding establishes bilateral mutual commitments and principles and establishes a shared vision to work to meet common development objectives. The memorandum sets priorities for Australia’s aid to Afghanistan. It gives effect to the development aspects of the Comprehensive Long-term Partnership signed by Australia’s Prime Minister and Afghanistan’s President on 20 May 2012.

Close cooperation with key donors and the Afghan Government on the TMAF encourages progress on agreed reform commitments, which if not met, would significantly impact effectiveness of all donor assistance. Australia is an active member of Kabul-based TMAF coordination groups, which meet frequently to review the achievement of TMAF reforms. The aid program in Afghanistan and USAID co-hosted two meetings in 2012–13 between key donors at agency-head level, ensuring coordinated support of TMAF implementation.

The Organisation for Economic Co-operation and Development’s Development Assistance Committee Peer Review highlighted Australia’s work in co-chairing, with Afghanistan, the International Dialogue Working Group on New Deal implementation with Afghanistan, as part of
The Afghanistan Program met regularly with the Australian Council for International Development’s Afghanistan Working Group, made up of Australian development NGOs with experience in Afghanistan. Consultation with the Working Group over 2012–13 included meetings on: the Afghanistan Program Strategy 2013–2014; the development of the aid program’s EVAW strategy; the Australia Afghanistan Community Resilience Scheme design, including participation in the Peer Review; and formal biannual meetings.

Engagement with a wide range of international partners—including the UNDP, World Bank, Asian Development Bank, World Food Programme and World Health Organization—facilitates aid harmonisation and coordination. Close cooperation with key delivery partners in Afghanistan, including Save the Children, CARE, GIZ, The Asia Foundation and Coffey International, facilitates the improved design, management and delivery of Australian aid programs.

AusAID participates actively in whole of government coordination of Australian policy and programs related to Afghanistan. Alignment of policy issues is supported through inter-departmental meetings. The Department of the Prime Minister and Cabinet hosts a regular Afghanistan—Pakistan Steering Committee meeting attended by agency heads, and an Afghanistan—Pakistan Task Force meeting at Senior Executive Service Band 1 level. The Department of Foreign Affairs and Trade hosts inter-departmental committee meetings at working level. AusAID contributes to whole-of-government advice to ministers and the Cabinet, and provides whole-of-government input into policies and strategies.

**Objective 4 Supporting vulnerable populations**

*Progress against this objective is tracking well and is rated green. All initiatives are performing as expected and producing measurable results.*

**Key results in 2012–13**

- directly supported more than 57,000 people across all 34 provinces with food rations, including 25,961 women and girls
- provided emergency food assistance to more than 62,000 drought-affected people
- cleared 2,640,000 m² of mined and explosive remnants of war-contaminated land for productive use, with benefits to more than 15,000 people. Mine risk education was delivered to 118,166 people, one-third of whom are women and girls
- supported the Mine Action Coordination Centre for Afghanistan, through the United Nations Mine Action Service (UNMAS), including national institutional capacity building and mine clearance.

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Australia's support to vulnerable populations in Afghanistan focuses on food security, malnutrition, and demining. Humanitarian programming responds to particularly vulnerable groups, including women and girls and people with disability. Support to vulnerable populations is largely on track. These positive results were reaffirmed through the strong ratings received in the QAI reports for the World Food Programme’s (WFP) Protracted Relief and Recovery Operations (PRRO) and UNMAS mine clearance program.

**Food security**

In 2012, Australia contributed $9 million to PRRO, taking the total contribution to WFP operations to $45.6 million since 2007. WFP delivers relief food assistance to help tackle Afghanistan’s food security challenges. This support is pooled with that of other donors to achieve a greater impact. In 2012, WFP provided more than 6 million beneficiaries with approximately 166,000 metric tons of food in all 34 provinces.

Australia’s 2012 contribution directly supported more than 57,000 people, including 25,961 women, with food rations. A total of 16,760 girl participants were supported in school feeding and take-home ration activities, helping to bridge the gender gap in education. In December 2011, Australia also contributed $2 million to WFP’s Emergency Operation to respond to worsening drought conditions in northern and central Afghanistan, providing more than 62,000 drought-affected Afghans with food assistance.

