

## JOINT PROGRAMME DOCUMENT

### Programme Title: *STFA Joint Programme for the Southern Region of Afghanistan: Addressing Basic Human Needs through the ABADEI Strategy ('JP-Southern')*

#### UN Transitional Engagement Framework Outcomes:

- Outcome 2: Essential services are sustained that address basic human needs for the people in Afghanistan.
- Outcome 3: Afghanistan will preserve social investments and community-level systems essential to meeting basic human needs, protect gains to the SDGs, and develop scenarios for future engagement.

<p><b>Programme Duration:</b> 2 years</p> <p><b>Start/end dates:</b> Jan 2022*-Dec 2023</p>	<p><b>Total estimated budget*:</b> US\$ 150,906,481</p> <p>Out of which:</p> <p>1. Funded Budget: US\$ 50,000,000</p> <p>2. Unfunded budget: US\$ 100,906,481</p> <p><small>*Total estimated budget includes both programme costs and indirect support costs</small></p>
<p>Indicative Output(s) with gender equality marker</p> <p><b>Output 1</b> - Essential services and community infrastructure - including for health, agriculture, education and energy supply - are functional, sustained and expanded to meet different needs of women and men.</p> <p><b>Output 2</b> – Livelihoods, businesses and the local economy are able to recover, more sustainable and resilient to instability.</p> <p><b>Output 3</b> – Communities have improved infrastructure, access to water and preparedness mechanisms to protect farm-based livelihoods and cope with climate and environment shocks and natural disasters.</p> <p><b>Output 4</b> – Social cohesion, respect for human rights – including in particular the rights of women and girls- and access to justice are progressively strengthened at local level – contributing to greater community resilience</p> <p>(All outputs are GEM2)</p>	<p>Sources of funded budget:</p> <ul style="list-style-type: none"> <li>• STFA: US\$50,000,000</li> <li>• Donor ... _____</li> <li>• Donor ... _____</li> <li>• UN Org.... _____</li> <li>• UN Org... _____</li> </ul>

\*The start date is in alignment with the approved 'UN Joint Programme Initiation Plan: Area Based Approach for Development Emergency in Northern and Southern Region' (Joint PIP), which is annexed to this Joint Programme Document. PIP's programmed activities and funding for the Southern region are being carried over to this Joint Programme; the Joint PIP will come to a conclusion upon signature of this document.

<p><b>Names and signatures of participating UN organizations</b></p>
<p>Name of Representative: <i>Richard Trenchard</i></p> <p>Signature: </p> <p>Name of Organization: <i>(Food and Agriculture Organization)</i></p> <p>Date &amp; Seal: <i>20-May-2022</i></p>
<p>Name of Representative: <i>Ashley Carl</i></p> <p>Signature: </p> <p>Name of Organization: <i>(International Organization for Migration)</i></p> <p>Date &amp; Seal: <i>22-May-2022</i></p>



## JOINT PROGRAMME DOCUMENT

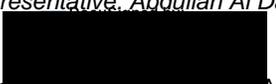
Name of Representative: *Reza Mohammadi*

Signature: 

Name of Organization: *UNCTAD (United Nations Conference on Trade and Development)*

Date & Seal: 22-May-2022

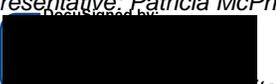
Name of Representative: *Abdullah Al Dardari*

Signature: 

Name of Organization: *UNDP (United Nations Development Programme)*

Date & Seal: 18-May-2022

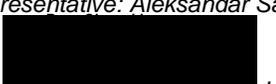
Name of Representative: *Patricia McPhillips*

Signature: 

Name of Organization: *UNESCO (United Nations Educational, Scientific and Cultural Organization)*

Date & Seal: 21-May-2022

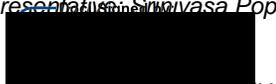
Name of Representative: *Aleksandar Sasha Bodiroza*

Signature: 

Name of Organization: *UNFPA (United Nations Population Fund)*

Date & Seal: 18-May-2022

Name of Representative: *Srinivasa Popuri*

Signature: 

Name of Organization: *UNHCR (United Nations Human Settlements Programme)*

Date & Seal: 18-May-2022

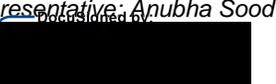
Name of Representative: *Caroline Van Buren*

Signature: 

Name of Organization: *UNHCR (United Nations High Commissioner for Refugees)*

Date & Seal: 04-Jun-2022

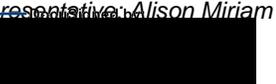
Name of Representative: *Anubha Sood*

Signature: 

Name of Organization: *UNODC (United Nations Office on Drugs and Crime)*

Date & Seal: 18-May-2022

Name of Representative: *Alison Miriam Davidian*

Signature: 

Name of Organization: *UN Women (United Nations Entity for Gender Equality and the Empowerment of Women)*

Date & Seal: 20-May-2022

## JOINT PROGRAMME DOCUMENT

### 1. Executive Summary

The current situation in Afghanistan continues to call for life-saving assistance and for the provision of essential services to help meet basic human needs among vulnerable communities in the country: against this backdrop, the United Nations remains committed to 'stay and deliver' for the people of Afghanistan<sup>1</sup>. **The new UN Transitional Engagement Framework (TEF)**, launched in January 2022, represents the common basis for the United Nations and partners to deliver a coordinated and effective crisis response after the powershift in August 2021.

**This Joint Programme for the Southern Region of Afghanistan (2022-2023)** contributes directly to two main outcomes of the TEF: to sustain essential services (Outcome 2); and to preserve social investments and community-level systems essential to meeting basic human needs (Outcome 3). It is part of the unprecedented efforts of the United Nations and partners to 'deliver as one' in the new socio-economic and political landscape in Afghanistan. As of April 2022, seventeen Agencies, Funds and Programmes (AFPs) have signed the Memorandum of Understanding (MoU) as Participating UN Organizations (PUNOs) of the **Special Trust Fund for Afghanistan (STFA)**; ten of these PUNOs are implementing partners under this initiative. For the first time, these PUNOs are engaging in such a comprehensive joint programme to deliver assistance with speed and scale on the ground in Afghanistan.

**The ABADEI Strategy** is the foundation of this programme and the main framework for the UN and partners to provide immediate assistance across the country under the STFA. It offers an integrated approach to programming for community resilience based on four pillars: 1) Provision of essential services; 2) Community livelihoods and local economic activities; 3) Protection of farm-based livelihoods from natural disasters; 4) Community resilience and social cohesion. The ABADEI Strategy was the basis for the **Programme Initiation Plan for the Northern and Southern Regions** that was prepared to enable PUNOs to deliver rapid assistance on the ground with critical funding provided by donors through the STFA in the last quarter of 2021.

This Joint Programme for the Southern Region of Afghanistan (2022-2023) is one of the eight regional programmes that will be developed under the ABADEI Strategy. It offers a common framework for PUNOs to provide coordinated assistance to address priority issues according to the specific needs of the most vulnerable people of Afghanistan living in the Northern Region. Based on the four thematic windows of the ABADEI Strategy, this joint programme intends to deliver four outputs contributing to TEF's Outcomes 2 and 3, namely:

**Output 1** – Essential services and community infrastructure – including for health, agriculture, education and energy supply - are functional, sustained and expanded to meet different needs of women and men.

**Output 2** – Livelihoods, businesses and the local economy are able to recover, more sustainable and more resilient to instability.

**Output 3** – Communities have improved infrastructure, access to water and preparedness mechanisms to protect farm-based livelihoods and cope with climate and environment shocks and natural disasters.

**Output 4** – Social cohesion, respect for human rights – including, in particular, the rights of women and girls- and access to justice are progressively strengthened at local level – contributing to greater community resilience.

This joint programme builds on the longstanding experience of PUNOs in the country and the early findings and lessons learned during the implementation of the PIP for the Northern and Southern Regions in the new post powershift context. PUNOs engaged in an extensive and comprehensive consultation process, including with contributing partners, to ensure a coherent and complementary joint programme. The proposed interventions were designed based on the mandate, capacity and footprint of PUNOs to avoid duplication of efforts and promote meaningful collaboration and synergies for transformational change in the Southern Region of Afghanistan.

**Principles of operational independence, 'do no harm' and 'leave no one behind'** (among others outlined in the TEF) are key foundational principles of this programme. PUNOs are also committed to mainstream approaches to promote human rights, gender equality and community empowerment. Women and girls, in particular, are part of the key target groups for this joint programme.

<sup>1</sup> United Nations Afghanistan - Press release (17 August 2021): [United Nations staying to support aid response in Afghanistan | United Nations in Afghanistan](#)

## JOINT PROGRAMME DOCUMENT

### 2. Situation Analysis

#### The broader country context

Afghanistan is facing a multidimensional crisis. The power shift in the country in August 2021 resulted in high political and socio-economic instability. The economy is facing multiple shocks - including the sudden drop in aid combined with frozen assets abroad, cash shortages, a weakening banking sector, falling trade, accelerating inflation and a depreciating exchange rate. According to the International Monetary Fund (IMF) forecast of October 2021, the economy is projected to contract by 30% and UNDP's projections show that poverty may become nearly universal, affecting 95-97% of the population by mid-2022<sup>2</sup>. In urban areas, income loss, increase in food and commodity prices and growing unemployment have contributed to the rapid deterioration in food insecurity. Ten out of the eleven most densely populated urban areas are anticipated to be in the Integrated Food Security Phase Classification (IPC) 4<sup>3</sup>. The current crisis will have a negative impact on Afghanistan's path toward achieving Agenda 2030.

- The development gains in the past 20 years across **education, health<sup>4</sup>, agriculture, livelihood and social protection** are at risk. Core government functions and the provision of essential services have significantly deteriorated except for some critical health services that were maintained with international assistance<sup>5</sup>. For example, weak access to reliable **sexual and reproductive health** information<sup>6</sup> is multiplied with the abrupt decline of youth peer education services and networks. This situation can contribute to increases in early teen pregnancy and heighten the risk of maternal mortality, illness, and disability. Youth and adolescent **mental health issues** due to accumulated conflicts, hardship, and lack of services are expected to rise. **Early marriage** practices are also inconsistent with human rights commitments to protect adolescent girls. The regular resumption of adequate public services is unlikely to occur in the short run. With poor infrastructure and limited resources, **the COVID-19 pandemic** puts additional pressure on the public health of communities across the country.
- Afghanistan's **youth population** is among the highest in the world with 67% under the age of 25, and almost half of the population under 15 years of age. The challenges and marginalization faced by adolescents and youth in previous years has multiplied as a result of the latest humanitarian crisis. These include high **unemployment rates** and rise in poverty and hardship for young people, which affects their quality of life and impacts their aspirations and morale. Young people have limited access to both formal and non-formal education<sup>7</sup>, including **literacy education and skills development** opportunities and their relatively high participation rate in the informal economy. In the long term, this will undoubtedly affect the country's labour market as well, with an informal labour force that is poorly educated and lacking the necessary skills for life and employment.
- Afghanistan also faces historical pervasive **drug** problems, alongside the production of 85% of the world's opiates<sup>8</sup>. People who use drugs particularly women and children are at high risk of violence and are among the most stigmatized and vulnerable population groups. Youth (especially women and adolescent girls) not

<sup>2</sup> UNDP (2022): [Afghanistan: Socio-Economic Outlook 2021-2022 \(undp.org\)](#)

<sup>3</sup> IPC stands for 'Integrated Food Security Phase Classification'; IPC 4 corresponds to the 'Emergency phase'. For more information please refer to OCHA - [icct real-time response overview 11 january.pdf \(reliefweb.int\)](#)

<sup>4</sup> For example: Significant progress in improving life expectancy and reducing mortality has been made since 2000, and life expectancy increased from 45 years in 2000 to 61 years in 2012. The Maternal Mortality Ratio (MMR) was reduced from an estimated 1,600 per 100,000 live births in 2002 to 638 in 2017; however, this still means that every two hours a mother dies from preventable childbirth and pregnancy complications and the country has remained at the top rank for highest maternal mortality in the Asia and Pacific region. Family planning is a critical intervention to reduce the MMR. An effective Family Planning (FP) program can reduce MMR up to nearly 30%, however, Modern Contraceptive Prevalence Rates (MCPR) have remained low in Afghanistan at 17% since 2020.

