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Swiss Cooperation Strategy Afghanistan 2019 – 2022



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Two young boys going to fly their kites in Herat. © Morteza Herti/AKTC

Foreword

"In a stream where water once flowed, it will flow again". This Afghan proverb expresses the trust that difficult times will pass and a better future lies ahead. The current situation in Afghanistan is a cause for concern. The impact of the withdrawal of international troops in 2014 and the deteriorating security situation continue to reverberate. Poverty rates have increased in recent years, economic growth is low and the armed conflict affects various parts of the country, resulting in large numbers of internally displaced persons.


Yet there is reason for hope and optimism. The progress achieved in Afghanistan since 2002 is remarkable. Amongst other things, critical infrastructure has been rehabilitated, human rights institutions and a legal system have been established, several rounds of elections have been conducted and an education and health system has been built. Today, Afghanistan's government takes a leading role in the development of the country and implements ambitious reforms on the way to self-reliance.

Development gains in Afghanistan are encouraging, but their sustainability and scaling up requires the continued commitment of the international community, now more than ever. Switzerland remains committed to supporting Afghanistan's efforts to reduce poverty, human suffering and loss of life, and to promoting social cohesion and a peaceful society with effective, accountable and inclusive institutions. Starting with humanitarian assistance during the 1990s, Switzerland's cooperation with Afghanistan

has grown into a broader development programme since 2002. In order not to leave anyone behind, it combines life-saving assistance with longer-term institution building, thereby addressing the nexus between development assistance and humanitarian aid. It is a pleasure for me to approve the new Swiss Cooperation Strategy for Afghanistan for 2019–2022. The strategy is aligned with the Sustainable Development Goals and the Government of Afghanistan's national development priorities, while responding to the needs of the Afghan people. It builds on the successful experiences and lessons learned of the past years' development cooperation, while focusing on specific areas where Switzerland can offer an additional value.

I trust that through these endeavours, Switzerland will meaningfully support Afghanistan on its pathway out of fragility and towards sustainable development.

Sincerely,
Swiss Agency for Development and Cooperation



Manuel Sager
Director General

Over the past four decades, Afghanistan has been the scene of two protracted foreign military interventions and a civil war. The long period of armed conflict has taken a heavy toll on Afghanistan's institutions, created enormous human suffering and hindered its economic and social development. Today, Afghanistan is among the poorest countries in the world and highly fragile in all dimensions. Nevertheless, over the past sixteen years, important progress has been achieved in education, health, rural development, justice and good governance. Continued joint efforts by the Afghan government and the international community are crucial to sustain what has been achieved and to ensure no one is left behind.

Economic and Social Situation

Afghanistan's economic foundations remain weak and the country is highly aid dependent, both for civilian and military expenditure. In 2017, foreign aid accounted for 66% of the national budget. There is a marked downward trend in the amount of foreign aid, which risks to negatively affect development investments in the country or even basic service delivery in the years to come. Despite considerable amounts of foreign aid, poverty remains high. Data from the recent Afghanistan Living Conditions Survey shows a sharp increase in poverty rates from 36.5% in 2011/12 to 54.5% in 2016/17, which is driven by insecurity, stagnating economic growth and a high age dependency ratio¹. Unemployment and under-employment currently stand at 24% and 20% respectively.

¹ The age dependency ratio measures the ratio of dependents (those younger than 15 years old and older than 65 years old) to the working-age population (15-64). In Afghanistan, the ratio is 0.85, mostly driven by the high proportion of children and adolescents, who account for 43% of the population.

Agriculture is the most important sector in terms of employment, with 40% of the working population either directly or indirectly engaged in it. However, agriculture is mostly small scale with very limited market linkages. Low productivity and limited access to markets contribute to high levels of food insecurity with an estimated 44% of the population being affected. The high dependence on rainfed agriculture and the lack of adaptive skills make Afghanistan's agriculture vulnerable to adverse weather, natural disasters and climate change.

Education is an important foundation for economic development and one that is still severely lacking in Afghanistan. Less than 50% of adult men and less than 20% of adult women can read and write. By 2001, fewer than one million children were in school, almost none of them girls. Since then, this number has increased nine-fold and approximately 40% of enrolled students are girls. Nevertheless, enrolment remains low with an estimated 3.7 million children out of school, two thirds of them girls.

Social inequalities are manifold, but dominated by two key aspects: the gender gap and the rural-urban divide. Afghanistan ranks low in the UNDP's Gender Inequality Index (154 out of 188 countries assessed), with high rates of maternal mortality and adolescent pregnancy and low education levels and labour force participation for women. Social norms dictate a strict gender segregation and sexual and gender-based violence is a pervasive problem. Surveys suggest that over 87% of Afghan women experience at least one form of physical, sexual or psychological violence during their lives. Inequalities between rural and urban areas are striking. With an estimated 73% of the population, rural Afghanistan has higher poverty rates, higher food insecurity, significantly lower literacy rates and less access to health and other basic services.

The humanitarian crisis in Afghanistan is one of the most complex protracted crises in the world. The country is vulnerable to shocks, which require emergency assistance and simultaneous resilience building. The humanitarian needs originating from conflict and natural disasters are increasing. The level of internal displacement is high, with more than 1.7 million displaced people. The situation has been exacerbated by high numbers of returning refugees and undocumented Afghans from Pakistan and Iran (over 795'000 returns in 2016, and more than 380'000 in 2017). These massive population movements have put additional pressure on resources and over-whelmed services, which were already stretched thin and unable to fulfil the basic human needs of the Afghan population. Most of the returnees and many of the internally displaced persons settle in urban areas, often in informal settlements that lack basic infrastructure. They are highly vulnerable and lack a social support system or network.

Political and Institutional Context

The presidential election in 2014 failed to provide a clear result and led to a foreign-brokered National Unity Government between the two frontrunners. This configuration further undermined the weak legitimacy of the government and provided fertile ground for new opposition movements. Power struggles within the National Unity Government also slowed down reform processes and resulted in frequent blockages. The parliamentary elections, scheduled for summer 2015, were postponed numerous times and were eventually held in October 2018. Presidential elections should follow in April 2019 and are likely to create disruptions of government activities during the campaign phase. They also bear the potential for civil unrest as results may be contested. Terrorist attacks on voter registration and polling centres or political gatherings may contribute to increased insecurity.

A para-vet controls the egg production of a beneficiary of a poultry project in Khost. © TLO



Persistently high corruption levels are a major concern for the Afghan government. Corruption challenges the government's credibility and undermines its bureaucratic effectiveness. It also remains a major obstacle to the rule of law in Afghanistan, with allegations that judicial decisions are biased in favour of government and parliamentary officials, and police investigations are blocked by powerful figures. This is reflected in the prominence of customary justice, which is the most used dispute resolution mechanism.

Four decades of war have left profound effects on the social fabric of the country and transformed the communities. The erosion of social structures profoundly affects the functioning of local governance mechanisms, notably those concerned with dispute resolution and the management of natural resources. Local grievances may then be exploited by conflict parties, thereby fuelling the war and driving fragility. The human rights situation in the country remains worrisome. Violations of international humanitarian law and human rights law are commonplace, despite the government's political commitment to international frameworks. Civilian casualties and displacement remain high as a result of the ongoing conflict. The hesitant efforts to initiate a peace process in 2015 and 2016 ended without results or even direct talks. However, in February 2018, the Afghan Government made a surprisingly clear and generous offer to hold peace talks with the Taliban. Efforts towards initiating a formal peace process are ongoing (including an unprecedented ceasefire in June 2018) and prospects for direct talks are more promising than before.

Security Conditions

Insecurity and armed conflict are doubtlessly the most salient drivers of Afghanistan's fragility, not least because the conflict has been ongoing in one form or another for such a long time. The most recent phase of the armed conflict (since 2001) continues unabated. Approximately half of the country's districts are either controlled or contested by the Taliban, who are still on the offensive while government security forces and their international supporters have assumed a largely defensive role since the drawdown of international troops in 2014. Conflict intensity, as measured by the number of incidents, remains high but seems to have reached a ceiling. In 2017, civilian casualties decreased for the first time since 2012. Persistent insecurity in various parts of the country undermines the legitimacy of the government, which is unable to fulfil its core functions. This crisis of confidence is exacerbated by terrorist attacks in urban centres.

Outlook

Afghanistan faces an uncertain outlook. It has to be assumed that conflict activity will remain high, at least during the next few years. Insecurity will continue to negatively affect socioeconomic development, governance and human rights, while humanitarian needs will remain high. These factors will likely contribute to persistently high numbers of Afghan refugees, especially in neighbouring countries (see Annex 5 on Migration). The upcoming presidential elections are likely to have a negative effect on political stability and security. The support from the international community remains crucial to safeguard development achievements and to sustain state institutions.



A boy passing through a village in Takhar. © SDC

Swiss Foreign-Policy Objectives in Afghanistan, Contribution by Other Donors

Switzerland's assistance to Afghanistan represents a meaningful contribution to overcome fragility in the country. Interventions are aligned with the OECD principles for good international engagement in fragile situations and contribute to the Peacebuilding and Statebuilding Goals defined in the New Deal for Building Peaceful States. Afghanistan is a signatory to the New Deal and a member of the g7+ group. The "Self-reliance through Mutual Accountability Framework" (SMAF), adopted in 2015, is the current compact between the Afghan Government and the international community. It reflects the peace and state building goals thematically and aims to facilitate Afghanistan's transition to self-reliance. The Afghan Government is assuming a stronger role in aid management, and pressure on donors to provide on-budget and discretionary funding has increased. Currently, more than 50% of overall development assistance is channelled through the national budget; however, implementation capacities on the government side are often weak, resulting in delays and inefficiencies.

At more than USD 4 billion per year, Afghanistan remains the largest recipient of official development assistance globally. However, this amount has decreased markedly (-18% between 2014 and 2016). Thirty-three bilateral and multilateral DAC donors allocated aid to Afghanistan in 2016, making Switzerland a relatively small donor in the Afghan context. Nevertheless, in all of its priority sectors, Switzerland ranks among the ten largest bilateral donors.

In the 2016 Brussels Conference on Afghanistan, Switzerland renewed its commitment to a long-term partnership with Afghanistan and pledged to maintain its yearly financial commitment of CHF 26 million. Through its engagement in the country, Switzerland contributes to the international burden-sharing.

As outlined in the Dispatch on International Cooperation 2017–2020, poverty reduction stands at the centre of bilateral Swiss development cooperation, while the core mandate of the Swiss humanitarian

aid is to save lives and alleviate suffering. Swiss interventions in Afghanistan contribute to these overarching strategic goals. Unlike most other donors, the Swiss presence in Afghanistan is purely civilian and not perceived as politically motivated, giving Switzerland credibility and acceptance within the Afghan population as well as among the government and international actors.

Switzerland's long-term partnerships and programmes constitute a distinctive added value in a context marked by short-term interventions and shifting priorities. Switzerland is also one of the few donors still connected to field realities through regular project visits, allowing it to link local interventions and national policy dialogue and donor coordination. Among the international community, Switzerland is recognised for its technical capacities, its long-term approach and its field-level experience.

The Swiss Cooperation Office in Afghanistan is of key importance for Switzerland's bilateral relations with Afghanistan and serves as the official Swiss representation in the country. In coordination with the Swiss Embassy in Islamabad, it assumes political and consular tasks.



Community members in Khost © SDC

3 Results of Swiss Contributions (2015 to 2018)



Group work in a school in Bamyan. © SDC

The Swiss Cooperation Strategy 2015-2018 aimed at sustaining and enhancing accountable institutions, thereby contributing to good governance, the respect of human rights and the rule of law and at promoting inclusive and sustainable socioeconomic development. Switzerland strengthened the nexus between humanitarian aid and development cooperation to provide emergency assistance and contribute to sustainably improve living conditions of vulnerable groups.