The recent external evaluation of WFP’s PRRO (2012) revealed it was broadly effective and well aligned with Afghan Government priorities. The evaluation recommended that, through transition, PRRO should cease certain activities and focus more on delivering a greater depth of support to a smaller proportion of the population. It also recommended that the WFP: undertake more effective conflict analysis; make activities more relevant to medium and long-term livelihoods; continue to work on national capacity development; and renew emphasis on gender and protection analysis. Australia supports these recommendations. WFP management responded by downsizing the remainder of the current relief operations (to end 2013) and designing the next phase (2013–16).

In 2012, Australia also provided $2 million to the WFP-managed Provision of Humanitarian Air Services in Afghanistan. This support contributed to safe and reliable air transport services to 26,550 passengers from the UN, as well as local and international NGOs, allowing them to provide critical life-saving activities to vulnerable Afghan populations.

**Mine clearance**

Australia supports mine clearance, victim assistance and mine risk reduction education in Afghanistan. This is consistent with both the international Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on their Destruction. It also follows Australia’s commitment to disability-inclusive development.

In 2012, Australia supported UNMAS to clear affected land and assist victims of mines, providing $5 million—as part of a $20 million, four-year commitment to mine action in Afghanistan. UNMAS has frequently surpassed their strategic goals. In 2012, in Afghanistan, the largest UNMAS program in the world, 912,622 explosive items were destroyed, surpassing the goal for the year. In 2012–13, this program;

- helped clear 2,640,000 m² of mined and explosive remnants of war contaminated land for productive use benefiting more than 15,000 people
- delivered mine risk education to 118,166 people (one-third of whom where women and girls)
- trained 961 teachers and headmasters and 1,241 parents of children with disability on inclusive education
supported the construction of 30 ramps in public buildings in Kabul Province

provided 500 persons with disability with prosthetic and orthotic services

provided 400 persons with disability and persons without disability with physiotherapy services

trained 24 health service providers from 21 provinces in Disability Awareness and Physical Rehabilitation Training of Trainers

trained 80 community volunteers on victim assistance and deployed them in Panjwayee and Arghandab Districts

provided disability awareness to 2,707 community members (891 male, 663 female, 733 boys and 420 girls) with and without disability through 134 sessions.

Australia’s support for mine action relies on local partnerships. Working with local partners, such as the Physiotherapy Institute in Kabul, helps promote local ownership and increases the prospects for longer-term sustainability. Australia’s support for mine action also encompasses the perspectives of women and people with disability. Reducing the number of active mines helps prevent new cases of disability. Physical-skills workshops for victims of mining have helped Afghans with disability lead better lives.

Supporting vulnerable populations in Uruzgan

In June 2012, Australia provided $330,000 in emergency response funding to Save the Children to assist with the Uruzgan floods emergency. This enabled the replenishment of provincial stock of family kits and assist with repairs of damaged homes for 750 households. It also supported the distribution of wheat and corn seeds to 115 households for planting and the enrolment of 355 households in cash-for-work activities, enabling local residents to access food and replace lost assets. This benefited a total of 1,190 households (9,520 individuals) in Chenartu, Gizab and Tarin Kowt.

Contribution by other Australian agencies

Australian Defence Force

The ADF contribution in Afghanistan is closely aligned with, and plays a vital role in the whole-of-government commitment to improve security, governance and development in Uruzgan Province. Defence ODA-eligible expenditure is delivered through the whole-of-government Provincial Reconstruction Team (PRT).

ADF construction assistance in Uruzgan supports capacity building within the Afghan Government, mentors Afghan people in activities to enhance their construction skills and provides local communities with infrastructure to support their development. Approximately 50 discrete ODA-eligible projects of various sizes and complexity have been successfully undertaken by the ADF (through the PRT’s Managed Works Team) since 2006, with ODA eligible expenditure totalling (as at 17 May 2013) an estimated $76 million. These projects have largely been delivered where civilian aid cannot, due to security risks.