<sup>5</sup> Health facilities shutdown, lack of medical personnel, shortages in medicines and equipment as well as reduced access to healthcare among women are currently some of the most critical issues in the health sector. In the education sector, schools are partially opened but secondary education for girls is suspended in almost all districts as of April 2022. Payment of teachers' salaries is also a main issue. Within the UN system, direct support to the primary and secondary education sectors are mainly under the purview of specialized agencies such as UNICEF.

<sup>6</sup> Including information on sexual and reproductive health rights.

<sup>7</sup> Educational interventions under this joint program will focus on general and skills-based literacy (noting Afghanistan has among the lowest levels of literacy proficiency in the world, with over 12 million adults being illiterate), vocational training and education data monitoring. The broader issue on quality primary education (including unsafe learning environments, improper infrastructure, insufficient and outdated teaching materials, overcrowded classrooms, inadequate number of qualified teachers, etc.) is under the primary scope of non-STFA-funded initiatives- through UNICEF and other stakeholders.

<sup>8</sup> In 2020, the total area under opium cultivation in Afghanistan was estimated at 224,000 (202,000 – 246,000) hectares, a 37 per cent increase from the previous year. It was the third highest measurement ever recorded in Afghanistan.

## JOINT PROGRAMME DOCUMENT

in employment, education or training are especially at high-risk of labour-market and social exclusion. Vulnerable young women and men often find themselves lacking literacy skills and basic livelihood capabilities. They are often disenfranchised and do not feel empowered to engage as change-makers in their communities. Neglecting the needs of the population especially for adolescents and youth will not only be a wasted window of opportunity for peace and security, but carries the risk of more youth disengagement, disconnection, and radicalization.

- The political instability and socio-economic vulnerability in Afghanistan are further exacerbated by **climate shocks**. In 2021, Afghanistan was affected by **the worst drought in three decades** – and this has had a very significant impact on **water supply and food security**, especially in rural areas<sup>9</sup>. Indeed, eighty percent of the country suffers either severe or serious drought, with over 50% of water points drying up in some provinces. In addition to drought, more than 29,000 people in 13 provinces were affected by other natural disasters – mostly floods – throughout Afghanistan in 2021<sup>10</sup>. **Energy** is also a growing concern as Afghanistan relies on more than 70% of electricity supplies imported from neighboring countries<sup>11</sup>. With Afghanistan not being able to pay its outstanding dues to its neighbors, power cuts, already common in the past years, may worsen and further threaten the national and sub-national economy, and the already weak provision of services and community livelihoods.
- After the powershift in August 2021, the number of violent incidents and conflicts reduced and access to communities previously inaccessible has improved. Since then, humanitarian and development organizations, including the United Nations and civil society organizations have been providing broader assistance and support to essential services for communities across the country. However, security remains volatile as clashes and violence incidents affecting civilians continue to happen in both urban and rural areas<sup>12</sup>. Heavy-handed community security under the *de facto* authorities and increasing activity of ISKP<sup>13</sup> and other Non-State Armed Groups (NSAG) remain of concern. Besides, internal displacement, unemployment and perceived competition over resources and jobs may rapidly deteriorate and hinder **social cohesion** within and between communities<sup>14</sup> affecting particularly the most vulnerable people and minorities.
- **The human rights** situation is deteriorating very rapidly, women and girls are highly affected and at risk of gender-based violence in this new socio-political landscape. Girls' rights to education and women's right to work and qualified jobs have been limited. Freedom of movement and travel has also been conditioned in some cases to the presence of a close male escort (mahram)<sup>15</sup>. In the face of severe economic hardship and associated displacement, many affected populations have limited opportunities to support themselves and their families. These norms have been inhibiting women from working outside the home, and/or relegating them to informal work streams. Lack of safe and lucrative livelihood opportunities not only increases women's economic dependence on others but can also elevate their vulnerability to violence. Access to justice at all levels, based on international human rights standards, has reduced considerably while a highly decentralized arrangement for community justice and mediation is now<sup>16</sup> placed under the local *de facto* authorities. **Laws** that are currently effective are unclear and unevenly applied in different provinces.

<sup>9</sup> Humanitarian Needs and Planned Response (2022) - [HRP\\_2022\\_Summary\\_V03\\_copy \(reliefweb.int\)](#)

<sup>10</sup> Afghan communities are highly prone to intense and recurring natural hazards such as flooding, earthquakes, snow avalanches, landslides, and droughts (Afghanistan Humanitarian Response Plan, 2022).

<sup>11</sup> Afghanistan's energy is managed by the State energy monopoly 'Da Afghanistan Breshna Sherkat (DABS)'. Electricity is mostly imported from Uzbekistan, Tajikistan, Turkmenistan, and Iran. Debts to foreign suppliers accounts for approximately USD 90 million. For more details, see: [Afghanistan Can't Pay Its Electricity Bills – The Diplomat](#). Accessed on 21 Jan 2022.

<sup>12</sup> As referred in the Afghanistan Humanitarian Response Plan (2022), UNAMA continued to document civilian casualties from improvised explosive devices and explosive remnants of war. From 15 August to 31 December 2021, UNAMA documented more than 1,050 civilian casualties, including more than 350 civilians killed. See also ACLED reports for more information on violent incidents - [Regional Overview: South Asia and Afghanistan | 8-14 January 2022 \(acleddata.com\)](#)

<sup>13</sup> Islamic State of Khorasan Province. Attacks increased from 60 to over 300 attacks by November 2021. Afghanistan Humanitarian Response Plan (2022).

<sup>14</sup> Afghanistan is a multi-ethnic country. Prior the powershift in August 2021, in Article 4 of Afghanistan's constitution, 14 ethnic groups are listed: Pashtun, Tajik, Hazara, Uzbek, Turkman, Baluch, Pashaie, Nuristani, Aymaq, Arab, Qirghiz, Qizilbash, Gujar, Brahawui and Other Tribes. The first five groups constitute the largest communities and play a prominent role in the country's political life. LSE: [Long Read: Sowing seeds of ethnic division? Afghanistan's constitution and electoral system | South Asia@LSE](#).

<sup>15</sup> Guidance issued by the *de facto* 'Ministry of Propagation of Virtue' on 26 December 2021.

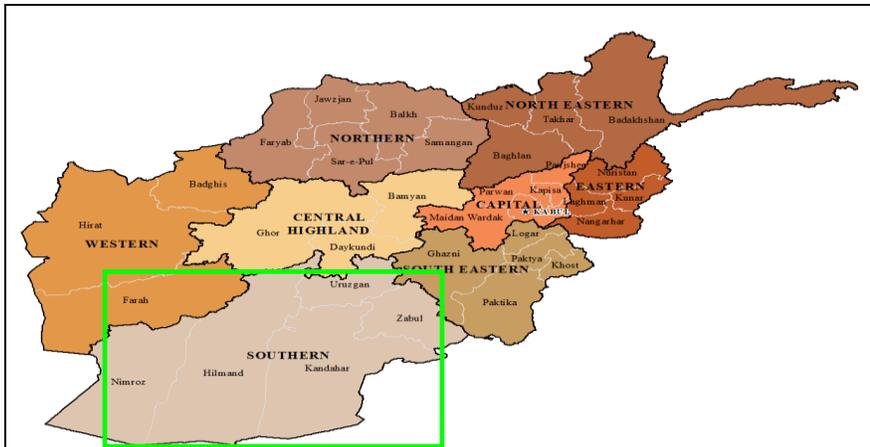
<sup>16</sup> Afghanistan Country focus. Country of Origin Information Report January 2022. European Union. European Asylum Support Office.

## JOINT PROGRAMME DOCUMENT

- Afghan media is also facing significant challenges, which is impacting the ability to undertake factually based information campaigns. A petition signed by 103 Afghan journalists has made an appeal “to help ensure that journalism can be sustained in Afghanistan, [...] seeking guarantees of protection, especially for **women journalists** who want to keep working, and resources to encourage Afghan media outlets to keep going or to reopen”<sup>17</sup>
- Some 9.2 million people remain in some form of **displacement** in Afghanistan. Nearly one million Afghans have returned to the country from neighbouring Iran and Pakistan in 2021 (a 36% increase compared to the same period in 2020)<sup>18</sup>. In 2021, displacement reached a record of nearly 700,000 IDPs (80% being women and children).

### The context of the Southern Region

The Southern Region comprises the provinces of Kandahar, Helmand, Zabol, Uruzgan and Nimroz. It borders Iran to the West and Pakistan to the South. In the past two decades, this region has been disproportionately affected by the conflict, limiting access to certain areas. Labor opportunities remain significantly below average. Conflicts over the past have also impacted borders thereby disrupting trade flows<sup>19</sup>.



Regions of Afghanistan. Source: ABADEI Strategy.

Southern Region	Province	No. Districts	Area	Population (2021)	Population Density	No. of people in IPC Phase 4
	Kandahar	18	54,844 km <sup>2</sup>	1,431,876	26/km <sup>2</sup>	87,634 (10%)
	Helmand	15	58,584 km <sup>2</sup>	1,472,162	25/km <sup>2</sup>	67,293 (5%)
	Zabol	11	17,343 km <sup>2</sup>	391,150	23/km <sup>2</sup>	19,217 (5%)
	Uruzgan	6	12,640 km <sup>2</sup>	443,804	32.7/km <sup>2</sup>	43,608 (10%)
	Nimroz	5	43,000 km <sup>2</sup>	186,963	4.3/km <sup>2</sup>	18,355 (10%)
	<b>Totals</b>	<b>55</b>	<b>186,411 km<sup>2</sup></b>	<b>3,925,955</b>		<b>236,104</b>

Basic service provisions (incl. water, sanitation and hygiene and public safety) are more accessible in the provincial capitals but have been deteriorating. Public service delivery is poor with reliance on private healthcare services. There is a lack of access to clean water which contributed to a recent outbreak of cholera. The rural districts often do not have the basic infrastructure needed or sufficient skilled personnel to deliver critical services. Even Kandahar, the second largest city in Afghanistan, faces several urban challenges of accessibility, limited electricity access, a poor public water supply network and inadequate waste management (e.g., the open-air solid waste dumping site near Tarnak river contaminates both Tarnak and Arghandab rivers, which provide water to the city), and poor sanitation.