Despite growing insecurity, numerous challenges to programme implementation and significant budget cuts, the portfolio has achieved positive results.

Domain 1: Governance and Human Rights

Interventions in the Governance and Human Rights Domain aimed to support an inclusive state, improve access to justice and strengthen human rights institutions.

Through support to community policing structures, public hearings and the development and implementation of provincial development plans, the population's confidence in public institutions at the subnational level has slightly increased (from 30 to 34%). In Afghanistan's centralised system, however, subnational institutions do not have any legislative or budgetary authority, limiting their scope of action.

The Afghan Independent Human Rights Commission plays an essential role in monitoring human rights issues such as gender-based violence, torture and detention. Though still heavily dependent on international funding, an increasing part of the Commission's budget is now funded by the Afghan Government. Both the Commission and the Civil Society and Human Rights Network submitted shadow reports for the second periodic review under the Convention against Torture. The Swiss-supported Human Rights Support Unit in the Ministry of Justice coordinated the inputs for the report submitted by the Government. As a result, the Afghan Government ratified the Optional Protocol to the Convention against Torture and adopted a new antitorture law.

The World Bank's Afghanistan Reconstruction Trust Fund (ARTF) through which Switzerland channels its on-budget funding continues to finance a large part of Afghanistan's development budget. The fund's support for public financial management and civil service reforms has resulted in higher domestic revenue collection and improved government capacities. The Swiss-supported legal aid grants facility is a well-functioning mechanism providing legal services to women and vulnerable population groups in eight provinces. Fifteen courts dedicated to the implementation of the law for the Elimination of Violence against Women have been established and now solve cases in accordance with human rights standards. The Human Rights Support Unit has been integrated as a directorate in the organisational structure of the Ministry of Justice and staff has been included in the national civil service scheme.

Domain 2: Socio-Economic Development

Interventions in the Socio-Economic Development Domain focused on improving the livelihoods of rural households, especially in mountainous areas. This was complemented by an increased engagement in the education sector to improve the quality of learning.

Livelihood projects reached over 200'000 people per year. Interventions targeting agriculture resulted in increased yields of staple crops, such as wheat and potatoes. Over 445 ha of land were brought under (improved) irrigation, resulting in higher and more stable yields. Household nutrition has been improved through vegetable production as well as through poultry, egg and dairy production benefitting at least 4'500 households. Over 2'000 ha of land were protected and rehabilitated through sustainable land management practices. At least 332'000 days of short-term employment ("Cash for Work") were created. While Swiss interventions remained constrained to very limited geographical areas, they were thematically broad, which restricted their scale-up potential.

In 352 villages, the newly established Natural Resource Management Committees and Watershed Associations managed natural resources. Community-based natural resource management contributed to local conflict reduction and social cohesion. 474 subnational institutions designed local development plans. Over 1'300 public and social audits were conducted. The weak capacities of government agencies at the subnational level and their lack of autonomy to plan, budget and implement hindered a strong involvement in development projects. Nevertheless, new projects and phases put emphasis on including government agencies to the extent possible.

In the education sector, emphasis was put on improving the quality of education in government schools, especially at the secondary level. Over 150'000 boys and girls benefitted from over 3'000 better trained teachers and better equipped schools. The teacher practicum and the gender and human rights course, developed under a Swiss-funded project, now form part of the national teacher education curriculum. Communities' and schools' perceptions of service delivery by education authorities has improved significantly. Nevertheless, enrolment numbers did not increase. Insecurity and displacement as well as increasing poverty rates are possible explanations.

Humanitarian Aid

Through long-term support to multilateral partners (UNHCR, WFP, ICRC and IOM) and to the OCHA's Country Based Pooled Fund for Afghanistan (Afghanistan Humanitarian Fund), Switzerland contributed to the provision of humanitarian assistance to the most vulnerable, especially persons displaced by conflict and natural disasters and returned populations from neighbouring Iran and Pakistan. The Afghan context requires long-term engagement of donors, also in humanitarian aid, in order to be able to flexibly respond to emerging crises and to contribute to resilience building of the population. This observation has led to a more integrated planning of the humanitarian and development engagement in the strategy 2019-2022.

The deployment of a Swiss expert to the WFP office in Kabul significantly contributed to DRR mainstreaming throughout WFP's activities as well as the implementation of a common DRR approach by key humanitarian stakeholders (government, UN agencies, and donors) in the country.

What is the nexus?

Applying a nexus approach means fostering the complementary use of funds, intervention modalities, instruments, approaches and knowledge from both humanitarian aid and development cooperation. They are applied as required in a given situation to achieve better and more sustainable results. The integrative use of instruments (both bilateral and multilateral) of humanitarian aid and development cooperation means that they complement each other, are interlinked and create synergies to meet people's needs in the short-, medium- and long-term.



A man has received food assistance. © WFP

Lessons Learned

The evaluation of the Swiss Cooperation Strategy 2015-2018 confirmed the high relevance of the Swiss engagement for the needs and priorities of Afghanistan. Its findings underlined the importance of in-depth analysis and context-specific interventions. Three main lessons learned were identified and have been taken into account in the design of the present strategy. Firstly, the result framework had certain weaknesses with outcomes considered over-ambitious and with a large number of indicators, some of which were not measurable and/or lacked targets and baselines. This hampered results-reporting and

accountability during the strategy period. The use of cross-sectoral domains was seen as counterproductive to achieving greater thematic focus. Secondly, humanitarian issues and objectives were insufficiently integrated in the strategy. The result framework in particular lacked indicators to reflect the results of Switzerland's sizeable humanitarian engagement in the country. Moreover, the nexus between development assistance and humanitarian aid was insufficiently realised. Thirdly, the evaluation found that the support to subnational governance institutions was of limited effectiveness, since there was a lack of political will to decentralise and devolve responsibilities to lower levels.



Returnees from Pakistan load all their belongings on a truck. © Andrew Quilty for IOM

Implications for the Swiss Cooperation Strategy 2019–2022

Fragility permeates all aspects of the Afghan context and is a complex and multidimensional challenge. Humility and realistic expectations are crucial for all development interventions, but even more so in fragile situations. Switzerland can only aspire to contribute to positive developments on a policy level and to mitigate the repercussions of conflict and fragility on the poorest through well-targeted and context-sensitive interventions. Switzerland therefore continues to combine a long-term vision with flexible programming while taking advantage of opportunities and investing in what has shown to be successful. Considering the main drivers of fragility (insecurity, weak state legitimacy, weak government institutions and high poverty levels), Swiss interventions aim to strengthen national systems and institutions while improving living conditions at the local level.

The thematic areas of intervention have proven relevant and are maintained as they respond to the needs of the population and address key drivers of fragility. They are also in line with the priorities of the government and allow Switzerland to build on its experience and networks. Nevertheless, the internal mid-term review and the external evaluation of the Swiss Cooperation Strategy 2015-2018 identified the need for Switzerland to further sharpen its thematic focus.

This implies a stronger emphasis on specific niches where Switzerland can make a difference and an adaptation of the domains of intervention. The previous cross-sectoral domain “Socio-economic Development” has been separated into two thematic domains (“Agriculture and Natural Resource Management” and “Basic Education”). The previous “Governance and Human Rights” domain has been refocused on “Rule of Law and Protection”, integrating humanitarian and development aspects.

A farmer stands in his improved vineyard in Takhar. © SDC



In light of the fact that the government has not prioritised subnational governance during the last strategy period, it is suggested to phase out local governance programmes and to integrate governance as a transversal theme in sectoral programmes. Gender issues require continued attention with realistic targets and context-sensitive approaches and gender is maintained as a transversal theme.

Given Afghanistan’s protracted crisis situation, humanitarian needs remain high requiring continued emergency assistance and resilience building at the same time. Additional efforts are needed by the international community, including Switzerland, to better leverage potential synergies and complementarities between humanitarian aid and development interventions. Under the Swiss Cooperation Strategy 2019-2022, the nexus between the different instruments is strengthened both at an operational and strategic level through joint context analysis and common objectives under each domain.



Young women in a traditional dance performance in Kabul. © Asia Cultural House/AKTC

5

Priorities, Objectives and Impact Hypotheses

Swiss development cooperation and humanitarian aid in Afghanistan are aligned with the national priorities as defined in the Afghanistan National Peace and Development Framework (2017-2021). The Afghan Government strives to increase its self-reliance and improve the welfare of its people by building economic foundations and strengthening the rule of law. Through its interventions in Afghanistan, Switzerland contributes to the Sustainable Development Goals, in particular Goal 1 on ending poverty, Goal 2 on food security, Goal 4 on education, Goal 5 on gender equality, Goal 15 on sustainable natural resource management and Goal 16 on peace, justice and strong institutions. A strong link between the domains is the transversal theme governance. Its integration in sectoral projects of all three domains builds a solid basis for the Swiss position in promoting local and community-based governance in the policy dialogue with governmental entities at all levels, as well as with other donors.

Overall Goal

Switzerland contributes to reducing poverty, human suffering and loss of life in Afghanistan. Switzerland promotes social cohesion and a peaceful society with effective, accountable and inclusive institutions for all people to be safe and live in dignity.

Switzerland supports Afghanistan's pathways out of fragility and out of poverty by addressing interlinked dimensions of fragility. The focus is on interventions that have the potential to create positive feedback effects and reduce fragility across multiple dimensions. Small improvements will mutually reinforce each other and gradually set in motion a virtuous circle of incremental change: people who are safe and whose rights are protected are able to invest in socio-economic development while improved socio-economic conditions enhance participation in society and reduce factors pushing individuals to engage in armed conflict.

Taking into account the complexity of the Afghan context, the large extent of the needs and the relatively small Swiss engagement, expectations must remain modest. Switzerland will not achieve the objectives outlined above alone, but through targeted interventions in a specific number of thematic areas and subsectors, it can make a meaningful contribution to positive change in Afghanistan within clearly defined niches. In order to do so, Switzerland works hand in hand with the Afghan government, the international community and civil society on a limited number of projects. This approach is reflected in the focus of the three priority domains outlined below and specified in the Result Framework in Annex 3.

Domain 1 – Rule of Law and Protection

Afghan citizens see their fundamental rights protected and their personal safety ensured

Interventions in this domain mainly address the political and security dimensions of fragility and emphasise protection aspects. Under outcome 1 “Afghan citizens have improved access to quality justice services and their human rights are better respected, protected and fulfilled”, Switzerland continues its support to the national human rights commission and civil society organisations in line with the objectives of the FDFA Human Rights Strategy 2016-2019. Under this outcome, Switzerland also contributes to strengthen the trust between the population and the Afghan Government by improving access to quality justice services for men and women. Through support to institutional reforms of the justice system, its inclusiveness, transparency and respect of human rights will be enhanced. Particular emphasis will be placed on strengthening the institutional linkages between customary mechanisms, formal justice and human rights institutions within a coherent national framework. Interventions will target both urban and rural areas.

Under outcome 2 “People in need, especially displaced and conflict-affected persons, have access to life-saving assistance and their fundamental rights are protected”, Switzerland contributes to life-saving assistance, especially to displaced and returned populations, through the main humanitarian agencies in the country. At the policy level, Switzerland advocates for the protection and long-term reintegration of internally displaced persons and returnees as well as for improved access to people in need of assistance.