Key results from ADF activities in 2012–13 include

Construction of a solid waste containment facility to service the city of Tarin Kowt and enabling the safe and environmentally acceptable disposal of solid waste for the city and surrounding area, to the estimated value of $720,000.

14 kilometres of upgraded and sealed carriageway along Route Whale East to improve access to Tarin Kowt from the Miribad Valley, to the estimated value of $5,800,000.
Rebuilding the Radio Television Afghanistan (RTA) building after it was destroyed in the Tarin Kowt attacks in 2011, to the estimated value of $1,250,000. The new RTA provides local government with a state-sponsored media outlet that disseminates local news and targeted messages to the population in real time.

The ADF has worked within the PRT to develop projects with a wide range of stakeholders, including Afghan and ISAF partners, provincial and district administration leaders and local communities. The Managed Works Team has conducted regular community and Afghan Government consultation and engagement to develop a sound understanding of community requirements and needs.

**Australian Federal Police**

AFP activities are aligned with the Afghan Ministry of Interior and North American Treaty Organization (NATO) Training Mission-Afghanistan strategies, including the Afghan National Police Strategy, released in April 2012. A four-tiered approach has: facilitated coordination; influenced and shaped the policing environment; built and developed the ANP; and contributed to the targeting serious criminality through capacity development efforts.

The AFP started training the Afghan National Police at the Kabul Staff Training College and the Central Training College in July 2012 with 599 senior and middle management staff, varying in rank between Generals, Lieutenants and Captains. To April 2013, training was provided in crime scene management, interviewing techniques, intelligence for investigators, evidence gathering, leadership and management, train the trainer, and EVAW.

The AFP has embedded AFP officers on the International Police Coordination Board, the main coordination body for institutional and police reform. These officers mentor Afghan senior leadership to produce two-year plans in support of the 10-year vision for the Afghan National Police. The AFP also occupies a senior police advisor position within the office of the Commander of International Security Assistance Force (Commander ISAF) Police Advisory Cell (C-PAC) in Kabul. The establishment of C-PAC is a significant step in recognising the importance of the role of the Afghan National Police in security post-transition.

The AFP has also undertaken advisory roles focused on introducing policing and evidence-based operations concepts to specialist police units across Afghanistan through the International Joint Command Headquarters Special Operations Forces; General Directorate of Police Special Units; and the Uruzgan Province Special Operation Forces Provincial Response Company.

**Department of Immigration and Citizenship**

As Afghanistan continues to improve its governance, DIAC is working to assist the development of migration management and border security capacities.

In 2012–13 DIAC worked through the International Organization for Migration with the Afghan Ministry of Foreign Affairs and Afghan Ministry of Interior to improve the efficiency and technical processes of the Afghan passport issuing system.

A cornerstone of this engagement is the Afghanistan Passport Issuance System—Afghanistan Visa Issuance System. This system is ensuring that Afghan passports have higher integrity measures and meet International Civil Aviation Organisation standards. A major milestone was the official inauguration of the new passport office in Kabul by the Deputy Minister of the Afghan Ministry of Interior on 24 March 2013. The office is equipped with the Afghan Passport Information System and Afghan Visa Information System and staffed by trained Afghan officers. Officers will issue machine readable passports and visas of an international standard. This work is important as it will assist genuine travellers and business people in
growing the people-to-people and economic contacts vital to Afghanistan’s economic growth and stability.

DIAC has also played a role in addressing humanitarian pressures through implementation of the memorandum of understanding between Australia, Afghanistan and the United Nations High Commissioner for Refugees on Migration and Humanitarian Cooperation. DIAC’s Displaced Persons Program funds NGOs to implement projects supporting durable solutions for refugees and other displaced populations, or, where durable solutions cannot be found, support their protection and stabilisation.

**Quality-at-Implementation ratings**

QAI ratings (Annex B) are a snapshot of the findings of Australia’s evaluation of aid initiatives worth more than $3 million each. This quality process highlights strengths and trends, and informs DFAT planning for the future. The QAI process relies on a wide evidence base, including direct partner monitoring. In the case of Afghanistan, the depth and reliability of the evidence base is limited by the challenges of working in remote and insecure areas and the necessary restrictions on DFAT staff to undertake direct oversight on the ground.