The economy of the provinces in this region is largely based on fruit production, livestock grazing and poppy cultivation. However, the agricultural sector is mainly rainfed and there is a significant increase in drought severity in Kandahar, Helmand and Nimroz provinces. With the increasing number of farmers relying on underground water, the water table is further depleting, leaving the farmers vulnerable to desertification. Additionally, irregular rainfall patterns make the region susceptible to flash floods. As per the FAO country assessment report of July 2021, the cereal harvest was below average primarily due to the below average production of rainfed crops in southern areas. The region suffers from unfavorable weather conditions and farmers' lack agricultural inputs. Heavy rainfall in

<sup>17</sup> Reporters Without Borders/RSF: “We need international solidarity to prevent the extinction of Afghan journalism” <https://rsf.org/en/news/more-100-afghan-journalists-appeal-help-through-rsf>

<sup>18</sup> According to IOM, for most, the return was not voluntary. Many are streaming back, undocumented, burdened by debts, and without community support and with no means to support their families. OCHA (2021): [OCHA Afghanistan - End of Year Humanitarian Bulletin 2021.pdf](https://www.ocha.org/publications/ocha-afghanistan-end-of-year-humanitarian-bulletin-2021.pdf)/ December 2021.

<sup>19</sup> <https://fews.net/central-asia/afghanistan/key-message-update/july-2021>, accessed on 01/02/ 2022

## JOINT PROGRAMME DOCUMENT

January 2022 has caused several road closures, damages to small bridges, and culverts which were previously damaged by Improvised Explosive Device (IED) explosions<sup>20</sup>.

Agricultural development needs span a range of areas, including animal husbandry, agricultural productivity (yields per Ha), pasture improvement, value addition (product processing), market linkages, post-harvest technology and irrigation systems. The short agricultural seasons create higher reliance on livestock and migrant labour. Significant economic losses for the region have accrued in the past due to restricted periods of export of fresh and dry fruits and lack of cold storage infrastructure. The revitalization of local economies is an important dimension of the ability of communities to cope in the current situation while also addressing the drivers of vulnerability.

Large parts of Nimroz, Helmand and Kandahar were originally arid, uninhabited desert land, but have now been settled in and converted for poppy cultivation<sup>24</sup>. In 2019, opium poppies were cultivated in about a third of rural villages in Afghanistan and created the equivalent of approximately 190,700 full-time jobs<sup>25</sup>. Since August 2021, opium prices have been increasing due to the uncertain economic, financial and political context, further incentivizing poppy cultivation. At the same time, the ongoing crisis exacerbates poverty and food insecurity, potentially leaving more people vulnerable to drug use disorders. Helmand province, the largest province in Afghanistan, has long been a centre of poppy production in Afghanistan. Due to its borders with Iran and Pakistan, the region is one of the main routes for drug trafficking<sup>26</sup>.

Helmand and Kandahar have 30% and 57.4% labour underutilization rates, respectively. Apart from a small percentage in Zabul, the rest of the provinces have a heavily male biased labour force participation rate. Across the region, women's participation in economic life is severely restricted. The female labour force participation rate is only 0.2% in the urban centre of Kandahar, and only 4.1% in Uruzgan. Existing gender inequalities, increasing violence against women and girls have been exacerbated in this region. Rates of domestic violence remain high<sup>27</sup>, and gender-based services, such as safe houses for women, are limited. In Kandahar, a centre for politically sensitive activities, women and girls encounters stricter constraints on their mobility compared to other provinces.

Indeed, the need for survivor-centered services has thus further increased in the Southern region at a time when women's access to services decreased. Many women-led businesses have been closed leaving women and their families with no source of income<sup>28</sup>. The cash scarcity and spike in prices for daily necessities pushed a considerable proportion of households, especially women-headed households, below the poverty line.

The increasing number of people (IDPs and returnees) returning and arriving in the Southern Region is adding further pressure on the fragile public services, increasing the perceived competition for labour and jobs, and creating risks for further conflict.

### Highlights – Southern Region

- Population: 3,925,955 (10.08% of total).
- Human Development Index (HDI): 0.436.
- Zabul has the highest incidence of multi-dimensional poverty (76.9%);
- Kandahar (Kandahar province) is the 2<sup>nd</sup> largest city in Afghanistan.
- Nimroz has the smallest population and very low population density (4.3/km<sup>2</sup>)<sup>21</sup>;
- 6% of the population face extreme food insecurity - IPC Phase 4 (Emergency);
- Helmand cultivates 51.60% of the total poppy in the country<sup>22</sup>;
- Helmand and Kandahar have the highest incidence of drug use-affected households: (44.4%)<sup>23</sup>.

<sup>20</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/afghanistan\\_humanitarian\\_weekly\\_9\\_january\\_2022.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/afghanistan_humanitarian_weekly_9_january_2022.pdf)

<sup>21</sup> Headcount Ratios of Multi-Poverty Index (MPI). MPI of other provinces: Kandahar (66.7), Helmand (73.9), Nimroz (47.5), Uruzgan (71.2)

<sup>22</sup> Entire south region (Helmand, Kandahar, Nimroz, Uruzgan and Zabul) accounted for 68% of the total area under poppy cultivation. Afghanistan Opium Survey Report 2020.

<sup>23</sup> Other provinces: Nimroz (28%) as compare to 11% national average. Afghanistan National Drug Use Survey (ANDUS) 2015. <https://colombo-plan.org/wp-content/uploads/2020/03/Afghanistan-National-Drug-Use-Survey-2015-compressed.pdf>

<sup>24</sup> Water Runs Out: The Rise (and Inevitable Fall) of the Deserts of Southwest Afghanistan and its Impact on Poppy, Migration, and Stability"

<sup>25</sup> DRUG SITUATION IN AFGHANISTAN 2021 Latest findings and emerging threats, published by UNODC in November 2021

<sup>26</sup> [https://www.unodc.org/documents/data-and-analysis/Studies/Afghan\\_opiate\\_trafficking\\_southern\\_route\\_web.pdf](https://www.unodc.org/documents/data-and-analysis/Studies/Afghan_opiate_trafficking_southern_route_web.pdf)

<sup>27</sup> Afghanistan: Standard DHS, 2015

<sup>28</sup> In fact, 100 per cent of key informants taking part in a rapid perception survey in October 2021 indicated that they know women who have lost their jobs in the previous month [Gender alert I: Women's rights in Afghanistan: Where are we now?, UN Women, December 2021].

## JOINT PROGRAMME DOCUMENT

### The challenge to be addressed: 'Problem Statement'<sup>29</sup>

Against the backdrop described above, this Regional Joint Programme seeks to address the following challenges:

*The basic human needs of vulnerable communities across the Southern Region of Afghanistan – including youth, women, and girls – are not being adequately addressed, following the acute deterioration in socio-economic conditions across the country. Such challenge, which is common across communities in Afghanistan, is manifested in the Southern Region, through, inter alia:*

1. *Lack of access to adequate essential services and community infrastructure – including health, WASH and energy services and infrastructure, among other sectors<sup>30</sup>;*
2. *Limited livelihoods and income-generating opportunities, especially for youth and women: labor opportunities remain significantly below average in the Southern Region. This is reflected in the low female labour force participation rate, which is exceptionally low in the urban centre of Kandahar, and in Uruzgan where only 8% of women have access to markets.<sup>31</sup>*
3. *Unfavorable weather conditions, including heavy rainfalls, has further damaged agricultural and transportation infrastructure throughout the Southern region, highlighting the vulnerability of the region to the impact of climate shocks and to natural disasters.*
4. *Vulnerability to local disputes and limited access to justice; lack of awareness about human rights, and exposure to discrimination based on gender and ethnicity. The rising number of people (IDPs and returnees) arriving in, and returning to, the southern Region has been increasing perceived competition for sparse job opportunities and services, creating risks for further conflict. Moreover, existing gender inequalities and domestic violence incidents have been exacerbated in this region. In Kandahar, women and girls are facing stricter constraints on their mobility compared to other provinces. The focus on cash crops like opium cultivation in the Southern region has also made more people vulnerable to drug abuse, impacting on social cohesion.*

*Unless such multi-faceted challenge is addressed with durable, community-led, solutions, the risk of almost-universal, multi-dimensional poverty in the region, and a deteriorating human rights situation – in particular for women and girls – will increase – which in turn will lead to a protracted humanitarian crisis, with implications in terms of new population displacement within Afghanistan and across its borders.*

### 3. Programme Strategy, including lessons learned

#### Background

**The new UN Transitional Engagement Framework (TEF)**, launched in January 2022, represent the common basis for the United Nations and partners to deliver a coordinated and effective crisis response in the country. The TEF guides the UN's engagement in Afghanistan in 2022, while the UN system adapts to the new realities in Afghanistan and until conditions are conducive for a multi-year development cooperation framework. The TEF strategic priorities are:

1. Provide life-saving assistance
2. Sustain essential services
3. Preserve social investments and community-level systems essential to meeting basic human needs.

**The Special Trust Fund for Afghanistan (STFA)** was established on 20 October 2021 to support UN joint programming in the provision of essential services and support to basic human needs. The Fund serves as an inter-agency mechanism to enable donors to channel their resources and coordinate their support, primarily under TEF strategic priorities 2 and 3. The STFA was established as Multi-Partner Trust Fund (MPTF) based on **UNDP's**

<sup>29</sup> The 'problem statement' intends to capture in a concise manner the challenge that the Joint Programme seeks to address. The problem has a high-level articulation - and therefore contains elements that are consistent with the challenges that are also seen in other regions of the country. However, there are also regional nuances that are being reflected in this particular statement – which serve to highlight some of the region-specific challenges.

<sup>30</sup> Afghanistan - Baseline Mobility and Community Based Needs Assessment (November-December 2021) | Displacement (iom.int)

<sup>31</sup> Afghanistan - Baseline Mobility and Community Based Needs Assessment (November-December 2021) | Displacement (iom.int)

## JOINT PROGRAMME DOCUMENT

**ABADEI strategy** which is the foundation for the programmatic strategy of STFA and its participating United Nations Organizations (PUNOs)<sup>32</sup>. The ABADEI strategy has 4 thematic windows:

1. Provision of essential services.
2. Community Livelihoods and local economic activities.
3. Protecting farm-based livelihoods from natural disasters.
4. Community resilience and social cohesion.