Domain 2 – Agriculture and Natural Resource Management

Smallholder farmers sustainably improve their livelihoods and enhance their resilience

Interventions in agriculture, rural development and natural resource management mainly address the economic, environmental and societal dimensions of fragility and emphasise inclusion. To achieve the outcomes under this domain (Outcome 1 “Smallholder farmers increase their productivity and income, and food insecurity is reduced” and Outcome 2 “Smallholder farmers sustainably manage their natural resources and become more resilient”) Swiss interventions will strengthen public service delivery and promote sustainable natural resource management. Potential impacts from natural hazards and climate change will be considered and mitigated where appropriate with DRR measures.

The programme will continue to work directly with farmers at the local level, especially in remote and mountainous areas where poverty and food insecurity are highest. Women will be involved to the extent possible in socially accepted activities. In its response to food insecurity, Switzerland will also continue to support the World Food Programme for the provision of food assistance and asset creation.

Switzerland will also strengthen its relationship with the Ministry of Agriculture, in particular with the General Directorates for Natural Resource Management and Extension. Both entities play an active role in Swiss projects which contribute to create stronger institutional capacities – especially at the subnational level – and facilitate the feedback of project experiences into policies.



Men work on improving a rural road in Takhar. © SDC

Female Skateistan students
outside of the Kabul skatepark.
© Skateistan



Domain 3 – Basic Education

Girls and boys benefit from safe, equitable and relevant quality basic education

Interventions in this domain mainly address the economic and societal dimensions of fragility, with both protection and inclusion concerns represented. Considering the importance of education for social cohesion and economic development, the emphasis is on improved access and quality of education.

The goal is that girls and boys benefit from safe, equitable and relevant quality basic education. Interventions will be implemented in both rural and urban areas. Under outcome 1 “Girls and boys, including in emergencies, have increased access to safe and quality education”, Swiss interventions will work at the local level towards promoting community involvement in education to achieve safe and conducive learning environments and increase enrolment. By supporting specific Education in Emergencies interventions, Switzerland will help vulnerable and conflict-affected children to access education and protection. Under outcome 2 “Education authorities, academic supervisors, teachers and administrators provide better services”, Swiss interventions will focus on strengthening the academic supervision system to provide schools and teachers with guidance and support to improve the quality and relevance of education. In its policy dialogue at the national level, Switzerland will advocate for improved linkages between non-formal education and the formal school system.

6 Management of the Implementation of the Strategy

Aid Modalities and Approaches

Through its interventions in Afghanistan, Switzerland pursues context-sensitive and result-oriented development cooperation and humanitarian assistance. Three scenarios have been elaborated and are described in Annex 6. Taking into consideration the uncertainties of the context, a flexible modality mix is maintained (mandates, contributions, secondments, multilateral and bilateral interventions). Development and humanitarian instruments are applied in a coherent and complementary way, whereby development instruments focus on addressing structural challenges while humanitarian instruments address crisis-specific challenges. Governance, especially local and community-based, remains an important cross-cutting issue, which is integrated in sectoral projects. Experiences have shown the importance of embedding project interventions in the local context and aligning them with prevailing social norms. While social norms should be challenged, this needs to be done in small incremental steps with great sensitivity and modest expectations. Introducing concepts perceived as externally imposed, such as gender equality, not only risks to undermine the project's acceptance, but will also have limited benefit and may even create negative backlash. In this sense, while gender equality will remain a transversal theme in the Swiss Cooperation Strategy, it needs to be applied carefully and in a context-sensitive manner.

Switzerland participates in relevant thematic (donor) groups for justice, human rights, education, agriculture, NRM and humanitarian aid. While it does not assume a leading role in any particular sector, notably due to human resource constraints, Switzerland is recognised for its active involvement in policy discussions, its coherent messaging and its close link to field realities.

Financial Commitments

The high level of needs in Afghanistan certainly justifies a more important engagement of Switzerland in Afghanistan. Humanitarian Aid funding will increase from CHF 7.5 million to CHF 9 million per year, while development funding is foreseen to remain at CHF 18 million per year. The total Swiss commitments amount to CHF 27 million per year. Development interventions can be scaled up when windows of opportunities open and the context is conducive for an increased engagement.

Following Switzerland's commitment at the 2012 Tokyo Conference, it is proposed to continue on-budget funding through the World Bank's multi-donor trust fund at the current level (16% of annual development budget). While options for further on-budget funding are continuously explored, the added value of Switzerland as a relatively small donor is higher in piloting innovations and addressing neglected areas. Switzerland engages in coordination and policy dialogue fora to support the achievements of its strategic objectives and to monitor the progress of the international compact (SMAF).

Geographic Focus

Taking into account that security conditions may change rapidly, vary locally and are difficult to predict, the flexibility within projects is of particular importance to allow adjustments. This includes adaptation of activities, modalities and work plans, temporary suspension or even a shift to different districts. The fragility of the Afghan context also requires flexibility in the geographic focus of interventions. The selection of target areas for development programmes considers various criteria: poverty levels, the security situation, government priorities, the availability of implementing partners, and the presence or absence of other donors.

The choice of target areas therefore varies between sectors and there is no automatic clustering of Swiss-supported initiatives in a certain area of the country. Synergies within the programme are created along thematic overlaps between the domains and between development and humanitarian projects within the domains. Programmes continue adopting a long-term approach in their respective areas of intervention and aim to stay engaged. For humanitarian aid, target areas will be defined according to the prevailing needs of people affected by crises such as conflict-induced displacement or natural hazards. Switzerland will continue to support initiatives to enhance operational and physical access, so development and humanitarian actors can reach people in need even in areas outside of government control.

Human Resources

The operational realities of the Swiss Cooperation Office in Afghanistan have to be taken into account in strategic planning. Recruiting and retaining qualified and experienced human resources (both Swiss and Afghan) remains a particular challenge with implications for portfolio development and monitoring. The Head of Cooperation acts as the official Swiss representative in Afghanistan, with political and consular tasks constituting a considerable share of his/her workload. Security management requires dedicated resources and the security advisor plays a crucial role in gathering and analysing information through international networks, implementing and maintaining security systems and standard operating procedures for daily life in Kabul, as well as for field missions.



School girls in Badakhshan. © SDC

The multidimensional fragility in general and the armed conflict in particular pose considerable risks to development and humanitarian actors in Afghanistan. In the most likely scenario, no significant improvements in the security and socio-economic situation are expected for the next four years. It is, however, probable that different fields of observation identified in the scenarios (see Annex 6) will evolve in different directions, resulting in “mixed scenarios”. This underlines the need to monitor development-relevant changes closely and to adapt programming flexibly. The Swiss Cooperation Office Afghanistan continuously monitors current events through its networks and partners in the country. Through its context monitoring exercise, conducted three to four times yearly, it monitors the scenario indicators, allowing it to anticipate further changes that might require an adaptation of the programme (see Annex 7).

The high level of corruption in the country and the low financial management capacities of some implementing partners constitute a significant fiduciary risk. High importance is therefore attached to partner risk assessments and sound financial analysis. Regular monitoring visits of projects will continue – security permitting – and are conducted jointly by programme and finance staff, where relevant.

The annual report synthesises project-specific results and forms the basis for result monitoring and reporting at the strategic level. Monitoring development and humanitarian outcomes will remain a challenge. National-level data is often incomplete, outdated and of questionable reliability. Insecurity and social norms may impede direct access to beneficiaries, especially women. Qualified consultants for external reviews are often reluctant to work in remote rural areas. In response, the indicators in the Result Framework (see Annex 3) have been defined to ensure their measurability by project partners.

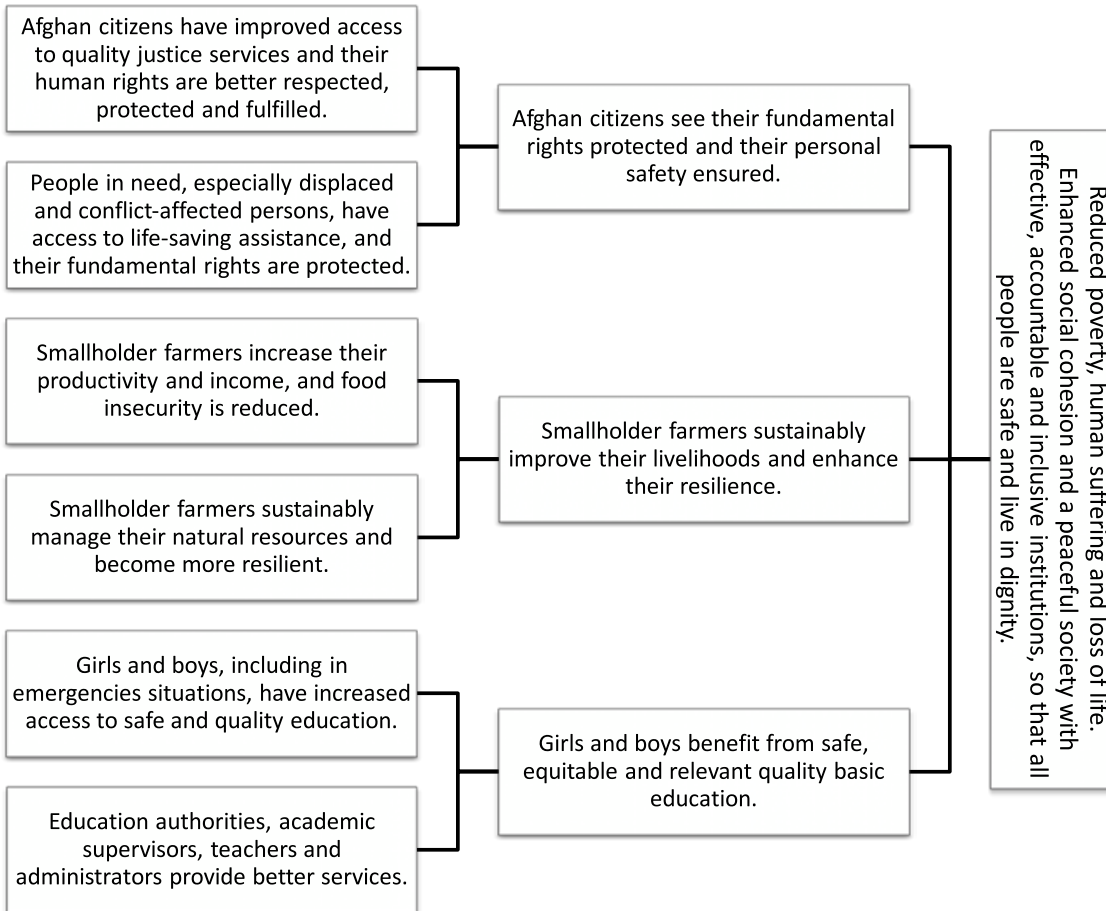


A young boy is sitting on a mud wall in Takhar. © SDC

Annex 1: List of Acronyms

AIHRC	Afghanistan Independent Human Rights Commission	INSO	International NGO Safety Organisation
ALCS	Afghanistan Living Conditions Survey	IOM	International Organisation for Migration
ANDMA	Afghanistan National Disaster Management Authority	MAIL	Ministry of Agriculture, Irrigation and Livestock
ANPDF	Afghanistan National Peace and Development Framework	MERV	Monitoring entwicklungsrelevanter Veränderungen (SDC context monitoring)
ANSF	Afghanistan National Security Forces	MoE	Ministry of Education
AOG	Armed Opposition Group	MoJ	Ministry of Justice
ARTF	Afghanistan Reconstruction Trust Fund	MoRR	Ministry of Refugees and Repatriation
ASLI	Agricultural Services and Livelihood Improvement	NESP	National Education Strategic Plan
AUPP	Afghanistan Urban Peacebuilding Programme (project)	NGO	Non-Governmental Organisation
CDC	Community Development Council	NPP	National Priority Programme
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women	NRC	Norwegian Refugee Council
CHF	Swiss Franks/ Common Humanitarian Fund	NRM	Natural Resource Management
CS	Country Strategy	OCHA	Office for the Coordination of Humanitarian Affairs
CSO	Civil Society Organisation/ Central Statistic Organisation	ODA	Official Development Assistance
CSPM	Conflict Sensitive Programme Management	OHCHR	Office of the United Nations High Commissioner for Human Rights
DAC	Development Assistance Committee	PACTEC	Partners in Aviation and Communication Technologies
DiREC	Displacement and Returnees Executive Committee	RAMA	Rangeland Management
DRR	Disaster Risk Reduction	SC	South Cooperation
EiE	Education in Emergencies	SDG	Sustainable Development Goal
EMIS	Education Monitoring and Information System	SGBV	Sexual and Gender-based Violence
FAO	United Nations Food and Agriculture Organisation	SLSD	Sustainable Livelihood and Social Development
g7+	Group of (self-declared) fragile states	SMAF	Self-Reliance through Mutual Accountability Framework
GDP	Gross Domestic Product	TLO	The Liaison Office
GPE	Global Partnership for Education	UNDP	United Nations Development Programme
HA	Humanitarian Aid	UNHCR	United Nations High Commissioner for Refugees
HRP	Humanitarian Response Plan	UPR	Universal Periodic Review
HRSU	Human Rights Support Unit	USD	United States Dollar
ICRC	International Committee of the Red Cross	WB	World Bank
IDP	Internally Displaced Person	WEE	Women's Economic Empowerment
IHL	International Humanitarian Law	WFP	World Food Programme