Reflecting the young nature of the Afghanistan program, five initiatives were undergoing QAI assessments for the first time. Out of 35 active activities, only 15 undertook QAIIs, highlighting the high number of small-value activities, most of which are Uruzgan-based. This illustrates the breadth of the program, the legacy of rapid growth, and the demand for engagement across all sectors (in Uruzgan in particular). It also points to the demands on resources for program management over the reporting period.

In general terms, QAI ratings for the Afghanistan program indicate that while program initiatives are highly relevant to the context and well-targeted, they have only adequate to good effectiveness. The ratings point to the challenges of the operating environment and the need to strengthen M&E, including by including realistic objectives with clear timeframes, and flexible mechanisms for adjusting an initiative based on M&E feedback.

Gender equality requires improvement across the majority of program initiatives, noting the low base from which Afghanistan is starting. The quality process identified that for education initiatives, where reaching girls is a high priority for the Australian aid program, and in support for the awareness and monitoring of women’s rights, gender equality was rated as being of good quality. Risk management needs attention, and more priority is needed on managing risk in the design and implementation of initiatives.

High performing initiatives in 2012–13 include the Empowerment Through Education program, which is providing community-based basic education to children in remote and insecure areas, and support to the WFP. Support to the AIHRC and the Afghanistan Health Services Program also performed well.

Lower-rated programs are largely Uruzgan-based. With transition, these programs will not be extended following completion. Initiatives that were less-than-satisfactory against one or more criteria include the Small Project Facility in Uruzgan and NABDP, neither of which scored highly on relevance. There was significant improvement, however, in Support for Local Governance in Uruzgan from 2011 to 2012. The Children of Uruzgan Education Program scored well in 2012, with notable improvements to M&E, and sustainability. This places the initiative as the highest performing in Uruzgan. It will continue to operate in Uruzgan post-transition with ongoing attention to ensure it continues to achieve results.

The Australian aid program in Afghanistan has taken active steps to improve the effectiveness of programs rated as ‘unsatisfactory’ in 2011 QAIIs. Further, during this reporting period, DFAT cancelled one underperforming initiative and following ongoing reviews of programs.
has started one investigation (Australia Awards), one audit and undertaken a rapid stocktake of M&E frameworks and processes of Uruzgan implementing partners.

**Challenges of monitoring and evaluation**

The uncertainty of the operating environment in Afghanistan cannot be underestimated and a large number of factors outside of Australia’s control impact on the aid program. Innovative approaches to M&E and realistic and measurable objectives and targets for Australian-funded initiatives are required for effective programs. In this high-risk environment, M&E is crucial for program management, including informing decisions on the reform or cancellation of low-performing initiatives.

Within constraints, the program monitors and evaluates Australian aid against objectives. It does so by monitoring the effectiveness of partners, gathering data and conducting evaluations commissioned by the aid program (Annex C).

In early 2013, to prepare for transition in Uruzgan, the Afghanistan aid Program completed a rapid stocktake of M&E frameworks and approaches for existing activities. It found that a number of new, innovative techniques are being trialled by our partners. For example, Save the Children’s Children of Uruzgan Education Program is piloting a monitoring system using community-based remote monitoring and development teams. Australia commissioned the UMEP, through Coffey International, to conduct a one-year M&E program. The UMEP builds on Coffey’s experience in implementing a successful program in Helmand for the United Kingdom’s Department for International Development (DFID). The aid program also funded The Asia Foundation’s Survey of the Afghan People (alongside DFID and USAID). This national survey is the only longitudinal survey of Afghan people available, and provides the most comprehensive and consistent barometer of public opinion in Afghanistan. Survey results were published in November 2012. On Australia’s and DFID’s request, TAF also compiled a separate report comparing survey findings from Uruzgan and Helmand provinces with the national-level results.