Based on ABADEI's thematic windows, the PUNOs jointly programme and deliver interventions with an area-based approach across the country. A Programme Initiation Plan for the Northern and Southern Regions has been put in place for immediate assistance in the final quarter of 2021. Following decision of the STFA Steering Committee at the end of 2021, eight full-fledged programmes for each of the region in Afghanistan are being developed based on their contexts and priority needs to contribute to TEF outcomes 2 and 3<sup>33</sup>.

### **The UN Joint Programme for the Southern Region (2022-2023)**

This UN Joint Programme for the Southern Region (2022-2023) is a result of a comprehensive consultation process among PUNOs which included a series of meetings within the STFA Technical Working Groups; and a 2-day Workshop for the definition of common principles, guidelines and methods for gender mainstreaming, human rights-based approach, risk management and monitoring and evaluation (M&E). PUNOs also led consultations at local level. Regular updates were also provided to contributing partner and recommendations arising from these exchanges were fully considered in the development of this joint programme.

The proposed approaches and activities were informed by the comparative advantage, experience, footprint, and capacity of PUNOs in the Southern Region. It represents the commitment of PUNOs and implementing partners to capitalize on synergies and 'deliver as one' in a coordinated and effective manner at local and central levels. This joint programme builds on the available analysis and assessments conducted by UN organizations, civil society organizations and international partners to respond to actual needs in the post-powershift context since August 2021. Acknowledging that available in-depth analysis and assessments on the impact following the recent changes in the Southern region is limited, PUNOs will conduct further assessments and analysis on the ground in newly accessible areas in the first quarter of implementation and will review the programme to ensure it addresses the priority needs of the most vulnerable people.

Based the four thematic windows of the ABADEI strategy, PUNOs expect to deliver the following outputs through this joint programme in the Southern Region:

- Output 1 - Essential services<sup>34</sup> and community infrastructure – including for health, agriculture, education, and energy supply - are functional, sustained and expanded to meet different needs of women and men.
- Output 2 – Livelihoods, businesses and local economy are recovered and more resilient to climate shocks and instability.
- Output 3 – Communities have improved infrastructure, access to water and preparedness mechanisms to protect farm-based livelihoods and cope with climate and environment shocks and natural disasters
- Output 4 – Social cohesion, respect for human rights<sup>35</sup> – including, in particular, the rights of women and girls- and access to justice are progressively strengthened at local level – contributing to greater community resilience.

<sup>32</sup> As of April 2022, 17 UN Agencies, Funds and Programmes have signed the Memorandum of Understanding for the STFA and 10 of these PUNOs are implementing partners of the Southern Region Joint Programme.

<sup>33</sup> Outcome 2: By the end of 2022, essential services are sustained that address basic human needs for the people in Afghanistan; Outcome 3: By the end of 2022, Afghanistan will preserve social investments and community-level systems essential to meeting basic human needs, protect gains to the SDGs, and develop scenarios for future engagement.

<sup>34</sup> Essential services: while there is no commonly agreed definition of "essential services", for the purpose of this programme, these are defined as a set of services that are important to meet basic human needs. They can include services normally described as 'public services', such as for water (including irrigation water) and energy; as well as 'social services', such as health care, education, and employment-related.

<sup>35</sup> 'Human rights' encompass a wide-range of rights– including social and economic rights, labour rights, cultural rights, etc. The progressive fulfillment of cultural rights includes the protection of cultural heritage - tangible and intangible cultural assets - and is indeed considered to be part of the adoption of a robust human rights-based approach – as it encompasses the rights of both women and men to access, participate in and enjoy all forms of culture, cultural heritage, and cultural expressions. The promotion of cultural rights can also directly contribute to the

## JOINT PROGRAMME DOCUMENT

### **Output 1 - Essential services and community infrastructure including for health, education, agriculture, and energy supply are functional, sustained and expanded to meet different needs of women and men.**

PUNOs will support vulnerable communities to have access to essential services and infrastructure in the Southern Region. Health, education<sup>36</sup>, energy and agriculture are the main sectoral priority needs identified under this output for the region and will be complemented by investments in other essential services such as WASH and education (e.g. literacy campaigns) among others. PUNOs will provide immediate assistance through the provision of a basic package of health services while building new, rehabilitating and enabling existing community-based health centers<sup>37</sup> and health facilities in rural and urban areas. Moreover, PUNOs will provide opportunities to women and girls from the community to enroll into midwifery education to enable them to provide essential maternal and reproductive health services to their own community – contributing also to improved and more sustainable employment<sup>38</sup>. Essential health services also include, for instance effective prevention and response to COVID-19, women/adolescent's reproductive health services, and integrated psychosocial and mental health support. With respect to the health sector, it is important to highlight that the services under Output 1 of this Regional Joint Programme will seek to complement and address the existing gaps under Sehatmandi<sup>39</sup>.

To address food insecurity and ease local economic disruption, PUNOs will revitalize the economic value chain for conducive agricultural activities through the rehabilitation of degraded pasture and/or irrigation canals/infrastructures. Communities will also acquire new knowledge, assets, and tools to improve their production and management capacity for sustainable and resilient livelihoods and profitable licit agri-businesses. PUNOs will support enabling services delivery with energy solutions, from solar power/other energy sources for community infrastructure, basic services facilities, local businesses, and households.

The most marginalized and vulnerable communities will benefit from general and skills-based literacy programmes, and pre-vocational and vocational education - which will also contribute to improvements in livelihood opportunities (cross-fertilizing Output 2). To ensure adequate information on educational needs and requirements, a temporary education data management system will be established. This will serve to obtain reliable educational data despite the challenges in the current operating environment – which, in turn, can help inform relevant interventions by STFA and non-STFA agencies and stakeholders. Interventions in the education sector under this output will be complementary to and/or coordinated with interventions by specialized agencies that are currently not Participating UN Organizations under STFA<sup>40</sup>.

### **Output 2 - Livelihoods, businesses and local economy are recovered and more resilient to climate shocks and instability.**

The most vulnerable people in the region are expected to fulfill their basic needs, ensure food security in their households, and build an enabling foundation for sustainable livelihoods, including agro/livestock-based enterprises, and businesses. PUNOs will identify participants for cash-based interventions (CBI) for economic recovery in all provinces of the Southern Region. Three types of CBI will be implemented according to the level of vulnerability and sustainable gains and capabilities at individual, household, and community levels:

- Unconditional Cash Transfer (UCT): primarily for women with no/limited income; women-headed household widowed women; people with disability; and elders.
- Cash for Work (CfW): for unemployed women and men-headed household with particular focus on youth.

---

fulfillment of social and economic rights (e.g. through schemes that support local artisans local handicraft producers and traders, which contributes to sustainable job generation; through the rehabilitation of traditional water canals, which contributes to improvements in access to essential services; etc.).

<sup>36</sup>Particularly in the areas of literacy (for youth and adults) as well as vocational education

<sup>37</sup>Such as community-based 'Family Health Houses'

<sup>38</sup> All outputs under the ABADEI Strategy are closely interconnected. This example illustrates how activities under Output 1 can also contribute to Output 2.

<sup>39</sup>By way of example, for malaria case management, PUNOs are engaging with implementing partners that are also supporting the Sehatmandi project – to deliver a Basic Package of Health Services (BPHS); the services provided through these non-Sehatmandi's interventions are complementary to Sehatmandi's – as the funding is supporting existing gaps at lower-level health facilities. Such support covers, for instance, Rapid Diagnostic Tests (RDT) for malaria at these lower-level Health facilities, the RDTs in these facilities remain outside the purview of Sehatmandi project.

<sup>40</sup>Such as UNICEF (as of April 2022)

## JOINT PROGRAMME DOCUMENT

- **Cash for Market (CfM):** with focus on women and youth to support small and medium business (both formal and informal) with particular focus on women-led business and community-owned social enterprises.

The participants will be identified and engaged in CBI based on vulnerability criteria and community assessments on poverty, food insecurity access and security. Formation of producer groups and/or livelihood enterprises will be supported by PUNOs. The LNOB (Leaving No One Behind) principles will be considered while identifying the beneficiaries. Members of these groups/enterprises and participants of CBI will receive cash, assets and tools and will acquire new knowledge through a range of training interventions covering from basic literacy to technical and vocational skills and techniques for sustainable livelihoods and increased productivity. CfW and CfM participants will also learn means to improve marketing in the value chain and explore opportunities for expansion including across the borders where appropriate (i.e., by building the capacity of small enterprises for trade enterprises). PUNOs will conduct market assessments and value chain studies that can support CBI, community infrastructure development and resilient local economies.

A plural and representative group of people will be selected for CBI including IDPs, returnees, host community members and minorities. Additionally, for CfM, participants running small/medium businesses with potential for scale and community benefit will be prioritized. For the selection of participants and priority community work, PUNOs will adopt a community-based approach to ensure communities can participate and communicate their needs and grievances through appropriate channels.

Strategies to mainstream conflict sensitivity and 'do no harm' approaches<sup>41</sup> will be tailored according to the local context and dynamics. The risk management strategy outlined in this document presents the broad mitigation measures for CBI risks. PUNOs will further expand the strategy to capture specific CBI-related risks at local level. Besides, the necessary training and orientation will be conducted for the officials of the implementing partners on conflict sensitivity and do no harm principles. Support on quick conflict and context mapping exercise will also be encouraged. The risk management strategy outlined in this document presents the broad mitigation measures for CBI risks. PUNOs will further expand the strategy to capture specific CBI-related risks at local level.

PUNOs and implementing partners will use CBI based on their comparative advantage and mandate to ensure coordination and avoid overlaps on the ground. PUNOs will establish a CBI working group to plan and implement activities in coordination with humanitarian actors providing similar or complementary interventions such as 'cash for food' and 'cash for protection'. Such a working group will also seek to ensure that adequate coordination with other relevant stakeholders, including ARTF, is in place to inform CBI interventions under this joint programme. Such coordination will also enable the sharing of field-informed knowledge and experience and maximize complementarities. Regular information-sharing on target areas, beneficiaries and implementing partners will be organized with ARTF and other relevant stakeholders.

PUNOs will also seek to focus on the provision of livelihood opportunities for women as they face severe economic hardship, associated with displacement, and have limited opportunities to support themselves and their families. The livelihood opportunities serve as evidence-based programming and tailored assistance to address underlying causes of GBV and enhance affordability for women to access basic services including health, reproductive health, and family planning services. Establishing women and adolescent girls' friendly community spaces that are safe at non-stigmatizing locations will allow women gaining skills and conduct income generating activities, and at the same time learn about nutrition and discuss issues related to wellbeing including women's rights, sexual and reproductive health and GBV.

### **Output 3 – Communities have improved infrastructure, access to water and preparedness mechanisms to protect farm-based livelihoods and cope with climate and environment shocks and natural disasters.**

PUNOs will support community-based disaster risk management to protect agro/livestock-based livelihoods in the Southern region. They will assist communities to improve their capacity to mitigate the impact and recover quickly from disasters, increase their access to renewable energy, water, and promote sustainable food production through regenerative agriculture and agroforestry.