Annex 2: Hierarchy of Objectives



Annex 3: Result Framework

Domain of Intervention 1: Rule of Law and Protection <i>Goal: Afghan citizens see their fundamental rights protected and their personal safety ensured (SDG 16)</i>		
(1) Swiss Portfolio Outcomes	(2) Contribution of Swiss Programme	(3) Country Development or Humanitarian Outcomes
<p>Outcome 1: Afghan citizens have improved access to quality justice services and their human rights are better respected, protected and fulfilled.</p> <p>1) XX persons (M/F) whose human rights have been better respected directly/indirectly (i.e. who are aware of their rights, have access to complaint mechanisms or justice services) [ARI-HR3] Source: UNDP, AIHRC reports Baselines: - Human/legal rights awareness: 34'422 persons (9'700 women/ 24'722 men) (2017) - Complaints mechanism: 7'432 cases (2017) - Justice services (incl. legal aid and informal justice): 3'351 persons (617 women/ 2734 men) (2017) Targets: - Human rights/legal awareness: 35'000 persons/year - Complaints mechanism: 7'500 cases/ year - Justice services (incl. legal aid and informal justice): 3'500 persons/ year</p> <p>2) % of persons (M/F) in targeted areas with confidence in police forces and the judiciary (Thematic Reference Indicator) Source: AUPP, UNDP reports Baseline: police: 62% (2017) / judiciary: to be defined by the end of 2018 Target: 82% for police / judiciary: to be defined by the end of 2018</p> <p>3) XX survivors (m/f) of SGBV that register complaints to relevant institutions (Thematic Reference Indicator)</p>	<p>Switzerland contributes to the respect and protection of human rights by supporting the national human rights commission, civil society organisations and justice mechanisms. The objective is to contribute to enhanced social cohesion and trust between Afghan citizens and the state. A particular focus of the Swiss programme lies on improving access to justice and strengthening the linkages between formal and customary justice institutions. Swiss interventions support institutional reforms, which aim to make the judiciary more inclusive, transparent and respectful of human rights. Ensuring the inclusion of women and disadvantaged groups requires particular attention.</p> <p>Risks Prevalence of harmful cultural norms that are non-compliant with human rights. Climate of impunity. Widespread corruption in the justice sector. MoJ's weak capacities to implement the justice sector reform agenda and limited resources to provide legal aid services. Prevalence of conservative social norms prevent people, especially women, from accessing justice.</p>	<p>Outcome 1: Afghan citizens have access to effective judicial services with their basic rights and freedoms being protected. (Implementation Plan of the National Justice and Judicial Sectors Reform and the Afghan-nationalised SDGs)</p> <p>1) % of persons legally represented at one or more court appearances in their cases (disaggregated by gender) Source: Asia Foundation Survey Baseline: 18.8% (2017) Target: n/a</p> <p>2) % of people who have confidence in the police forces applying the rule of law and trust the judiciary (disaggregated by age, gender, social groups) Source: Asia Foundation Survey Baseline: 39% for police/ 39.5% for courts (2017) Target: n/a</p> <p>3) # of cases under the "Elimination of Violence against Women" law registered and investigated by the Attorney General's Office. Source: CEDAW report Baseline: 8'676 cases (2013-2016) Target: n/a</p> <p>4) # of reporting commitments fulfilled by Afghanistan towards human rights mechanisms and implementation recommendations (e.g. UPR) Source: HRSU, OHCHR Baseline: 178 implemented; 131 in progress; 1074 not implemented / 1 report (2017) Target: n/a</p>

<p>Source: AIHRC, UNDP reports Baseline: 4'340 (2017) Target: 5'000 complaints per year</p> <p>4) Overall annual budget and % of state funding for the Afghanistan Independent Human Rights Commission (Thematic Reference Indicator) Source: AIHRC reports Baseline: USD 6'230'000 (average 2015-17): 20% (average 2015-17) Target: USD 6'500'000: 25%</p> <p>Outcome 2: People in need, especially displaced and conflict-affected persons, have access to life-saving assistance, and their fundamental rights are protected.</p> <p>1) XX returnees (M/F) provided with post-arrival assistance [ARI-HA2] Source: IOM project reports Baseline: IOM 10'057 (2017/2018) Target: 14'000 people yearly</p> <p>2) XX people in need (M/F) with access to protection and basic services (education, food, health, shelter, water) [ARI-HA2] Source: CHF annual reports Baseline: 1.47 million people (2017) Target: 1.48 million people</p> <p>3) XX aid agencies have operational (security advisory, negotiations) and physical (air transport) access to beneficiaries Source: PACTEC, NRC and INSO reports Baseline: 1'746 passengers (2017); 264 organisations (2018) Target: 2'000 passengers; 280 organisations</p>	<p>Switzerland contributes to the provision of emergency assistance and protection services for the most vulnerable people, especially internally displaced persons and returnees. For this, it works with and through the main humanitarian agencies (ICRC, UNHCR, IOM) and Afghanistan's Common Humanitarian Fund.</p> <p>Through its programmes, Switzerland also helps to strengthen the operational independence and resilience of local aid providers while contributing to expand humanitarian access (including physical access to hard-to-reach areas).</p> <p>Switzerland continues to advocate for the progressive and voluntary return of Afghan returnees as well as their integration into host communities. It advocates for the complementary use of humanitarian and development instruments (nexus).</p> <p>Risks Weak capacities/ limited authority among relevant Government authorities (MoRR, ANDMA). Armed conflict deteriorates, generating increased internal displacement.</p>	<p>5) The Afghanistan National Human Rights Commission retains its A status ranking, according to the Paris Principles² Source: International Coordinating Committee of the National Institutions for the Promotion and Protection of Human Rights Baseline: AIHRC has A status Target: AIHRC retains A status</p>
<p>1) XX returnees (M/F) provided with post-arrival assistance [ARI-HA2] Source: IOM project reports Baseline: IOM 10'057 (2017/2018) Target: 14'000 people yearly</p> <p>2) XX people in need (M/F) with access to protection and basic services (education, food, health, shelter, water) [ARI-HA2] Source: CHF annual reports Baseline: 1.47 million people (2017) Target: 1.48 million people</p> <p>3) XX aid agencies have operational (security advisory, negotiations) and physical (air transport) access to beneficiaries Source: PACTEC, NRC and INSO reports Baseline: 1'746 passengers (2017); 264 organisations (2018) Target: 2'000 passengers; 280 organisations</p>	<p>Switzerland contributes to the provision of emergency assistance and protection services for the most vulnerable people, especially internally displaced persons and returnees. For this, it works with and through the main humanitarian agencies (ICRC, UNHCR, IOM) and Afghanistan's Common Humanitarian Fund.</p> <p>Through its programmes, Switzerland also helps to strengthen the operational independence and resilience of local aid providers while contributing to expand humanitarian access (including physical access to hard-to-reach areas).</p> <p>Switzerland continues to advocate for the progressive and voluntary return of Afghan returnees as well as their integration into host communities. It advocates for the complementary use of humanitarian and development instruments (nexus).</p> <p>Risks Weak capacities/ limited authority among relevant Government authorities (MoRR, ANDMA). Armed conflict deteriorates, generating increased internal displacement.</p>	<p>Outcome 2: People in need receive assistance (Humanitarian Response Plan 2018-2021 (HRP)) and displaced and returned populations are integrated into the social and economic fabric of Afghanistan (Policy framework for Returnees and IDPs)</p> <p>1) Number of people in need provided with assistance (disaggregated by gender) Source: HRP reports Baseline: 0 Target: tbd (HRP 2018-2021 for 2019)</p> <p>2) Number of people in need have access to protection and basic services, such as education, food, health, shelter, water (disaggregated by gender, returnees, IDPs and host communities) Source: HRP reports, DIREC Action Plan (MoRR) Baseline: education, 181'000; shelter, 871'000; food, 2 million; health, 765'000; nutrition, 592'000; water, 900'000 (HRP 2017) Target: tbd (HRP 2018-2021 for 2019)</p> <p>3) Number of IDP/returnees integrated in host communities Source: Multi-Dimensional Index (MDI), Citizen Charter (WB), DIREC Action Plan (MoRR) Baseline: 0 Target: n/a</p>

² The Paris Principles set out six main criteria that national human rights commissions are required to meet: (1) Mandate and competence: a broad mandate, based on universal human rights norms and standards; (2) Autonomy from Government; (3) Independence guaranteed by statute or Constitution; (4) Pluralism; (5) Adequate resources; and (6) Adequate powers of investigation.

	<p>Deterioration in Afghanistan's relations with its neighbours, especially Pakistan, leads to a sudden massive influx of returnees to Afghanistan.</p> <p>Continuous/increased violations of human rights and International Humanitarian Law (IHL) and consequent reduction of humanitarian space.</p> <p>Access restrictions due to military operations, armed clashes or targeted violence against humanitarian personnel and facilities.</p>
<p>Lines of Intervention (Swiss Programme)</p> <p>Outcome 1</p> <ul style="list-style-type: none"> - Contributing to national reforms in the justice sector and enhancing the cooperation of key actors (police, attorney general's office, defence lawyers, judges, and customary justice authorities). - Supporting capacity-building of justice institutions with specific focus on increased legal aid delivery, awareness raising of legal rights, and human rights compliant legislative drafting. - Supporting the establishment of participatory and community-based safety assessments. - Contributing to the promotion and protection of human rights, among others through related capacity-building of relevant public institutions; publication and dissemination of human rights related material; extension of human rights education and investigation and follow-up of the cases of human rights violations and complaints. <p>Outcome 2</p> <ul style="list-style-type: none"> - Providing comprehensive post-arrival assistance (short-term accommodation, basic health care and screening, transportation assistance, cash grants, winter assistance) to returnees (documented/undocumented) at major border crossings - Supporting national and international NGOs in providing timely and flexible emergency assistance and protection in line with the Humanitarian Response Plan through the Common Humanitarian Fund. This includes assistance to IDPs, host communities and returnees for nutrition, water and sanitation, education, health and shelter. - Strengthen the operational independence of humanitarian and development actors through the provision of security information, analysis and training - Ensuring physical access for aid workers to hard-to-reach areas through humanitarian air transport - Contributing to expanded/ preserved humanitarian access by strengthening the operational independence of aid providers. - Advocating for protection and integration of internally displaced persons and returning refugees through policy dialogue and participation in humanitarian fora <p>Resources, Partnerships (Swiss Programme)</p> <p>Financial resources: CHF 50.5 million (47.4% of overall budget; CHF 26.8 million South Cooperation/ CHF 23.7 million Humanitarian Aid)</p> <p>Human resources: Deputy Director of Cooperation (80%); 2 National Programme Officers (200%) for outcome 1; 1 National Programme Officer (100%) for outcome 2.</p> <p>Partnerships: UN Agencies (UNDP/UN-Habitat/IOM/UNHCR); Common Humanitarian Fund (OCHA), Afghanistan Independent Human Rights Commission, national and international NGOs; dialogue with Ministry of Justice, Ministry of Interior; donors and implementing agencies for rule of law and humanitarian aid (including ICRC).</p> <p>Modalities: Mandates and contributions (bilateral, multilateral, core)</p>	