**Management consequences**

With political factors and insecurity exerting strong influences, all development gains in Afghanistan are fragile. In 2013–2014, DFAT will:

> **Continue consolidation to sectors where Australia can make the most difference, by implementing the 2013–14 Afghanistan Country Program Strategy and its Performance Assessment Framework.** Australian aid will focus on three areas: governance; rural and agricultural development; and education—all underpinned by a focus on gender equality (improved reporting on progressive gender outcomes, strategies to increase women’s participation in program delivery and decision-making roles by delivery partners). Humanitarian response will be an ongoing component.

> **Reduce fragmentation across the aid program by moving from small-scale, short-term initiatives to larger, multi-year programs.** Flexibility will be needed in this difficult environment to respond to changing circumstances, acknowledging that some initiatives will not achieve intended results. Those that prove to be ineffective will be cancelled. From December 2013, only five Uruzgan programs are scheduled to continue to 2014, with only two scheduled beyond that. Monitoring progress in the remaining Uruzgan programs, after the withdrawal of the PRT, will be given special attention.
> Continue to improve M&E to inform decisions to reshape or end under-performing initiatives, particularly where fiduciary risks cannot be adequately managed. DFAT will work with implementing partners on individual initiative-level M&E arrangements. DFAT will progress a monitoring and verification approach that takes account of challenges of monitoring in inaccessible and difficult security environments. DFAT will publish more evaluations on the website.

> Contribute to broader international thinking on Afghanistan by funding research and analysis to develop the evidence-base needed on the impact of the transition process on Afghanistan’s development prospects. This will inform policy and programming decisions.

> Continue to play an active role in key Afghan-donor forums on implementation of TMAF commitments, in particular economic reform, inclusive growth, anti-corruption, advancing the rights of women and girls, and credible, inclusive and transparent elections. The Afghan-donor TMAF Senior Officials Meeting on 3 July 2013, while acknowledging important progress to date, reaffirmed that more effort was required, and necessary to sustain the high levels of international support to Afghanistan’s development.

> As our largest program, the ARTF will continue to require particular, enhanced engagement with the World Bank to progress the broader ARTF reform agenda. This engagement will progress monitoring and evaluating the impact of the ARTF and results tracking. Australia’s current role in the Incentive Program Working Group will ensure engagement on the broader agenda emerging around the use of incentive-based approaches in Afghanistan. Policy engagement will be supported at sector level, with a focus on education. Linkages across initiatives, such as targeting capacity building in public financial management to areas where ARTF and on-budget contributions flow to, will be strengthened.

> Continue to prioritise the security of Australian personnel working in-country. This requires a high level of resourcing (the program is non-devolved, with program management conducted from Canberra) and draws on DFAT corporate areas. Australian staff numbers working on Afghanistan will decrease overall when Australian aid civilians withdraw from Uruzgan.
### Table 3 Risks associated with the program and management actions