Small-holder farmers, herders and community members will be supported to establish early warning systems to undertake anticipatory actions and mitigate the impact of climate shocks and natural disasters such as droughts and

<sup>41</sup> Detailed description of principles and approaches is provided below.

## JOINT PROGRAMME DOCUMENT

floods. These systems include self-help coping mechanisms for early recovery and a minimum set of tools and equipment that are manageable by the own communities. Such anticipatory actions would mitigate the impact of climate shocks and natural disasters such as droughts and floods. Farmers, herders, and community members, including women, will be provided trainings on management of early warning and preparedness mechanisms and techniques for climate-resilient agro/livestock-based livelihoods. This includes, for example, climate smart agricultures and livestock management techniques for enhancing productivity, pest, and disease control. PUNOs will support community level risk management measures ranging from preventive, mitigation, and restoration actions for enhancing the local ecosystems' risk absorption and management of climate and environmental shocks through nature-based solutions, natural resource management, sustainable water management, soil erosion control, and regenerative agriculture and livestock practices; and while ensuring such support it relies on traditional knowledge, skills, and practices. Relevant start-up kits with assets and tools will be provided to participants for them to effectively use their new capabilities in farming activities.

PUNOs will also revitalize or build resilient community infrastructure for essential services, managing water resources and agriculture/livestock-based livelihoods – including water reservoir and water harvesting infrastructure, restoration of karez and other surface irrigation systems, solar water pumps – to benefit both women and men. Where possible, these community improvements will be conducted by the own communities through cash for work consistent with the approach outlined for output 2 above.

### **Output 4 – Social cohesion, respect for human rights – including, in particular, the rights of women and girls- and access to justice are progressively strengthened at local level – contributing to greater community resilience.**

PUNOs will reinforce and bolster social cohesion and reconciliation with the involvement of the communities and other local stakeholders using a community-based, needs-based approach, and working with civil society organizations. Positive customary and traditional practices that are aligned with human right principles will be leveraged to promote conflict resolution and reconciliation. PUNOs will also promote community dialogue and engagement to prevent conflict, radicalization, and violent extremism (PVE (Prevention of Violent Extremism)) particularly focused on youth at the local level. Dialogue platforms and networks will be enhanced with the participation of women, youth, community leaders such as religious, traditional, and tribal elders, IDPs, returnees and minority groups. PUNOs will leverage existing peacebuilding structures including Community Development Councils (CDC), Community Based Organisations, CSOs and peace committees etc. to support resilience and recovery plans to revitalize services for the local population. Informed by rapid appraisals, PUNOs will support interventions to prevent gender-based violence and empower women, girls, and vulnerable groups as they have been severely affected post 15 August with movement restrictions, increasing violence, limited access to information and services, and loss of income due to the new regulations of the DFA (Defacto Authority).

Capacities of civil society organizations (CSOs), community-based organizations (CBOs) and women and youth groups will also be strengthened as key players for local peacebuilding, resilience, and recovery. PUNOs will also support context-specific advocacy and sensitization efforts on human rights, access to justice and social cohesion addressing potential drivers of conflict and violence and promoting drivers for peacebuilding. PUNOs will adopt a strong conflict sensitivity approach under this output to ensure communities are not exposed to additional risks arising from participation in activities of this joint programme. The activities will follow human rights due diligence and will mainstream the programme's risk management strategy, conflict sensitivity and the 'do no harm' approaches elaborated in the respective sections of this programme.

Strengthening the human rights situation is both a cross-cutting principle and a 'stand-alone' objective of this joint programme. Existing analyses show that human rights, in particular for women and girls, have deteriorated significantly – including rights to education, health, employment, and freedom of expression. Other vulnerable groups and minorities are also under threat of being left behind. PUNOs will put human rights and gender equality up front to implement this joint programme and will deliver programmatic activities to protect and promote human rights at a local level. Assessments – including a regional gender analysis, will be conducted to identify specific needs of diverse groups and social constructs in the Southern Region. As part of a broader human rights agenda, PUNOs will also address the specific issue of cultural rights and the right to culture, by providing awareness and capacity-building on the vital importance of protecting cultural heritage as a means of promoting social cohesion, and by directly engaging communities in the protection of heritage sites.

## JOINT PROGRAMME DOCUMENT

Under this output, PUNOs will support local Afghan media organizations in producing and disseminating content developed based on professional standards, with a focus on the provision of factual, verified and humanitarian information, conflict-sensitive reporting, and educational broadcasting.

### Expected beneficiaries and geographical targeting

The programme aims to reach 2.1 million beneficiaries across all five provinces of the Southern region: Helmand, Kandahar, Nimroz, Uruzgan and Zabul. It is expected that approximately 50% of beneficiaries will be female. Targets are based on initial need assessments by PUNOs, as well as PUNOs' current and anticipated reach, capacity, and funding. Adjustments may have to be made to the targeted beneficiary numbers and/or locations based on further in-depth assessment and the ever-evolving realities on the ground. Once resources available for field implementation are made clear, prioritization and sequencing of interventions – at district and/or sub-district level- and their associated targets, will be specified prior to fund transfer requests for the respective PUNOs. The fundamental principle that will guide any such adjustments and allocations will be that of delivering a needs-based response.

The area-based nature of the programme will ensure that all beneficiaries within a target location are impacted. Beneficiaries will be chosen based on a variety of vulnerability criteria, including but not limited to protection needs, gender, age, disability, displacement status (e.g., recently displaced, or protracted IDP (Internally Displaced Persons), returnee, host community, poppy farmers, and drug users. The beneficiary analysis will be conducted from time to time to continue to ensure that the most vulnerable benefit from the programmatic activities. The criteria will also consider the contextual situation of access, footprint, and capacity of PUNOs and implementing partners to provide effective support. Reports by the OCHA-led Operations Coordination team (OCT)<sup>42</sup> may also be used to determine priority beneficiaries.

Given the new socio-political landscape after the powershift in 2021, specific locations at district and community levels will be identified in the first quarter of the programme through analysis of community-based needs and vulnerabilities. Relevant aspects for the identification of priority locations include but are not limited to demographic composition, livelihoods and economic situation, natural disasters, social cohesion, essential service provisions, food security, in and outflows of people on the move, among others. Specific criteria for the selection of beneficiaries will be tailored according to the best approach on the ground and objectives of the activities such as for cash-based interventions presented under output 2 above.

### Design and implementation principles

PUNOs are guided by all principles of the UN Transitional Engagement Framework (2022) (see box below). It also adheres to TEF guidance referred in its section on 'UN Engagement with the de facto authorities'. It further mainstreams the reinforcing principles of the ABADEI Strategy and STFA<sup>43</sup> as follows:

- No support will be provided directly or indirectly to the de facto authorities, whether in Kabul or at local level.
- Support will be implemented free from involvement of the de facto authorities about (hiring/recruitment) policy, implementation, and management. Additionally, the de facto authorities may not influence the selection of beneficiaries, project locations or project partners. This also means that women staff should be able to continue to work.
- Support will have to be consistent with the principles set out in the United Nations Charter with its obligations under international law to respect and promote human rights and Do No Harm.
- No support will be provided to structures that institutionalize discrimination, exclusion and/or violate human rights.
- At minimum, service providers should ensure that services are accessible to girls and women in an equal fashion.

A flexible approach is required in the volatile situation where provinces, districts and communities have different dynamics<sup>44</sup>. PUNOs will ensure these principles are mainstreamed and will request implementing partners to provide

<sup>42</sup> OCT includes more than 20 partners that provide periodic and verified databases on people requiring assistance on the ground.

<sup>43</sup> According to the approved ABADEI Strategy and the STFA Terms of Reference.

<sup>44</sup> Central directions on policies and application of law from the de facto authorities, for example, are reflected unevenly across the provinces and districts which requires adaptation for programme delivery. For more information on governance aspects see: Afghanistan Country focus. Country of Origin Information Report January 2022. European Union. European Asylum Support Office.

## JOINT PROGRAMME DOCUMENT

management strategies to avoid dis-benefits. The programme also complies with effective UN Security Resolutions and relevant sanctions imposed by the UN and other duly recognized authorities by the UN.

This joint programme materializes the humanitarian-development-peace (HDP) approach in concrete benefits to the communities by delivering support for essential services in close coordination with humanitarian assistance. This joint programme will resort to UN dialogue platforms to ensure coordination within the UN Country Team, especially with the Humanitarian Country Team - including coordination across its clusters at central and local levels. The UNDP Trust-Fund Management Unit (TFMU), as the Secretariat for the STFA, will facilitate coordination and dialogue with programmes under multi-partner funds including the Afghanistan Humanitarian Fund (AFG-HF), the Afghanistan Reconstruction Trust Fund (ARTF), the Afghanistan Infrastructure Trust Fund (AIF) and the Central Emergency Response Fund (CERF).

### Principles of the Transitional Engagement Framework (2022)

**The Human Rights-Based Approach:** Ensure adherence to international human rights standards and principles to promote and protect human rights.

**Humanity:** Human suffering must be addressed wherever it is found, with particular attention to the most vulnerable populations, such as children, women, people with disabilities and the elderly. The dignity and rights of survivors must be respected and protected.

**Neutrality:** No participation individually or organizationally in hostilities or taking sides in controversies of a political, religious, or ideological nature.

**Impartiality:** Assistance must be provided without discrimination based on ethnic origin, political opinion, gender, nationality, race, or religion. The provision of assistance is guided solely by needs, and priority is given to the most vulnerable cases.

**Operational independence:** Assistance must be autonomous from the political, economic, military, or other objectives that any actor may hold regarding areas where activities are being implemented.

**Centrality of Protection:** Protection shall be placed at the center of all actions, requiring that protection shall be mainstreamed throughout all sectors and activities for the affected population.

**Do no harm:** Assistance must strive to 'do no harm' or to minimize potential harm when being present and providing assistance.

**Dignity:** People in need shall be respected as equal partners in action in all activities and their dignity as human beings will be maintained in all communications.

**Gender equality:** International standards and principles to promote gender equality and the full realization of women's rights and freedoms will be integrated and mainstreamed across all activities.

**Cultural Sensitivity:** Local customs, cultures and religions are respected while simultaneously adhering to international humanitarian standards around gender and equality.

**Prevention of Sexual Exploitation and Abuse:** Create and maintain an environment in which sexual violence is not tolerated and prohibited for all interactions.

**Leaving no one behind:** Commitment to eradicate poverty, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind.

**Diversity:** Drive active and meaningful participation of religious and ethnic minorities, people with disabilities, and people who suffer discrimination based on sexual orientation and gender identity.

**Resilience:** Promote integrated and cost-effective approaches informed by the UN Resilience Framework that reduce risks, mitigate displacement, and help people and communities anticipate, prepare, respond, and recover from shocks and crises.

**Accountability** to the people of Afghanistan, including measures to build upon and extend greater transparency, and improved measurement and reporting on results.