Management/Performance Results (Swiss Programme). See Chapter 6 of CS

1. Switzerland advocates for improved linkages between the formal and the customary justice system.
 - Switzerland actively participates in relevant coordination fora and strategic working groups.
 - Switzerland closely follows up on the drafting, approval and implementation process of the new law on the Conciliation of Civil Disputes.
2. Switzerland advocates for the increased sustainability of supported national institutions.
 - Switzerland advocates for increased government funding to the AIHRC.
 - Switzerland advocates for a reduction in the number of donor-funded technical advisor positions within the Ministry of Justice and the Independent Directorate for Local Governance.
3. Swiss-supported projects strive to increase women's involvement in project activities while taking into account context-specific social norms.
 - Swiss-supported projects work to increase women's access to justice and improve the respect for women's rights in justice institutions (formal and customary).
 - Swiss-supported humanitarian projects specifically target female beneficiaries, who are the most vulnerable in situations of conflict and displacement.
 - Swiss-supported projects set targets for women's involvement and report sex-disaggregated data at all levels.
4. Switzerland advocates for a flexible and complementary use of development and humanitarian instruments (nexus).
 - Switzerland supports a closer exchange between development and humanitarian partners, both within SDC and in general.
 - Switzerland documents good practices of the nexus implementation in Swiss-supported projects.

Domain of intervention 2: Agriculture and Natural Resource Management (NRM) <i>Goal: Smallholder farmers sustainably improve their livelihoods and enhance their resilience (SDG 1, 2 and 15)</i>		
<p>(1) Swiss Portfolio Outcomes³</p> <p>Outcome 1: Smallholder farmers increase their productivity and income, and food insecurity is reduced.</p> <p>1) 25% annual yield increase for potatoes, wheat (kg/ha) and dairy production (l/ animal) by XX farming families supported [ARI-FS4] Source: project reports (SLS, RAMA, ASLI) Baseline: 0 farming families; potatoes 16'560 kg/ha, wheat 1'995 kg/ha, dairy 5 l/cow Target: 16'000 farming families; potatoes 20'700 kg/ha, wheat 2'500 kg/ha, dairy 6.25 l/animal</p> <p>2) XX smallholder farmers (M/F) increase their income in agriculture (crop cultivation and livestock) [ARI-E1] Source: project reports (SLS, RAMA, ASLI) Baseline: 0 Target: 16'000 smallholder farmers</p> <p>3) XX smallholder farmers, especially women, produce vegetables, dairy or poultry products for home consumption or local markets. Source: project reports (SLS, RAMA, ASLI) Baseline: 0 Target: 8'000 smallholder farmers</p> <p>4) XX people (M/F) in emergency situations receive support (food or cash transfers) [ARI-HA2] Source: WFP reports Baseline: 1.2 million people (2017) Target: 1.6 million people per year</p>	<p>(2) Contribution of Swiss Programme</p> <p>Switzerland contributes to Afghanistan's objectives in poverty reduction and agricultural development by supporting smallholder farmers, especially in remote and mountainous areas. Swiss-funded programmes work directly with farmers, but also aim to strengthen sub-national capacities, particularly of extension workers. This contributes to the reform agenda laid out in the 2016 National Comprehensive Agriculture Development Priority Programme. However, the centralised planning and budgeting system, the limited financial and human resources and the vested interests of central-level officials may hinder the implementation of these reforms.</p> <p>Through its engagement in agriculture, Switzerland also contributes to improving food security in Afghanistan, in particular for poor rural families and people in emergencies (returnees, IDPs, victims of natural disasters). It applies humanitarian and development instruments in a complementary way to meet short-term needs and contribute to long-term development (nexus). Women have a particularly important role to play when it comes to nutrition. Small-scale vegetable, poultry and dairy production also constitute an opportunity to involve women, since such activities are socially accepted. Emergency preparedness measures and direct support in the form of nutritious food or cash transfers enable people to meet their basic food requirements.</p> <p>Risks</p> <p>Adverse climatic conditions and extreme weather events (drought/floods) may affect agricultural production and food security.</p>	<p>(3) Country development or humanitarian outcomes</p> <p>Outcome 1: Food and nutrition security, a balanced economic growth through agriculture, resulting in stability and economic empowerment of women and men. (National Comprehensive Agriculture Development Priority Programme 2016-2020)</p> <p>1) Increase wheat production to 5.9 million tons Source: CSO Baseline: 4.05 million tons Target: 5.9 million tons</p> <p>2) Decrease the proportion of people suffering from hunger by 5% per annum through 2020. Source: SDG reporting, ALCS Baseline: 44% of the population is food insecure and 12% severely food insecure (2017) Target: 5% annual decrease</p> <p>3) Increase agricultural production through kitchen gardens and greenhouses and strengthen women's livestock farming. Source: WEE NPP Baseline: 20'000 women for vegetables, and 600 for livestock Target: 40'000 women for vegetable and 10'000 for livestock</p> <p>4) Men, women and children receive life-saving food assistance. Source: HRP Baseline: 2.2 million (2018) Target: 1.4 million (per year)</p>

³ All results refer to SDC target areas

<p>Outcome 2: Smallholder farmers sustainably manage their natural resources and become more resilient.</p> <p>1) XX ha of land covered by sustainable land management practices (agronomic, vegetative, structural, management) Source: project reports (SLSD, RAMA, ASL), satellite data Baseline: 0 ha Target: 7'000 ha</p> <p>2) XX community-based institutions define and implement a natural resource management plan Source: RAMA project reports Baseline: 0 communities Target: 30 communities</p> <p>3) XX persons benefit from locally implemented DRR measures and trainings [ARI-HA5] Source: project reports (SLSD, RAMA) Baseline: 1'500 persons Target: 3'500 persons</p>	<p>Social norms and practices may limit possibilities for women's involvement.</p> <p>Adoption of improved agricultural practices remains limited due to a lack of resources and low education levels. Access may be limited due to security concerns.</p> <p>Changes in ministry leadership may undermine the implementation of reforms.</p> <p>Switzerland supports Afghanistan's efforts in sustainable, community-based natural resource management, especially in remote and mountainous areas with a focus on rangelands. Swiss-funded programmes aim to strengthen local governance mechanisms to ensure the rehabilitation and sustainable use of natural resources. Protecting the NRM base will also make communities more resilient to the effects of climate change and mitigate disaster risks.</p> <p>Issues related to NRM are gaining prominence at the national level, both within the MAIL and among donors. The National NRM Strategy sets clear priorities and targets. Nevertheless, the sector remains underfunded and government resources and capacities at the subnational level are insufficient.</p> <p>Risks</p> <p>Community-based institutions may be dominated by traditional elites and may not be inclusive, especially of women.</p> <p>Adverse climatic conditions and extreme weather events may undermine rehabilitation efforts.</p> <p>Lack of willingness of the government to adopt and implement the rangeland management model.</p> <p>The need of communities to generate short-term income may undermine their support for long-term NRM measures.</p> <p>Access may be limited due to security concerns.</p>	<p>Outcome 2: Ecosystems are healthy, resilient and well managed providing a good environment of habitation and supporting sustainable and equitable socioeconomic development for quality life. (National NRM Strategy, 2017-2021)</p> <p>1) Improved rangeland ecosystems and ecosystem services for better livelihoods Source: MAIL Baseline: 0 Target: 210'000 ha conserved, 205'000 restored</p> <p>2) Rangeland Management Associations established and capacitated Source: MAIL Baseline: 0 Target: 340 per year</p> <p>3) At present, there is no national monitoring and reporting mechanism for DRR in place.</p>
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Lines of Intervention (Swiss Programme)

Outcome 1

- Improving yields of staple crops through improved agricultural practices, input provision and water management.
 - Supporting vegetable, dairy and poultry production to improve household nutrition and engage women in project activities through training and distribution of small ruminants and chicks (asset creation) and establishing garden plots and greenhouses.
 - Promotion of high value products (fruits, nuts, vegetables) by providing training, technical support, seeds/ saplings, inputs and storage.
 - Provision of emergency food assistance through WFP and within the framework of ongoing development programmes, where relevant and needed.
 - Formation of common interest groups to better link farmers to markets and improve their bargaining power.
 - Training and equipping extension officers to enable them to provide relevant services and inputs to farmers.
 - Creating short-term employment ("Cash for Work") in construction/ rehabilitation of irrigation infrastructure.
- #### Outcome 2
- Establishment and training of rangeland management associations.
 - Development and implementation of rangeland management plans, including structural measures (e.g. irrigation infrastructure, soil bunds, terracing), where needed.
 - Mainstreaming DRR in all agriculture and rural development interventions through trainings and formation of DRR committees.
 - Promoting sustainable use of natural resources by establishing demonstration sites for sustainable land management practices, training extension officers and supporting replication.
 - Creating short-term employment ("Cash for Work") in sustainable land management activities (e.g. reforestation) for poor and vulnerable populations.
 - Engaging the General Directorate of NRM to develop and approve a national model for community-based rangeland management.

Resources, Partnerships (Swiss Programme)

Financial resources: CHF 33.5 million (31.5% of overall budget; CHF 28 million South Cooperation/ CHF 5.5 million Humanitarian Aid)

Human resources: 1 Swiss Programme Manager (50%), 1 Senior National Programme Officer (100%)

Partnerships: Local (TLO) and international (Afghanaid) NGOs: FAO; WFP; Ministry of Agriculture, Irrigation and Livestock

Modalities: Mandate projects with NGO implementing partners; earmarked contribution to FAO project; and un-earmarked contributions to the WFP country programme, and to the ARTF.

Management/Performance Results (Swiss Programme), See Chapter 6 of CS

1. Switzerland advocates for inclusive, pro-poor policies and programmes in the agriculture sector.
 - Switzerland raises issues on poverty focus and inclusion in the Agriculture Working Group and in ARTF donor meetings.
 - Switzerland provides inputs for national policies, plans and programmes to ensure that poverty focus and inclusion are taken into consideration.
2. Switzerland is recognised by the Afghan Government and the international community as a leading partner in the NRM sector.
 - Switzerland is an active member of the NRM Stakeholder Coordination Committee.
 - The Swiss-mandated Rangeland Management project is the national reference project for community-based natural resource management.
 - Switzerland supports an annual NRM conference organized jointly with the General Directorate for NRM.
3. Swiss-supported projects increasingly shift from a direct implementation approach towards a facilitation and system-strengthening approach.
 - Swiss-supported projects work with and through the Ministry of Agriculture, Irrigation and Livestock's structures at the sub-national level.
 - Swiss-supported projects have specific outcomes on system-strengthening and capacity-building.
4. Swiss-supported projects strive to increase women's involvement in project activities while taking into account context-specific social norms.
 - Swiss-supported projects involve women in participatory planning and social audits.
 - Swiss-supported projects include activities specifically targeted at women beneficiaries (e.g. vegetable gardens, livestock rearing, and dairy processing).
 - Swiss-supported projects set targets for women's involvement and report sex-disaggregated data at all levels.