<table>
<thead>
<tr>
<th><strong>Most Significant risks</strong></th>
<th><strong>Management Response—What? Who? How? When?</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ongoing conflict</strong> impacts on the ability of the Program to achieve its objectives, including where the political or security situation changes such that operating in-country becomes untenable. Security of Australian personnel working in-country will remain the highest priority.</td>
<td>The Program is being delivered in a war zone; security is a major issue that impacts on all aspects of the development program, and Posts’ own capacity to support the aid program. Security dominates all aspects of life and work in Afghanistan. Arrangements are designed to maximize limited options for movement and engagement. Minister Counsellor/Counsellor approves moves in Kabul, with Embassy security management. In Uruzgan, security is managed by the ADF. ACC Bagram deployees have security managed by the US military as part of the MOU designed by ACC, between DFAT and US.</td>
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<tr>
<td><strong>Ineffective programming</strong> that does not account for the difficulties of operating environment and context, including absorptive capacity and other challenges. Further, limited monitoring and evaluation results in an incapacity to effectively monitor program implementation and assess impact, both in Uruzgan and for national programs, and difficulties in obtaining verifiable results from implementing partners.</td>
<td>The Program will undertake regular analysis and use the results of this to inform program management, new programming decisions and operating procedures. For new programs, undertake contextual analysis as part of design process. A strategic approach for monitoring and evaluation, including remote monitoring, will be developed by the Program. With increased data will come increased performance information. The challenges of working in Afghanistan could impact programming beyond the capacity of an implementing partner to manage, and programs might need to be cancelled. On-going review of partner risk matrices, and working with partners to be up front about challenges and risk treatments will be required.</td>
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<tr>
<td><strong>Reduced international donor support</strong>: Uncertain levels of international and domestic support for aid to Afghanistan leads to partners withdrawal of aid or withdrawal of partner presence.</td>
<td>Australia will continue to work closely with the Afghan Government and other donors and to progress mutual commitments under the TMAF, which makes ongoing support to Afghanistan from international partners contingent on commitments to reform from the Government of Afghanistan. Incentive-based approaches to maintaining reform initiatives will be explored.</td>
</tr>
<tr>
<td><strong>Poor coordination</strong> leads to ineffective aid and increased management costs for the Afghanistan Government.</td>
<td>The Program will continue to engage in policy dialogue and cooperation with the Afghan Government and international partners to manage this risk. Further, the program will continue to utilise ways of funding that improve coordination, including pooled funding and delegation.</td>
</tr>
<tr>
<td><strong>Corruption and fraud</strong> results in the loss of public funds and adversely impacts development outcomes.</td>
<td>The Afghan Government has made explicit commitments to address corruption both the bilateral Development Framework Agreement and in the Tokyo Mutual Accountability Framework (TMAF), Australia will continue to actively monitor Afghanistan’s progress on anti-corruption and governance reforms through active membership of the TMAF Steering and Technical Committees. Australia will continue to apply rigorous anti-fraud and anti-corruption measures, and will take a zero-tolerance approach to fraud, and respond quickly and decisively to investigate any allegations of fraud and secure the recovery of funds.</td>
</tr>
<tr>
<td><strong>Deterioration in Women’s Rights</strong>: Pressures from conservative elements result in undermining or reversal of women’s rights and legislative commitments adversely impacting development outcomes.</td>
<td>The TMAF commits the Afghan Government to protect women’s rights. Australia will continue policy dialogue and advocacy through the TMAF forums. Australian aid initiatives continue to focus on gender equality.</td>
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### Annex A

Progress in addressing 2011 management consequences

<table>
<thead>
<tr>
<th>Management consequences identified in 2011 APPR (Annual Program Performance Report)⁵⁸</th>
<th>Rating</th>
<th>Progress made in 2012-13</th>
</tr>
</thead>
<tbody>
<tr>
<td>Country Strategy and Performance Assessment Framework</td>
<td>Amber</td>
<td>Country Strategy developed; Performance Assessment Framework incomplete</td>
</tr>
<tr>
<td>Delivery Strategies</td>
<td>Amber</td>
<td>None of the three delivery strategies have been finalised; two have been developed</td>
</tr>
<tr>
<td>Strengthen in-country data collection/M&amp;E/results</td>
<td>Amber</td>
<td>Two Uruzgan-based data-collection programs established; addressing broader M&amp;E is underway</td>
</tr>
<tr>
<td>Strengthen gender equity focus</td>
<td>Amber</td>
<td>Gender specialist working across the Program to integrate gender commenced August 2012; program to address violence against women developed and activities commenced June 2013</td>
</tr>
<tr>
<td>Implement the New Deal—Aid effectiveness in fragile and conflict settings</td>
<td>Green</td>
<td>Aid Management Policy signed in February 2013 between donors and Afghanistan; Australia has made progress against a number of the key commitments. For example, Australia provides input to the Development Assistance Database, thereby contributing to increased transparency and provides support to the Civilian Technical Assistance Program which strengthens Afghan ownership of capacity building measures. DFAT Kabul post is a member of the country-level New Deal Task Force. Internationally, Australia co-chairs the International Dialogue Working Group on New Deal Implementation with Afghanistan as part of the International Dialogue on Peacebuilding and Statebuilding, and co-chairs with the World Bank the OECD-DAC International Network of Conflict and Fragility task team on Implementation and Reform</td>
</tr>
<tr>
<td>Additional resources for Kabul Post</td>
<td>Amber</td>
<td>Increase in staff from five in 2012 to twelve in 2013 delayed by accommodation issues in Kabul which has delayed the planned scale up</td>
</tr>
<tr>
<td>Assistance to the mining sector</td>
<td>Amber</td>
<td>Establishment of International Mining for Development Centre; further programming to progressed in 2013-14</td>
</tr>
<tr>
<td>Planning and management of Uruzgan-focused aid post-transition</td>
<td>Green</td>
<td>Coordinated plan for drawback of Australian aid officials to Kabul; monitoring and evaluation data collection program established; strategic programming decisions made</td>
</tr>
</tbody>
</table>