## Cross-cutting considerations

### Human rights-based approach (HRBA)

As 'duty bearers', PUNOs and implementing partners will identify, monitor, and mitigate risks of human rights violations and seek opportunities to strengthen enjoyment of human rights. The programme will focus on 'leaving no one behind' and 'reaching those furthest behind first'. Activities will aim the most vulnerable people including women, girls, elders, people with disabilities, IDPs, returnees and minorities with non-discrimination to race, ethnicity, gender, or any social construct. PUNOs will conduct targeted vulnerability assessment where appropriate to identify the most

## JOINT PROGRAMME DOCUMENT

needed people for cash-based interventions (CBI). The PUNOs will ensure the meaningful participation of women and other marginalized groups not just as the beneficiaries but also as an important part of the stakeholders during whole programming cycles. The local empowerment packages will be introduced for women and other marginalized groups and non-discrimination will be ensured through developing necessary checklist and facilitating numbers of inductions and orientations to the implementing partners.

Human rights – including cultural rights – will be put up front when engaging with stakeholders including de facto authorities at central and local levels. International human rights standards and relevant recommendations and resolutions arising from the Security Council and Human Rights Mechanisms including within the Human Rights Council will be considered from planning to implementation of activities.

Human rights risks will be managed according to the programme's risk management strategy with overall oversight and support from the Integrated Risk Management Unit (IRMU), housed in UNDP, and PUNOs' own corporate risk management mechanisms. PUNOs will also ensure adherence to human rights due diligence processes - in accordance with their corporate policies - when engaging with communities and stakeholders.

### **Conflict Sensitivity and Do No Harm approach**

Conflict sensitivity and 'do no harm' principles and approaches will be embedded in the programme. The PUNOs and implementing partners will identify, monitor and mitigate contextual threats that may arise from their presence to avoid causing harm to communities. Beyond protection, the programme will aim to empower people to claim their rights and promote civic participation in community planning, decision-making and conflict mediation and resolution.

During the inception phase of the program, PUNOs will conduct conflict analysis that gives a basis, including for implementing partners, to take a systematic approach to understand the background and history of conflict; identify relevant groups involved and how they relate to each other, identify the causes of conflict or potential conflict. The analysis can also help to anticipate risks and obstacles early on to timely prevent negative consequences.

At the field planning stage, PUNOs will identify interventions that are sensitive to local cultural and social norms and practices – for instance, in terms of timing or venue for training activities or for the distribution of inputs or cash - so that women, persons with disabilities, people of different ethnicities and the elderly can participate in a safe and secure manner. Such choice of interventions will also ensure that underlying tensions are not exacerbated – e.g., activities that focus on the improvement of livelihoods of Kuchi nomadic herders, will be designed in consultation with settled communities, so that potential conflicts or tensions on the use of common property resources (e.g. rangelands or water bodies) are not inadvertently triggered – and, on the contrary, mitigated. Joint activities to mitigate potential conflicts between returnees and host-communities will also be pursued under a conflict-sensitive lens. Such conflict-sensitive engagements can contribute not only to the mitigation of tensions but towards improvements in social cohesion.

In the event of tensions emerging during implementation, PUNOs will adopt a consultative approach involving the local communities to address the drivers of such tensions. Conflict sensitivity orientation sessions and trainings will be provided to the implementation partners, with technical accompaniment to troubleshoot issues as and when necessary.

### **Gender-based approach**

Considering the current political and cultural context, PUNOs will carefully work on carving out more space for women to participate and benefit in the activities implemented under the STFA without causing harm. Contextually appropriate entry points will be identified based on an understanding of the areas and sectors in which women's rights are currently less curtailed, such as education and health. Furthermore, female staff will be deployed to ensure female beneficiaries are reached. Wherever possible, PUNOs will continue to jointly advocate for women's right to the DfAs and take practical steps to improve the socio-economic situation of women across Afghanistan.

Specifically, the programme seeks to remove barriers to women's economic empowerment; prevent and respond to GBV; promote women's health and catalyze active participation and leadership of women in community planning and decision making. PUNOs will carry out a gender analysis to determine existing gender inequalities, gender roles and norms and power balances in the Southern Region of Afghanistan. The gender analysis will inform programme implementation, monitoring, review, and evaluation. It is also expected to serve as a benchmark for humanitarian

## JOINT PROGRAMME DOCUMENT

and development stakeholders delivering assistance on the ground. Perception surveys will also be conducted regularly to capture communities' views and insights regarding security and social cohesion. Women's perceptions will be a specific component of such surveys to identify gaps and verify improvements regarding security and social cohesion with a gender lens.

Drawing upon the gender analysis, the design of activities of PUNOs at field level and targeting will seek to address the differential needs of women and men— as well the appropriate approaches, methods and tools that can facilitate the meaningful participation of women. For example, in many cases, dedicated and separate spaces to enable the open and safe participation of women will be part of regular field activities, to ensure that the differential needs, interests and perspectives of women are well captured during field-level planning and implementation.

Considering the vital importance of the promotion of gender equality and women empowerment (GEWE) in the current context of Afghanistan, PUNOs have adopted a results framework with gender-sensitive indicators and a robust gender-responsive budget for this joint programme. For example, rehabilitation or construction of community infrastructure including health facilities, hospitals and clinics will consider the specific needs and requirements of women and girls – and will be sensitive to prevailing challenges affecting the mobility of women. Aligned with UNSDG (United Nations Sustainable Development Goals) standards, the programme is scored with Gender Equality Marker (GEM2) meaning that it will 'make a significant contribution to gender equality and/or the empowerment of women (mainstreamed)'.

## JOINT PROGRAMME DOCUMENT

More than 30% of the total budget is expected to be allocated to interventions that directly contribute to GEWE. Unconditional cash transfers (UCT) are expected to primarily benefit women (80% of total beneficiaries), while cash-for-work (CfW) and cash-for-market (CfM) will have at least 30% of women participants. Women empowerment will

### Adhering to the guiding principles.

A foundational premise for the principles elaborated in this section is that such principles, by definition, are not contradictory or in conflict: a human rights and gender-sensitive approach to programming is consistent with 'Leaving No One Behind' principles as well as with cultural sensitivity\* and neutrality\*\*.

Against this foundational backdrop, in practice, different interpretations of what constitutes 'cultural sensitivity' and 'compliance with human rights principles might occur – but these can only be addressed on a case-by-case basis. To mitigate the risk of any of these principles not being adhered to, PUNOs in the Joint Programme will follow their policies and procedures with respect to redress and grievance mechanisms; and clear accountability and reporting lines for field managers will be in place to ensure such principles are indeed appropriately adopted. Significantly contentious issues can be escalated for decision-makers - if different interpretations might be, or seem to be, at conflict.

For instance, the participation of women in communities' decision-making will be a principle that field managers will be asked to consistently adhere to and advocate for – including by proactively identifying appropriate physical venues for their meaningful (and secure) engagement. Similarly, undue interference by third parties on the programmatic work of PUNOs will not be accepted. If there are situations which can compromise the application of these principles on the ground, the issues can be escalated to relevant decision-makers if required – who might then engage in consultations or dialogues to address the issues. If highly contentious issues of interpretation cannot be resolved, following advocacy and dialogue with third parties, the matter can be escalated for the Steering Committee or High-Level Advisory Board for a decision – including on re-sequencing, re-prioritization, or re-design of programmatic interventions, if needed.

\*See, for example, Bell, Nathan, and Peleg (2001): "Negotiating Culture and Human Rights" for an account of how cultural norms are defined or "constructed" through dialogue and social interaction. Such accounts challenge the argument that cultural sensitivity might lead to actions that are inconsistent with the respect for human rights – as articulated in the Universal Declaration.

\*\*As defined in TEF

also be boosted with dedicated support to women-led businesses, groups and CSOs (see results framework). Furthermore, PUNO interventions related to the provision of basic services on health, reproductive health and integrated psychosocial services will target women of reproductive age; economic empowerment of women through livelihood opportunities and vocational skills development; and protecting adolescent girls from child marriage aim towards gender equity and equality, and for betterment of maternal health. Where possible, PUNOs and implementing partners will pursue gender-responsive procurement (GRP) with woman-owned business (WOB) and gender-responsive vendors that promote gender equality and meet local and international labor and human rights standards. PUNOs will promote greater sensitization about women and girls' rights (as part of the broader concept of human rights) at community level and will work to ensure that programme's female staff are able to continue working with safety and security. The STFA Gender Advisor will support PUNOs with further guidance on effective GEWE joint approaches, tools and strategies for gender equality and women empowerment.

### Local Ownership through a Community-based approach

PUNOs have and will continue to collect data about community needs and assets at the local level, engaging and thereby creating ownership among representatives from diverse socio-economic groups. Coordination among PUNOs will take place at regional level to systematically deliver outreach activities through joint, well-coordinated community engagement and locally-led participatory planning. Where possible, multiple PUNOs will jointly visit communities and facilitate the development of integrated, community-driven action plans that outline locally defined priority actions and how PUNOs can assist communities in implementing these. An enabling umbrella activity has been included under each of the four main outputs to ensure PUNOs identify and deliver on integrated, locally owned priorities:

"Ensure field-level interventions are well-informed, well-prioritized and well-coordinated (enabler activity) through, inter alia, (i) community consultations and joint, locally-led, participatory planning; (ii) joint data-management; joint studies and assessments; (iii) joint monitoring and evaluation; (iv) joint visibility and communications."

PUNOs and implementing partners will design and implement activities based on priority needs of communities avoiding a 'one-size-fits-all' approach. The existing social capital at grassroots level (such as functioning Community Development Councils (CDC), Shuras and Gozar Assemblies, and other community representative bodies) will be

engaged to the extent possible for identification and prioritization of communities' needs, and to strengthen local ownership of community-based activities. Deliberate efforts will be conducted, as indicated under the 'Gender-based approach' to ensure the meaningful participation and engagement of women in decision-making processes.

## JOINT PROGRAMME DOCUMENT

Prior to entry into any community, PUNOs will assess the existence, representativeness, and capacity of existing governance bodies, such as the CDCs, Shuras and GAs. Elders are typically part of these community governance structures. PUNOs and implementing partners will design and implement activities based on priority needs of communities avoiding a 'one-size-fits-all' approach. The existing social capital at grassroots level (such as functioning Community Development Councils (CDC), Shuras and Gozar Assemblies, and other community representative bodies) will be engaged to the extent possible for identification and prioritization of communities' needs, and to strengthen local ownership of community-based activities. Deliberate efforts will be conducted, as indicated under the 'Gender-based approach' to ensure the meaningful participation and engagement of women in decision-making processes. Ensuring representation of women and other marginalized groups will be key to all such activities but may require time and dedication in light of the cultural and political context of Afghanistan.

Specific focus will be placed on engaging women and marginalized groups when assessing, identifying, planning, and implementing community-based activities. PUNOs' interventions related to the provision of health and reproductive maternal health services through the establishment of family health houses will be done through close consultation with the local communities using the community-based approach. The community will identify sites, involve in the design, and select local women to enroll in midwifery school.