³ All results refer to SDC target areas

Domain of intervention 3: Basic Education

Goal: *Girls and boys benefit from safe, equitable and relevant quality basic education (SDG 4)*

(1) Swiss Portfolio Outcomes ⁴	(2) Contribution of Swiss Programme	(3) Country development or humanitarian outcomes
<p>Outcome 1: Girls and boys, including in emergencies, have increased access to safe and quality education.</p> <p>1) XX children (aged 7-15 years) gained access to basic education (M/F in emergencies). [ARI-EV1] Source: project reports, EIE working group, EMIS Baseline: 0 Target: 25'000 (50% girls)</p> <p>2) XX and % of targeted school shuras are active⁵ and improve school-based governance. Source: project reports/MoE Baseline: to be defined Target: 1040 / 80%</p> <p>3) XX and % of targeted schools with safe⁶ and conducive learning environments. Source: project reports Baseline: to be defined Target: 1040 / 80%</p>	<p>Switzerland contributes to the achievement of the targets of the National Education Strategic Plan (NESP III). Under the pillar of equitable access, Swiss interventions promote community involvement in education to achieve better and safer learning environments and increased enrolment, thereby contributing to social cohesion. This pillar includes Education in Emergency interventions through formal or alternative education. School shuras play a key role in mobilising communities, but also in enhancing accountability of education services. In its policy dialogue at the national level, Switzerland advocates for enhanced community engagement and improved linkages between education in emergencies and the formal school system.</p> <p>Risks</p> <p>Access may be limited due to security concerns (including the use of education facilities by parties to the conflict). Communities do not fully support education, especially for girls due to prevailing social norms. Shuras are not inclusive (especially of women). Insufficient funding and staffing for schools and the Social Mobilisation Directorate.</p>	<p>Outcome 1: Increased equitable availability of responsive, safe and conducive learning and skills training opportunities. (National Education Strategic Plan, 2017-2021)</p> <p>1) XX children (M/F) enrolled in general education, formal and non-formal Source: EMIS Baseline (2017): 8.9 million (39 % girls) Target (2021): 10 million (41% girls)</p> <p>2) Net enrolment rate in general education Source: EMIS Baseline (2017): 59.6% (M: 72.0%; F: 46.1%) Target (2021): 71.8% (M: 81.8%; F: 61.3%)</p> <p>3) Number of active school management shuras Source: EMIS/ NESP monitoring Baseline (2017): 6'902 Target: to be defined</p> <p>4) % of general education schools with laboratories and/or libraries Source: EMIS, NESP monitoring Baseline (2015): 25.9% laboratories, 10% libraries Target (2021): 55.5% laboratories, 36% libraries</p>

⁴ All results refer to Swiss target areas

⁵ According to the Social Mobilisation strategy of the Ministry of Education, active school shuras are those that fulfill their mandate of awareness raising, monitoring, and supporting schools, including facilitating ongoing operations of schools in challenging environments.

⁶ For the SDC safety means to enable schools to minimise physical vulnerabilities, improve sanitation facilities, secure drinking water and create safe and protected spaces for children.

Outcome 2: Education authorities, academic supervisors, teachers and administrators provide better services.	Switzerland contributes to the achievement of the targets of the National Education Strategic Plan (NESP). Under the pillar of quality and relevance, Swiss interventions focus on strengthening the academic supervision system. This will enable the Ministry of Education and the provincial and district education departments to provide schools and teachers with guidance and support, especially those with qualifications below the required standard (grade 14). Through teacher learning circles within schools and among clustered schools, teachers will exchange knowledge and experiences. Both academic supervision and teacher recruitment depend on policies and funding from the Ministry of Education. In its policy dialogue with the Ministry of Education and through active participation in relevant dialogue and coordination mechanisms (such as ARTF and GPE), Switzerland advocates for allocation of resources to these crucial areas. The NESP sets out a reform agenda for the Ministry, but actors benefiting from the status quo may hinder its implementation.	Outcome 2: The capacity of schools/learning centres to promote student attainment as per national standard is improved. (National Education Strategic Plan, 2017-2021)
<p>1) XX educational personnel and teachers (M/F) trained. [ARI-EV2] Source: project reports Baseline: 0 Target: 3'160 (academic supervisors, teachers and school administrators)</p>	<p>Access may be limited due to security concerns. Learning outcomes remain weak due to a lack of teacher accountability and monitoring. Insufficient financial support from the Ministry of Education for academic supervision. Frequent changes of senior positions at the subnational level.</p>	<p>1) % of schools receiving at least one annual visit (from academic supervisors) Source: NESP monitoring Baseline: to be defined Target: 100% (2020)</p>
<p>2) XX and % of schools receive improved⁷ academic supervision support. Source: project reports, EMIS Baseline: 0 Target: 1040 / 80%</p>	<p>Risks Access may be limited due to security concerns. Learning outcomes remain weak due to a lack of teacher accountability and monitoring. Insufficient financial support from the Ministry of Education for academic supervision. Frequent changes of senior positions at the subnational level.</p>	<p>2) % of female teachers in general education Source: EMIS, NESP reporting Baseline (2015): 33.3% Target (2021): 40.7%</p>
<p>3) XX and % of schools implement teachers learning and peer support (within the school and among clustered schools). Source: project reports Baseline: 0 Target: 1040 / 80%</p>	<p>Both academic supervision and teacher recruitment depend on policies and funding from the Ministry of Education. In its policy dialogue with the Ministry of Education and through active participation in relevant dialogue and coordination mechanisms (such as ARTF and GPE), Switzerland advocates for allocation of resources to these crucial areas.</p>	<p>3) % of teachers with the required qualifications (at least grade 14) Source: EMIS Baseline: 43% Target: to be defined</p>
		<p>4) XX credentialled teachers Source: NESP monitoring, EMIS Baseline: 0 teachers (2017) Target: 250'000 teachers (2021)</p>
		<p>5) Schools with principals trained in school management. Source: EMIS, NESP reporting Baseline (2017): 9'000 principals Target (2021): 22'000 principals</p>

⁷ This encompasses a) more frequent visits of academic supervisors and b) higher quality mentoring/advice by academic supervisors.

Lines of Intervention (Swiss Programme)

Outcome 1

- Supporting community mobilisation and strengthening synergies among local education stakeholders (school shuras, CDC education sub-committees) to increase enrolment in remote and hard-to-reach areas. Piloting innovative solutions to increase girls' enrolment.
- Working with MoE, provincial and district education directorates to empower communities (through school shuras and CDC education sub-committees) to monitor the quality of and access to education as well as the quality of supporting services.
- Promoting social audits as a tool for participation, transparency and accountability.
- Improving learning environments through physical measures (e.g. sanitation facilities, rehabilitation of buildings, equipment), in line with participatory school development plans.
- Contributing to the implementation of the national Education in Emergency Response Plan to provide education to returnee, IDP and host community children by supporting alternative education.
- Providing safety and child protection training for school principals, teachers and school shuras members to make learning environments safer and ensure sufficient capacity to manage education for returnees and children in emergency situations.

Outcome 2

- Leading and supporting training and professional development programmes for academic supervisors and equipping them with the necessary resources to fulfil their mandate, including implementation of the learning assessment framework.
- Working with academic supervisors as the main entry point to improve the quality and governance of education in schools, including by supporting the design and implementation of school development plans.
- Promoting peer-learning among teachers and school administration staff to improve subject-specific and methodological knowledge.
- Providing in-service teacher training and coaching for teachers and administrators.

- Engage in policy dialogue at the national level to advocate for a strong academic supervision system and to institutionalise best practices (e.g. peer learning).

Resources, Partnerships (Swiss Programme)

Financial resources: CHF 19.7 million (18.5% of overall budget; CHF 16 million South Cooperation/ CHF 3.7 million Humanitarian Aid)

Human resources: 1 Swiss Programme Manager (50%), 1 Senior National Programme Officer (100%)

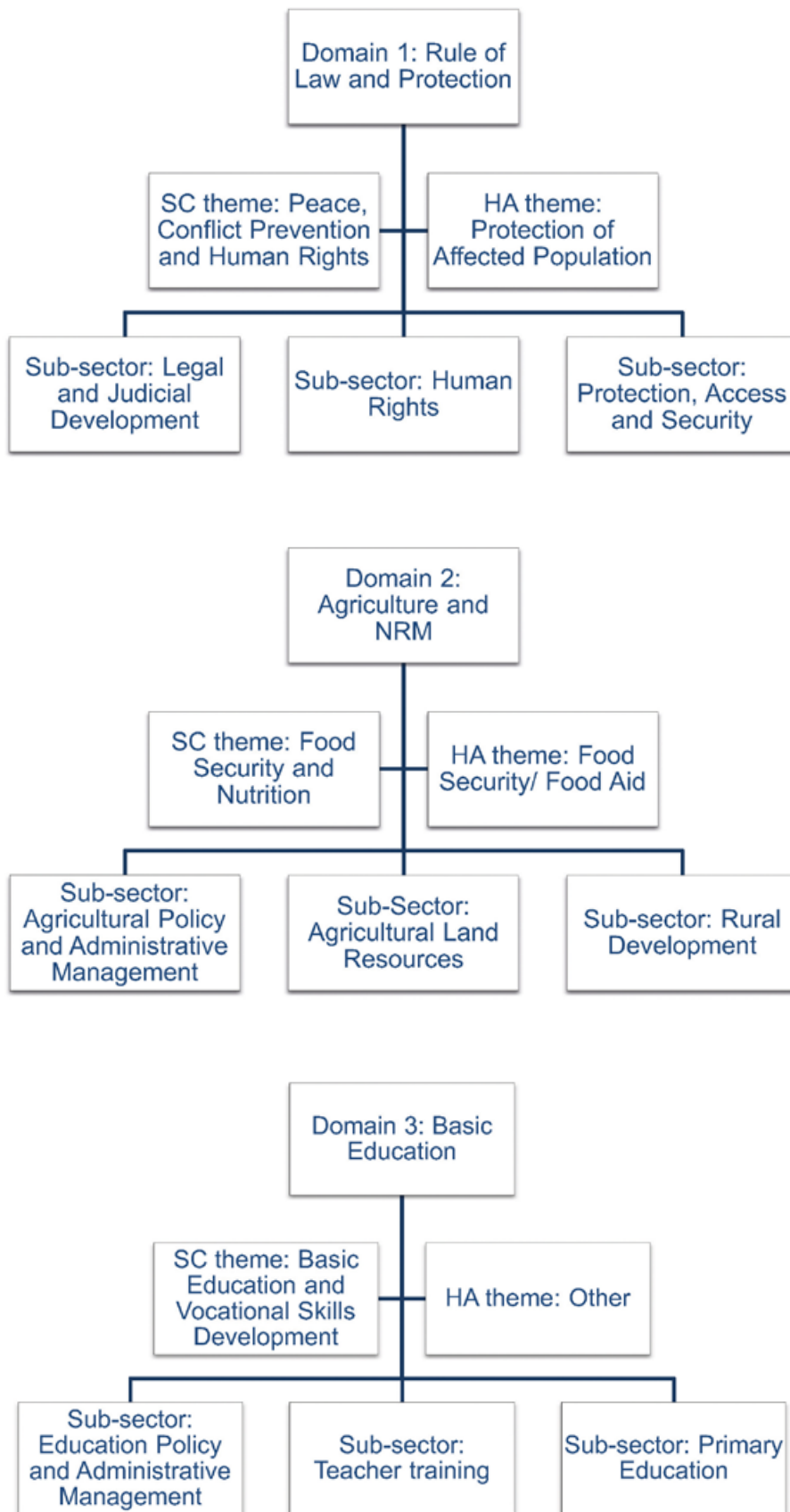
Partnerships: International NGOs as project implementing partners; policy dialogue with World Bank, Global Partnership for Education and Ministry of Education

Modalities: Mandate and contributions, including to the ARTF

Management/Performance Results (Swiss Programme), See Chapter 6 of CS

1. Switzerland advocates for better linkages between the formal education sector, long-term development programming and Education in Emergency interventions with short-term humanitarian funding.
 - Switzerland is an active member of the Education in Emergencies working group.
 - Switzerland raises issues related to the nexus between development and humanitarian assistance in the Education Development Partners Group, the NESP Steering Committee and ARTF donor meetings.
2. Switzerland is recognised by the Afghan Government and the international community as a leading partner supporting quality of education.
 - Switzerland is an active member of the Teacher Education working group.
 - The Swiss-mandated Afghanistan Quality Learning programme is the reference intervention for strengthening the academic supervision system.
3. Swiss-supported projects increasingly shift from a direct implementation approach towards a facilitation and system-strengthening approach.
 - Swiss-supported projects work with and through the Ministry of Education's structures at the sub-national level.
 - Swiss-supported projects have specific outcomes on system-strengthening and capacity-building.
4. Swiss-supported projects strive to increase women's involvement in project activities (e.g. school shuras, participatory planning, social audits) while taking into account context-specific social norms.
 - Swiss-supported projects involve women in school shuras, participatory planning and social audits.
 - Swiss-supported projects set targets for women's involvement and report sex-disaggregated data at all levels.