Note:
- Green - Progress is as expected for this point in time and it is likely that the objective will be achieved. Standard program management practices are sufficient.
- Amber - Progress is somewhat less than expected for this point in time 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 for this point in time and the objective is not likely to be met given available resources and priorities. Recasting the objective may be required.

⁵⁸ Prior to 2012-13, Aid Program Performance Reports were called Annual Program Performance Reports.
### Annex B

**Quality at Implementation ratings**

<table>
<thead>
<tr>
<th>Initiative name</th>
<th>Approved budget and duration</th>
<th>Qai year</th>
<th>Relevance</th>
<th>Effectiveness</th>
<th>Efficiency</th>
<th>Monitoring and Evaluation</th>
<th>Sustainability</th>
<th>Gender equality</th>
<th>Risk Management</th>
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<td>ARTF</td>
<td>$196m 2003-13</td>
<td>2012</td>
<td>6</td>
<td>4</td>
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<td>Amber</td>
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<tr>
<td>Strengthening Community-level service delivery</td>
<td>$7.5m 2012-15</td>
<td>2012</td>
<td>5</td>
<td>4</td>
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<td>3</td>
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<td>DAFA II</td>
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<td>Children of Uruzgan</td>
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<td>Afghanistan Health Services</td>
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<td>Empowerment through Education</td>
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<td>Scholarships</td>
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<td>Chora Municipal Infrastructure Project</td>
<td>$6.5m 2011-12</td>
<td>2012</td>
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<td>Afghanistan Human Rights Commission</td>
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<td>ELECT II</td>
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<td>Peace &amp; Reintegration</td>
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<td>Support to Mine Action</td>
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<td>World Food Programme</td>
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Definitions of rating scale:
- Satisfactory (4, 5 and 6)  
  - 6 = Very high quality  
  - 5 = Good quality  
  - 4 = Adequate quality, needs some work  
- Less than satisfactory (1, 2 and 3)  
  - 3 = Less than adequate quality; needs significant work  
  - 2 = Poor quality; needs major work to improve  
  - 1 = Very poor quality; needs major overhaul  
- E = Exempt.

Note: Afghanistan Human Rights Commission QAI exception owing to funding levels below $3million; Peace & Reintegration was assessed as part of overall ARTF performance in 2011.

Risk Management scale:
- Mature (M). Indicates the initiative manager conducts risk discussions on at least a monthly basis with all stakeholders and updates the risk registry quarterly.
- Intermediate (I). Indicates the initiative manager conducts ad-hoc risk discussion and updates the risk register occasionally.
- Basic (B). Indicates there are limited or few risk discussions and the risk register has not been updated in the past 12 months.
### Evaluation and Review Pipeline Planning