Cash-based interventions (CBI) will mainstream a strong community-based approach for the identification and engagement of the most vulnerable people according to vulnerability criteria validated by the communities. Definition of priority community infrastructure for improvement through cash-for-work will also be discussed among diversified community representatives including women, youth, community leaders such as religious, traditional, and tribal elders, IDPs, returnees and minority groups.

Functional early warning mechanisms both for natural and human-made disasters are also expected to generate accountability of community members for collective and coordinated preparedness and response. PUNOs will leverage existing peacebuilding structures including community councils and peace committees or, where appropriate, will create new mechanisms to enable a conducive peacebuilding environment. Mediation, alternative dispute resolution and grievances mechanisms within communities will also serve as dialogue platforms.

Field assessments including OCHA's snapshots, updates and situation reports, IOM's Displacement Tracking Matrix (DTM) and other analysis produced by PUNOs, implementing partners, CSOs and academia will also inform programming.

Where possible, community representatives will be engaged in Community-based Monitoring and Evaluation, supporting the monitoring of activities during implementation as well as the tracking of progress and impact in the medium- to long-term.

### **Complaints Redressal Mechanism and Preventing Sexual Exploitation and Abuse (PSEA)**

The programme will ensure that grievance mechanisms are in place and accessible to community members – both through tools that are available at PUNO-level, in line with PUNO's own due diligence policies - and through enabling activities under Output 4. In addition, there are existing feedback and complaint mechanisms – including through toll-free helplines – that are being used by PUNOs and which can be leveraged for the purposes of this joint programme<sup>45</sup>. Awaaz.org is an example of a confidential, toll-free, hotline platform that is currently used by several PUNOs in Afghanistan to (i) provide information on available assistance to end-users/beneficiaries; (ii) register beneficiaries' feedback on the assistance received, (iii) register any complaint and grievance on such assistance, (iv) and communicate back clarifications or corrective actions to the original callers. Such a system can also be leveraged to support STFA-funded activities.

In connection to the above, robust measures will also remain in place with respect to the Prevention of Sexual Exploitation and Abuse (PSEA). The intent is to foster an equal and inclusive work environment where everyone

---

<sup>45</sup> See Awaaz.org

## JOINT PROGRAMME DOCUMENT

feels safe and empowered to speak up and act when they witness or experience harassment, sexual harassment, abuse of authority and discrimination.

An existing PSEA Task Force in Afghanistan has Standard Operating Procedures (SOPs) on receiving, recording, logging, and referring cases of SEA to relevant agencies for follow-up and assistance (as required). These SOPs, which can be leveraged for the purpose of implementation of the current Regional JP, complement each Organization's internal PSEA policies. Complaints can be received from beneficiaries via any Complaint and Feedback Mechanism (mechanisms at community level as well as hotlines) as well as complaints must be made by personnel when suspicions of SEA arise.

The PSEA SOP highlights the procedures to be followed according to the redressal mechanism selected (referral to agency PSEA Focal Point and, if necessary, support required from the GBV Sub Cluster in Afghanistan to provide assistance to survivors of SEA), and the timeline required according to how the incident is reported for starting the investigation procedures<sup>46</sup>.

Each PUNO's internal compliance and oversight mechanisms<sup>47</sup> will be leveraged under this Joint Programme to ensure PSEA is enforced. Implementing partners will also be oriented on such policies and procedures. A zero-tolerance approach is to be adopted with respect to PSEA. Compliance with such policies and procedures will be regularly monitored by the respective PUNOs. Similarly, PUNOs will organize orientation and training sessions on PSEA practices and protection issues at the community level during the implementation of field activities. Mechanisms to provide feedback regarding PSEA incidents will be well-communicated to all stakeholders, including at the community level. The TPM mechanism to be put in place can be leveraged as well to verify compliance with due processes with respect to PSEA.

### Area-based approach

A separate umbrella activity under each joint output has been included to facilitate the implementation of an integrated, area-based approach:

*Ensure field-level interventions are well-informed, well-prioritized and well-coordinated (enabler activity) through, inter alia, (i) community consultations and joint, locally-led, participatory planning; (ii) joint data-management; joint studies and assessments; (iii) joint monitoring and evaluation; (iv) joint visibility and communications.*

PUNOs will use this output as an enabling activity to further enhance the integrated, locally-led, evidence-based nature of all activities, and to streamline M&E and visibility activities. The Programme will leverage data collection tools and instruments<sup>48</sup> already developed by PUNOs in the form, for instance, of (a) rapid Provincial Factsheets that identify multi-sectoral needs within the region and can serve as a baseline for joint-monitoring based on six-monthly data collection cycles, (b) in-depth Provincial Profiles that provide spatial understanding and evidence-based recommendations for priority strategic actions, and (c) Community Action Plans (CAPs) that will be used to make referrals between PUNOs to implement needs-based actions identified by communities.

### Lessons Learned

PUNOs have learnt that neither a one-size-fits-all approach, nor a fragmented sector-based approach has been effective. An integrated, innovative flexible and agile approach is needed. Based on the accumulate experience of the PUNOs and the early findings during the implementation of the Programme Initiation Plan (PIP), the following lessons have been incorporated into the design of this joint programme:

- Importance of integrated action: The people of Afghanistan are facing multi-dimensional, interconnected humanitarian needs and challenges to the sustainability of their wellbeing, which must be addressed through integrated action enabling the HDP nexus. The provision of humanitarian relief, such as food and non-food items,

<sup>46</sup> For more detailed information please see:

[https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/psea\\_interganecy\\_sops\\_july\\_2020.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/psea_interganecy_sops_july_2020.pdf)

<sup>47</sup> A number of common PSEA principles followed by many PUNOs include (a) anyone can file a complaint of prohibited conduct, regardless of their contractual status; (b) formal complaints can be made anonymously; (c) there is no deadline for filing a complaint; (d) individuals affected by prohibited conduct can choose between formal and informal complaint resolutions; (e) data of individuals with a history of sexual harassment will be recorded in a UN-system wide screening database.

<sup>48</sup> For instance, IOM's "PLACES" methodology and tools; ILO-UNHCR market systems analyses (MSA) and rapid market appraisals (RMA); UNDP's AIMS platform (under development), etc.

## JOINT PROGRAMME DOCUMENT

health services and emergency livelihoods can form a foundation from which community-led recovery efforts begin and are maintained locally in the long-term. Effectively addressing these immediate and longer-term needs and priorities, requires integrated action of all PUNOs based on a multi-sectoral evidence-base at all scales of intervention, including the local/ settlement level as well as the strategic/ district and/or provincial level.

- Need for evidence-based context and conflict analysis: To fully uphold the principle of ‘Do No Harm’, a thorough context and gender-sensitive conflict analysis is required. Community and individual level interventions, while aiming to increase social cohesion, can also risk increasing tensions within and between communities. To prevent unintended negative effects, multi-sectoral participatory assessments should be conducted with beneficiaries before intervention. Furthermore, a combination of individual assistance with area-based interventions, will ensure that benefits are enjoyed by all members of the community, thereby reducing the risk of tension over scarce resources.
- Importance of inclusive community engagement: Beneficiaries have stressed the importance of broad-based community involvement in the identification and prioritization of community projects. Especially vulnerable and marginalized community members ought to be given the appropriate space to voice their needs and priorities. Past experience has shown the value of inclusive community engagement to ensure that the voices of powerful stakeholders do not silence those of more vulnerable individuals. Community engagement is also critical to ensure that individual assistance, which tends to provide limited sustainability and is less effective at fostering social cohesion, is coupled with much needed structural interventions that address root causes of displacement and individuals’ vulnerabilities.

### Sustainability of results

Adopting a community-based approach is the backbone for sustainability of results for this programme. Beneficiaries will not only acquire skills to drive their communities’ recovery and resilience strategies but will also develop capabilities to maintain an enabling environment for peace and social cohesion.

The onus will be on capacitating local stakeholders to take ownership of sustaining the results of the programme. Local ownership and capacity will be generated from the outset of all activities by placing community members and civil society leaders at the centre of the area-based approach, including for prioritization of needs and actions, project implementation, monitoring, and evaluation.

## 4. Assumptions, key risks, and risk management measures

Uncertainties around the new political landscape can negatively impact the programme implementation. Security unrest due to projected economic “total breakdown” and competition over scarce resources are threats for food security and livelihoods which may generate further instability and hinder social cohesion. Frequent climate shocks and severe weather conditions are also permanent risks for livelihoods, business, and fragile community infrastructures in the Southern Region of Afghanistan.

Insufficient liquidity in local currency and price volatility (fluctuations) may also compromise cash injection and the provision of decentralized essential services in communities. There may be limited stocks of livelihood products and assets in the local market; speculative activities might prevail; and significant fluctuations in demand and supply might be the norm. PUNOs will closely monitor its cash disbursements and developments in the banking sector and will explore innovative solutions - including mobile services for cash transfers. Risk of aid fraud, corruption, and unintended flow of funds towards sanctioned or debarred individuals and entities will be closely monitored through the programme’s risk management mechanisms and systems put in place for implementation.

The Regional Joint Programme will indeed adopt a ‘three-line-of-defence’ model to counter the risk of corruption. PUNOs already have a range of policy and procedural instruments to minimize such risk – including through regular financial disbursement and financial control procedures – for both ex-ante and ex-post (verification) processes; periodic spot checks and audits to monitor and oversee financial and administrative discipline – e.g., UN’s ‘Harmonized Approach to Cash Transfers’ or ‘HACT’, policies and procedures. Special ad-hoc spot checks and/or audits may be commissioned jointly by PUNOs where appropriate, following the advice from the Integrated Risk Management Unit (IRMU). At Trust Fund level, third party monitors will also be required to examine financial disbursements and risks associated with financial due diligence processes – including with respect to the selection of beneficiaries. If allegations emerge on mis-compliance with financial rules and regulations by a party (e.g.,

## JOINT PROGRAMME DOCUMENT

implementing partner), there are mechanisms to escalate to specialized units to conduct administrative investigations, when required – e.g., UNDP’s Office of Audit and Investigations. A “zero tolerance policy” to corruption will be adopted to advance integrity – and this will be clearly communicated to field partners.

External influences may seek to affect programme implementation to different degrees. To counter this risk, the selection of beneficiaries, locations and approaches will be driven by up-front principles of impartiality, operational independence, and centrality of protection. A conflict sensitivity approach will be mainstreamed to ensure that PUNOs and implementing partners ‘do no harm’ to people in the target communities

In the context of volatile economy, the lack of financial resources for timely implementation may impede the achievement of the intended results of this programme. PUNOs will make joint efforts to mobilize resources in a timely manner through the STFA and other sources. They will advocate with the donor community for substantial unearmarked contributions to be able to respond to the unprecedented crisis in Afghanistan in a flexible manner.

Lack of coordination among different partners operating in the same area will be addressed with permanent communications through the established cross-cutting dialogue platforms for humanitarian and development partners; and through joint work plans defined and approved prior to implementation, based on their comparative advantages.