Annex 4: SDC Priority Themes and Subsectors



Annex 5: Strategic link between international cooperation and migration in Afghanistan

While approving the 2017–20 dispatch and related framework credits, the Swiss Parliament requested a strategic link to be established between international cooperation and migration as set forth in the following federal decree: *“A strategic link should be established between international cooperation and migration policy when this serves Switzerland’s interests by further addressing causes of conflicts and migration. Entering into agreements and partnerships in the area of migration should be encouraged”* (BBl 26.09.2016/7875).

In line with the current state of reflection on the implementation of the mandate, it has been agreed that the mandate will be implemented within a coherent framework under which strategic linkages are realised at political, geographic and thematic levels based on four main messages: 1) to recognise the obligation to protect those in need of protection, 2) to acknowledge the need of the globalised economy for a mobile work force, 3) to tackle the root causes of conflict and forced displacement with holistic and long-term approaches and 4) to recognise the need for global governance structures in the field of migration.

Afghanistan is one of the poorest countries in the world and highly fragile in all dimensions. More than half of the population lives below the poverty line, which amongst others is due to the deteriorating security situation, stagnating economic growth and increasing demographic pressure. While unemployment and underemployment remain high (24% and 20%), Afghanistan’s population is growing rapidly and the youth bulge poses severe challenges, especially for service delivery and job creation. It is estimated that the Afghan labour market has to absorb as much as 400’000 young people every year, whereas prospects for economic growth remain modest (3–4%) and the country continues to be highly aid-dependent.

While systematic data on labour migration is not available, it is largely recognised that (predominantly male) labour migration to neighbouring Iran and Pakistan has been a long-standing coping and livelihood strategy for poor Afghan households. It constitutes an important economic contribution to the country in terms of both remittances and skill development. In 2016, the total volume of remittances for Afghanistan was estimated at USD 387.5 million with approximately one third of the Afghan population relying on remittances, which demonstrates the

important contribution of the Afghan Diaspora. Due to regional dynamics and the unstable security situation, labour migration remains largely unregulated. However, the Afghan Government has recognised the need for better migration management and is engaged in regional and global fora, such as the Colombo Process or the Global Forum on Migration and Development.

Growing insecurity continues to cause mass internal displacement. In 2017, the ongoing conflict has newly displaced as many as 555’850 people from their homes, resulting in a total of approximately 1’780’000 internally displaced persons by the end of 2017. According to a recent mobility assessment conducted by IOM, approximately 770’000 people have fled the country since 2012, the majority of which have sought refuge in neighbouring Iran (60%) or Pakistan (21%), whereas only a minority migrated to Europe (14% or approximately 110’000 people). Meanwhile, population movement is often shaped by regional dynamics, in particular political relations between Pakistan and Afghanistan. In 2016 and 2017, over a million Afghans who previously sought refuge in neighbouring Pakistan and Iran returned to Afghanistan while according to IOM, approximately 1’800’000 Afghans returned from abroad since 2012. In the already challenging context of Afghanistan, the mass returns have put additional pressure on the already scarce resources and economic opportunities.

<i>Principles</i>	<i>Implementation/Measures</i>
1) Persecuted people need to be protected – either within their place or country of origin or in a safe third country.	<p>The Swiss humanitarian engagement contributes to the protection of and life-saving assistance to displaced and returned populations through support to multilateral and international organisations and the advocacy for frameworks and initiatives that contribute to a more protective environment and durable solutions.</p> <p>Switzerland also contributes to emergency education programmes for displaced and returned children with the aim of reintegrating them into the formal school system.</p> <p>In Switzerland, protection is granted to individuals who are persecuted and subject to serious disadvantages in their country of origin or who cannot return for other humanitarian reasons.</p>
2) Sustainable economic development requires safe and regular migration of labour forces.	<p>Afghanistan is a member of the regional Colombo Process which is supported by Switzerland. This engagement aims at strengthening migration policies and governance frameworks and advocates for transnational accountability and labour rights.</p>
3) Reasons for forced migration need to be addressed holistically and sustainably	<p>The Swiss development programme addresses interlinked drivers of fragility and thus causes of forced migration. Swiss interventions aim at strengthening national systems and institutions while improving living conditions at the local level. Whereas crisis specific elements of migration are addressed through the Swiss humanitarian engagement, returned and displaced populations are targeted in development interventions, wherever possible and relevant. Important migration aspects are reflected within the Swiss development portfolio, which reinforces the humanitarian development nexus:</p> <ul style="list-style-type: none"> - Under the World Bank's ARTF, the Citizen Charter Project supports IDPs, returnees and host communities in provinces of high return with income generating opportunities through a 'Cash for Work' programme. In addition, the Education Quality Reform in Afghanistan project contributes to support access to education for out-of-school IDP and returnee children. - Displaced populations are included in the target group of the Afghanistan Urban Peacebuilding Programme. By identifying and implementing measures that contribute to increase urban safety, IDPs are better integrated in their host community, which in return strengthens social cohesion. - Swiss projects directly improve the living conditions of people in particularly poor regions of the country. Promoting sustainable agriculture increases the incomes of smallholder farmers and improves the future prospects of the young rural population. With labour-intensive infrastructure projects, Swiss projects create short-term jobs and improve access to resources and services in the medium term.
4) Global and national migration policies are based on functioning governance structures	<p>On a global level, Switzerland is actively engaged in the process towards the Global Compact for Migration, which aims to set new international standards applicable to all stakeholders involved in migration. Additionally, Switzerland contributes to the discussions on the elaboration of the Global Compact for refugees.</p> <p>At the regional level, Switzerland actively supports the Solutions Strategy for Afghan Refugees, whose regional framework between Afghanistan, Pakistan, Iran and UNHCR aims to facilitate voluntary returns and sustainable reintegration while at the same time providing assistance to host countries.</p>

Annex 6: Scenarios

	Scenario A - Best <i>Climbing the Mountain</i>	Scenario B - Most likely <i>Treading Water</i>	Scenario C - Worst <i>Standing on the Edge</i>
Political/General	Peaceful elections with a broadly accepted outcome. Increased trust in the government, and legitimacy of government.	Elections take place with a low turnout, affecting the legitimacy of the new government and parliament. Socio-political tensions arise during the election periods; fraud accusations and delays lead to a decrease in public trust.	Elections are continuously delayed and citizens largely lose trust in the government. Socio-political tensions escalate, local violence erupts.
	Progressive implementation of the reform agenda.	Slow implementation of the reform agenda (ANPDF, NPP and others). Risk of reversed national priorities by a new government (2019 or 2020).	Political blockages of reform agenda, proliferation of (contradictory) policies by a newly elected government.
	Increased decentralisation.	The Subnational Governance Policy is approved, but progress on decentralisation remains limited.	No political will to promote decentralisation.
	Peace process with the Taliban is initiated, but not concluded. Popular peace movements spread in some areas leading to local ceasefires.	Prospects for peace are more prominently included in the political agenda of the government. Talks about talks continue with no tangible results, and Taliban/ AOGs react with violence. A limited number of Taliban/ AOGs may join the peace process and enjoy impunity.	Government reverts to belligerent rhetoric, Taliban/ AOGs are included on terrorist list (no negotiations possible).
	Increased respect for human rights and fulfilment of government's commitments to human rights; increased criminal prosecution.	Human rights situation remains critical. Increased political commitment to international human rights frameworks; but limited criminal prosecution. Continuous threats against human rights defenders.	Increased gross human rights violation with continued culture of impunity.
	Anti-corruption plans implemented, high-profile cases tried in court.	Corruption remains high with only selective action taken in line with the national anti-corruption strategy.	Corruption is high in all aspects, and the political will to address it is limited.
	Customary justice structures are more accountable and inclusive. Increased use of formal justice institutions for dispute resolution.	Increased legal awareness of the population and improved institutional capacities with limiting factors (cultural norms, security and corruption) remaining. Use of	Justice reforms reverse. Increased use of customary mediation for criminal cases and application of harmful traditional practises.

		largely unrepresentative and exclusive customary justice is prevalent with provincial differences.	
	Enabling environment for CSOs is maintained.	Space for civil society remains, but activities of CSOs are largely donor-driven and affected by decreased funding.	Space for CSOs decreases.
Economic	High GDP growth rate. Inequalities are slightly reduced.	GDP growth is moderate (3-5%). Inequalities remain high (Gini-Index).	GDP per capita decreases. Low growth and increased inequalities.
	Growth in government revenue collection remains high (15%).	Sustained growth in government revenue collection.	No further growth in government revenue collection.
	Stable ODA, unconditional, discretionary. New (untraditional) donors.	Decrease in ODA (after 2020), aid may be conditional to reforms.	Pledges are not met; and new pledges (after 2020) are very low and/or conditional due to domestic aspects in donor countries.
	Very high expenditure rate, efficient and effective use of funds.	National budget is more realistic, expenditure rate increases. (Baseline: 67% in 2017)	Very low expenditure rate, funds wasted.
	Unemployment and underemployment rates decrease slightly.	Unemployment and underemployment rates stabilise at very high levels. (Baseline: 24% unemployment, 24% underemployment in 2017 (ALCS))	Unemployment and underemployment rates increase.
	Poverty decreases moderately.	Poverty rate stabilises at a high level. (Baseline: 55% in 2017 (ALCS))	Poverty increases further.
Social and Humanitarian	Controlled voluntary returns and perspectives for reintegration. Regular (labour) migration mechanism established.	Increasing numbers of IDPs (due to conflict) and returnees from neighbouring countries.	Forced mass return and massive internal displacement.
	Gains in agricultural productivity as a result of implementation of reforms and support to the sector.	Some reforms in the agricultural sector are implemented and some support is given to certain areas, but productivity gains remain limited.	Reforms in the agricultural sector are not implemented, the sector suffers from low productivity.
	Favourable climatic conditions contribute to agricultural growth and reduced food insecurity in rural areas.	Climatic conditions allow for continued agricultural production and stable levels of food security in rural areas. Agricultural production remains prone to natural disaster.	Adverse climatic conditions (droughts, floods) significantly affect agricultural production making rural areas more food insecure.