**List of Evaluations completed\(^{59}\) in the reporting period**

<table>
<thead>
<tr>
<th>Name of Initiative</th>
<th>Aidworks number</th>
<th>Type of evaluation(^{60})</th>
<th>Date Evaluation report received</th>
<th>Published on website</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACIAR wheat &amp; maize projects</td>
<td>INH888</td>
<td>Impact assessment</td>
<td>April 2013 (draft)</td>
<td>Forthcoming</td>
</tr>
<tr>
<td>Support for Local Governance</td>
<td>INJ681</td>
<td>Independent progress review</td>
<td>June 2013</td>
<td>Forthcoming</td>
</tr>
<tr>
<td>Uruzgan Small Project Facility</td>
<td>INJ525</td>
<td>Independent progress review</td>
<td>June 2013</td>
<td>Forthcoming</td>
</tr>
<tr>
<td>ELECT II</td>
<td>INK032</td>
<td>Partner-led review (UNDP)</td>
<td>March 2013</td>
<td>Yes</td>
</tr>
<tr>
<td>Peace &amp; Reintegration</td>
<td>INI510</td>
<td>Partner-led review (UNDP)</td>
<td>March 2013</td>
<td>No</td>
</tr>
<tr>
<td>Protracted Relief and Recovery Operations (PRRO) in Uruzgan</td>
<td>INK492</td>
<td>Partner-led review (WFP)</td>
<td>August 2012</td>
<td>Yes</td>
</tr>
<tr>
<td>ARTF</td>
<td>INI510</td>
<td>Partner-led review (World Bank)</td>
<td>October 2012</td>
<td>Yes</td>
</tr>
<tr>
<td>Civilian Technical Assistance Program</td>
<td>INJ930</td>
<td>Partner-led review (USAID)</td>
<td>October 2012</td>
<td>Yes</td>
</tr>
</tbody>
</table>

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\(^{59}\) 'completed' means the final version of the report has been received

\(^{60}\) e.g. Mid-term review, Completion report, partner-led evaluation, joint evaluation
List of evaluations planned in the next 12 months

<table>
<thead>
<tr>
<th>Name of Initiative</th>
<th>Aidworks number</th>
<th>Type of evaluation</th>
<th>Purpose of evaluation(^\text{61})</th>
<th>Expected completion date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Afghanistan Australia Awards</td>
<td>INH742, INI520, INJ055</td>
<td>Independent procedural review</td>
<td>Assess progress and make recommendations to help inform its future design and implementation</td>
<td>September 2013</td>
</tr>
<tr>
<td>ARTF EQUIP</td>
<td>INJ510</td>
<td>Desk Review</td>
<td>Internal review of Supervision Mission Aide Memoires over 2011-2013</td>
<td>September 2013</td>
</tr>
<tr>
<td>ARTF EQUIP</td>
<td>INJ510</td>
<td>Implementation Completion Review</td>
<td>Evaluation of EQUIP II (2008-2012), not including extension phase to 2014</td>
<td>March 2014</td>
</tr>
<tr>
<td>Children of Uruzgan</td>
<td>INJ857</td>
<td>Mid-term Review</td>
<td>Independent progress review</td>
<td>December 2013</td>
</tr>
<tr>
<td>Empowerment through Education</td>
<td>INJ806</td>
<td>Mid-term Review</td>
<td>Independent progress review</td>
<td>October 2013</td>
</tr>
<tr>
<td>DAFA II: Malaysia Australia Education Project for Afghanistan Public Financial Management Program</td>
<td>INJ768</td>
<td>Mid-term Review and evaluation</td>
<td>Assess progress and make recommendations to help inform its future design and implementation</td>
<td>June 2014</td>
</tr>
<tr>
<td>ACIAR Afghanistan Agricultural Research Portfolio</td>
<td>INK45G</td>
<td>Mid-term Review</td>
<td>Assess overall progress against the individual program outcomes and goals</td>
<td>June 2014</td>
</tr>
<tr>
<td>Ministry of Agriculture, Irrigation and Livestock: Change Management Program Phase II</td>
<td>INJ284</td>
<td>Independent Review</td>
<td>Assessment whether any elements of the program need to be refined, added or removed</td>
<td>June 2014</td>
</tr>
<tr>
<td>Elimination of Violence Against Women</td>
<td>INK880</td>
<td>Rapid review</td>
<td>Assess progress and make recommendations to help inform its future design and implementation</td>
<td>September 2014</td>
</tr>
</tbody>
</table>

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\(^{61}\) e.g., To inform a future phase of program, to improve existing program; to verify program outcomes