Security	Joint coalition by national and international parties to the conflict to support a ceasefire.	Conflict intensity remains high and slightly increases until a stalemate between the ANSF and the Taliban is reached.	Conflict intensity increases significantly with more fighting in densely populated areas (urban centres).
	ANSF shows increased morale, independence, discipline and implements reforms.	ANSF enhances capabilities thanks to increased and continuous international support.	ANSF disintegrates because of politicisation, decrease of external support / disengagement.
	Improved respect of IHL by all parties to the conflict leading to fewer civilian casualties.	Civilian casualties remain at a high level.	Rise in civilian casualties.
	ANSF with support of IMF increase territory under government control.	Taliban armed forces are the active driver of conflict and consolidate power in their controlled districts. Territorial control fluctuates with Taliban temporarily controlling some districts.	Taliban control more districts and ANSF struggle to maintain control over provincial centres.
	Police focus solely on maintaining public order, combating crime and its civilian policing mandate. Public trust in police increases significantly.	Police engages less in counter-insurgency activities, while civilian policing mandate is implemented in pilot areas. Public trust in police increases.	Police increases to engage in counter-insurgency activities. Public trust in police decreases.
	Crime decreases.	Crime increases.	Crime significantly increases.
	ISK loses ground in its strongholds in the East. Capacities for high profile attacks in urban centres are reduced.	ISK remains confined to a limited number of districts in the East. ISK continues to claim high-profile sectarian attacks in urban centres.	ISK extends its presence to additional districts and new areas of the country. The number of attacks in urban centres increases leading to sectarian tensions.
Development/ Humanitarian Space	Access improves (transport, security, weather).	Access conditions vary and regional differences remain.	Deterioration of transport infrastructure and security in combination with adverse weather conditions reduce access.
	Clear AOG landscape eases (humanitarian) access negotiations. Taliban and other AOGs support humanitarian and development actors.	Reliable & flexible partners are available and accepted by AOGs for access. Taliban maintain their policy on the protection of humanitarian and development actors while at times applying conditions.	The variety of unorganised (criminal) armed groups prevent (humanitarian) access negotiations and the effectiveness of acceptance strategies.
	Increased coordination between humanitarian actors, development partners and government.	Limited coordination between humanitarian, development partners and government.	Lack of coordination or policy implementation.
	Implementation of policies and increased response capacities of the government.	Definition of policies, but limited response capacities of the government.	

Annex 7: Adaptation

<p>If Afghanistan moves towards the best scenario “Climbing the Mountain”, Switzerland will maintain its programmatic focus in the three domains of intervention. Improved access can be used to improve living conditions in remote areas.</p> <p>Development cooperation will increasingly focus on rural areas and may grow, whereas a reduction of humanitarian aid can be considered.</p> <p>In case state-building efforts increase, Switzerland will assess how its portfolio could support this process, e.g. by working on decentralisation, anti-corruption, and transitional justice/ dealing with the past. Options for increased use of country systems and on-budget funding beyond the World Bank’s multi-donor trust will be explored.</p> <p>Improved access and security will allow continuing frequent project monitoring visits.</p>	<p>Afghanistan is currently in the most likely scenario “Treading Water”. Switzerland pursues human-rights based, context-sensitive and result-oriented development cooperation and humanitarian assistance.</p> <p>Taking into consideration the volatile security situation and the uncertainties of the context, a flexible modality mix will be maintained. Development and humanitarian instruments are applied in a coherent and complementary way.</p> <p>Switzerland will continue to support initiatives to enhance operational and physical access for development and humanitarian actors by encouraging partners to put the community at the centre of the work.</p> <p>On-budget funding through the World Bank’s multi-donor trust fund is maintained at the current level, while the country system is used and strengthened wherever possible.</p> <p>Security conditions may change rapidly and with strong local variations. A flexible approach within projects allows for adaptation (adaptation of activity modalities and schedules, temporary suspension, shift to different districts).</p> <p>Regular monitoring visits are conducted by staff members, if and where security allows.</p>	<p>If the situation gets worse and Afghanistan is “Standing on the Edge”, Switzerland will further strengthen its CSPM approach (conflict mapping) and identify pockets of stability.</p> <p>At a national level, Switzerland will continue policy dialogue in coordination with like-minded donors and continuously advocate for access for development and humanitarian actors.</p> <p>A shift of focus towards (more stable) urban areas may be considered for development cooperation, whereas humanitarian aid instruments are increasingly used in rural areas, in particular through local organisations. If the conflict escalates, there will be a shift to life-saving assistance and increased advocacy for IHL and access.</p> <p>On-budget funding and the use of country systems will decrease, whereas support to national and international NGOs and multilateral partners will increase.</p> <p>In areas where project monitoring is not possible, a third-party monitoring may be considered.</p>
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Annex 8: Monitoring System

	Instrument	Purpose	Frequency
Strategic	Mid-term strategic review	Review of results and feasibility of strategy, possible adaptations to changing context	Once during the strategic cycle, early 2021
	Annual Report	Result-based reporting, management review, planning for following year based on the Result Framework 2019-2022	Yearly
	Quarterly planning	Review of operational performance of projects and feasibility in changing environment based on outcome monitoring matrix; financial planning	Quarterly
	Management meeting	Discussion and decision-making on issues related to security, programme management, human resources and finances	Weekly
Operational	External reviews	Evaluate project achievements	Once per project phase
	Partner meetings	Discuss progress and challenges of projects, exchange on operational and security issues	3-4 times per year
	Project monitoring visits by SDC staff	Monitor progress of projects and their impact on the living conditions of beneficiaries, participate in key planning moments	Twice per project per year (security permitting)
	Development partner meetings/ Head of Agency	Assessment of development space, sectorial coordination	Weekly
	Programme committee meeting	Discussion of new project proposals and their strategic relevance	Bi-Weekly
	Programme steering committees	Discussion of lessons learned and best practices with relevant stakeholders; decision on project steering	As per project
Context	MERV	Detailed analysis of context developments	3-4 times per year
	Context monitoring	Monitoring of current events and political developments.	Constantly
	Security team meeting	Evaluate situation, decide on security measures	Weekly

Annex 9: Financial Planning

Cooperation Strategy for Country/Region: **Afghanistan**
 Duration of Cooperation Strategy: **Jan 2019** until **Dec 2022**

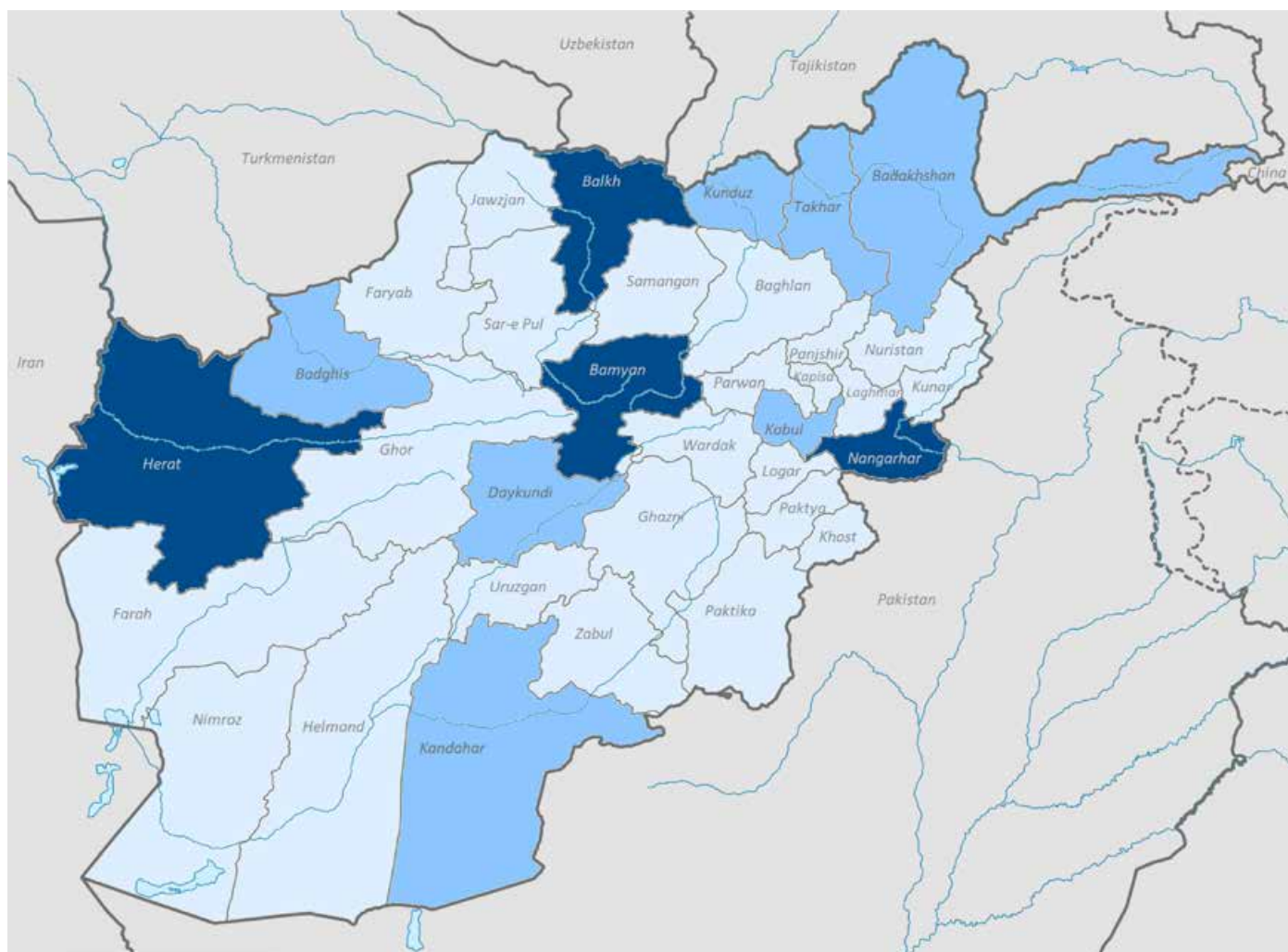
amounts in million CHF

Financial Year:	2019	2020	2021	2022	Total 2019-22	in %
<i>Domain of Intervention 1:</i>						
Rule of Law and Protection	12.10	12.85	12.75	12.75	50.5	47.4%
<i>Domain of Intervention 2:</i>						
Agriculture and NRM	8.00	8.50	8.50	8.50	33.5	31.5%
<i>Domain of Intervention 3:</i>						
Basic Education	4.80	4.90	5.00	5.00	19.7	18.5%
<i>Other Interventions:</i>						
<i>non-core</i>	0.55	0.75	0.75	0.75	2.8	2.6%
Total SDC Budget Allocation	25.45	27.00	27.00	27.00	106.5	100%

General Overview of Funds by Swiss Federal Offices:

FDFA-SDC	25.5	27.0	27.0	27.0	106.5
<i>thereof: South Cooperation</i>	18.0	18.0	18.0	18.0	72.0
<i>Humanitarian Aid</i>	7.5	9.0	9.0	9.0	34.5
FDFA-SDC Institutional Partnerships	0.3	0.3	0.3	0.3	1.2
FDFA-Directorate for Resources Global Budget Afghanistan	1.4	1.4	1.4	1.4	5.6
Total Funds by Federal Offices	27.2	28.7	28.7	28.7	113.3

Annex 10: Map of Intervention Areas



Number of projects per province

(as per 01.01.2019)

- 0–1 project
- 2–3 projects
- 4–5 projects

Note: the map does not depict projects with a country-wide scope or those with a shifting geographical focus (e.g. certain humanitarian aid projects).

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