External stakeholders might seek to claim credit for the impact of UN-led interventions – including for the purposes of obtaining greater acceptance among local communities - but well-crafted and well-directed communication and visibility activities will contribute to mitigate such risk – by ensuring that the support being provided, and the source and driver of such support, is clear among local communities and end-users. Communication campaigns over media (including social media) will also be used to mitigate this potential risk.

Underpinning assumptions are that current political and security situation will remain stable allowing PUNOs and implementing partners to access the priority areas for programme delivery with an acceptable level of security - including for women workers. It is also expected that implementing partners on the ground will, with technical support and guidance, acquire the needed capacity to complement the efforts of PUNOs to deliver impactful assistance at the necessary scale.

Another assumption is that no major high impact natural disaster will occur – while acknowledging that climate shocks will continue to take place and to negatively affect vulnerable communities. Conflicts and violence, even though they remain recurrent in some areas, are expected to remain localized and not spread. The situation of displacement is also assumed to follow a stable trend without major shocks. PUNOs however will not ‘lose sight’ of people on the move who remain vulnerable and in critical need of support.

The detailed risk management framework, approach and mitigation measures are presented in the dedicated section on ‘risk management’ and in the section on ‘Monitoring, Evaluation and Reporting’. The risk management matrix is provided at the bottom of this document.

### 5. Results Framework

The theory of change builds on the four intended outputs of this joint programme as drivers to support the achievement of outcomes 2 and 3 of the UN Transitional Engagement Framework (2022):

IF:

- essential services and community infrastructure including for health, agriculture and energy supply are functional, sustained and expanded (JP output 1);
- livelihoods, businesses and local economy are recovered and more sustainable and resilient to instability (JP output 2);
- communities have improved infrastructure, access to water and preparedness mechanisms to protect farm-based livelihoods and cope with climate and environment shocks and natural disasters (JP output 3); and
- social cohesion, human rights, legal empowerment for access to justice and community resilience are strengthened at local level (JP output 4).

THEN

- people in Afghanistan will be able to address their basic human needs (TEF outcome 2); and

## JOINT PROGRAMME DOCUMENT

- social investments and community-led systems [including for resilient livelihoods and social cohesion] will be preserved (TEF outcome 3).

To enable this results chain, PUNOs will jointly deliver key strategic activities as follows:

### **Output 1 - Essential services and community infrastructure – including for health, agriculture, education and energy supply - are functional, sustained and expanded to meet different needs of women and men.**

- 1.1. Support the delivery of a basic package of health services to vulnerable communities<sup>49</sup> - including services for the effective prevention and response to chronic<sup>50</sup> and infectious diseases, such as COVID-19; sexual and reproductive health; and mental & psychosocial support, such as counselling services to GBV<sup>51</sup> victims.
- 1.2. Rehabilitate/build critical infrastructure for essential services (including health facilities<sup>52</sup>; water, sanitation and solid waste management infrastructure) in priority rural and urban areas.
- 1.3. Support the provision of educational services for vulnerable groups, particularly in the form of general literacy campaigns for youth and adults (including adolescent girls and women), and vocational education for women and men<sup>53</sup>.
- 1.4. Provide support for food security and agricultural activities through extension services;<sup>54</sup> the revitalization of degraded lands; and the rehabilitation and construction of roads, bridges, marketplaces, boreholes and irrigation systems that benefit women and men in the community.
- 1.5. Provide sustainable/renewable energy solutions, including solar power, for community infrastructure;<sup>55</sup> for local businesses and for vulnerable households, to benefit women and men.
- 1.6. Ensure field-level interventions are well-informed, well-prioritized and well-coordinated (enabler activity) through, inter alia, (i) community consultations and joint, locally-led, participatory planning; (ii) joint data-management; joint studies and assessments; (iii) joint monitoring and evaluation; (iv) joint visibility and communications<sup>56</sup>.

### **Output 2 – Livelihoods, businesses and the local economy are able to recover, more sustainable and more resilient to instability.**

- 2.1. Provide unconditional cash transfers (UCT) and basic incomes to vulnerable households, in particular to women with no/limited income; women-headed households; widowed women; persons with disabilities; elders and disenfranchised people in local communities.
- 2.2. Facilitate access to decent employment, including through (i) cash for work (CfW), furlough and conditional cash transfer schemes – targeting vulnerable groups, in particular unemployed women and youth; (ii) basic skills development to improve employability of vulnerable and marginalized groups, including women and youth<sup>57</sup>.

<sup>49</sup> This joint programme activity can include, inter alia, (i) direct delivery of health services and/or (ii) support to third-party providers through, for instance, capacity building interventions, provision of essential health commodities and supplies, etc.

<sup>50</sup> Such as malaria and tuberculosis.

<sup>51</sup> Gender-based violence

<sup>52</sup> Including community health facilities, such as Family Health Houses

<sup>53</sup> This activity will also entail the collation of statistical data and the preparation of analytical reports on the state of education for women and girls at all levels- including primary and secondary education, vocational education, etc.

<sup>54</sup> Such as provision of agricultural tools and inputs to small-farmers, etc.

<sup>55</sup> Such as community basic service facilities.

<sup>56</sup> This activity will be coordinated with relevant activities under outputs 2, 3 and 4 – and will include stakeholder analysis (to ensure conflict sensitivity and LNOB considerations are factored in field interventions); vulnerability analysis (to identify, at field level, priority areas; priority target groups and beneficiaries; and priority needs) and in-depth studies on gender. Such analyses can be captured in well-integrated 'Regional Snapshot Reports'. The Snapshots will also be used to deep dive on social challenges (e.g. to provide up-to-date data and statistical information on the state of education in Afghanistan, particularly girls and women's access to educational services, in coordination with UNICEF); as well as on the local economy (including through economic value chain analyses; analysis of cross-border trade, etc.).

<sup>57</sup> Both sets of interventions (i) and (ii) can be pursued in a complementary manner- targeting the same groups to reinforce the impact on income-generating opportunities for those groups.

## JOINT PROGRAMME DOCUMENT

2.3. Provide asset support (financial, physical and/or technical)<sup>58</sup> to micro, small and medium-sized enterprises (formal and informal sectors) with particular focus on women-led business and community-owned social enterprises<sup>59</sup>.

2.4. Ensure well-informed, well-prioritized and well-coordinated field-level interventions (enabler activity) through, inter alia, (i) community consultations and joint, locally led, participatory planning<sup>60</sup> (ii) joint data-management; joint studies and assessments; (iv) joint monitoring and evaluation; (v) joint visibility and communication activities

### **Output 3 – Communities have improved infrastructure, access to water and preparedness mechanisms to protect farm-based livelihoods and cope with climate and environment shocks and natural disasters**

3.1. Support community early warning systems and other preparedness mechanisms<sup>61</sup> to help address the risks of climate shocks and natural disasters, with meaningful engagement of women and men.

3.2. Support disaster-resilient infrastructure and nature-based solutions at community level– with a view to addressing water scarcity and/or land degradation<sup>62</sup> and to mitigating the severity of environmental shocks/natural disasters (such as floods) - ensuring such support is gender-responsive.

3.3. Provide farmers/herders (both women and men) with asset support (financial, physical and/or technical)<sup>63</sup> and critical inputs for climate-smart agriculture and livestock management<sup>64</sup>.

3.4. Facilitate local, community-led, recovery efforts, in response to environmental shocks/natural disasters, through the roll-out of build-back-better approaches at local level<sup>65</sup>.

3.5. Ensure well-informed, well-prioritized and well-coordinated field-level interventions (enabler activity) through, inter alia, (i) inclusive community consultations and joint, locally-led, participatory planning (including women and men); (ii) joint data-management; joint studies and assessments; (iv) joint monitoring and evaluation; (v) joint visibility and communication activities

### **Output 4 – Social cohesion, respect for human rights<sup>66</sup> – including, in particular, the rights of women and girls- and access to justice are progressively strengthened at local level – contributing to greater community resilience.**

4.1. Support social cohesion, reconciliation, and conflict prevention through

<sup>58</sup>Technical support to develop human capital – such as business skills training (e.g. ‘Start your Business’, ‘Expand your Business’ training); specialized vocational training and training for traders and transporters. Normative training – on, for instance, labour rights; prevention of gender-based violence, sexual harassment, sexual exploitation and abuse will also be streamlined across this activity.

<sup>59</sup>Including through the roll-out of grant schemes – such as “cash-for-market” schemes- and initiatives to improve cross-border trade opportunities. These are market-responsive interventions that seek to leverage the potential of the local private sector to generate decent employment.

<sup>60</sup> This activity will be informed by activity 4.1(ii)

<sup>61</sup> Including through awareness raising and the provision of training to farmers/herders (both women and men) and community members on early warning and other preparedness measures

<sup>62</sup> Nature based-solutions include measures such as afforestation, reforestation, tree plantations, soil erosion control; in addition this intervention will also support sustainable livestock practices and regenerative agriculture. Water-infrastructure related activities will complement those planned under output 1, and will include water reservoir and water harvesting infrastructure, restoration of karez and other surface irrigation systems, portable water tanks and solar water pumps.

<sup>63</sup> For instance, financial asset support through the provision of small grants; physical asset support in the form of equipment upgrades; and technical support in the form of capacity building/training

<sup>64</sup> This intervention will also encompass measures to strengthen pest and disease control, and enhance productivity (agricultural yields per Ha)

<sup>65</sup> This intervention includes prepositioning of tools/materials to facilitate immediate response following a disaster; preparation of rosters of providers that can be activated to deliver assistance/support, immediately following a disaster; innovative finance tools to enable/speed up recovery at local level, etc.

<sup>66</sup> ‘Human rights’ encompass a wide-range of rights– including social and economic rights, cultural rights, labour rights, etc. The progressive fulfillment of cultural rights includes the protection of cultural heritage - tangible and intangible cultural assets - and is indeed considered to be part of the adoption of a robust human rights-based approach – as it encompasses the rights of both women and men to access, participate in and enjoy all forms of culture, cultural heritage, and cultural expressions. The promotion of cultural rights can also directly contribute to the fulfillment of social and economic rights (e.g. rehabilitation of basic service infrastructure – such as traditional water canals; sustainable job generation -e.g. through schemes that support local artisans; local handicraft producers and traders, etc.).

## JOINT PROGRAMME DOCUMENT

(i) the revitalization of consensus-building at community level by means of inclusive planning processes<sup>67</sup> (engaging women and men) – with a view to strengthening capacities for ‘bottom-up’ solutions<sup>68</sup>

(ii) engagement with, inter alia, community-based organizations, traditional/religious leaders, women and youth through existing/new dialogue platforms/networks<sup>69</sup> –to inform advocacy and sensitization campaigns to promote human rights<sup>70</sup> and to address potential drivers of conflict, violence and displacement.

4.2. Promote the fulfillment of the rights of women and girls; the prioritization of gender equality and women’s empowerment (GEWE)<sup>71</sup> and greater awareness and advocacy against gender-based discrimination and GBV at all levels of the community<sup>72</sup>.

4.3. Enhance access to justice, through a human rights-based approach - including through, inter alia, legal aid counselling and representation; mediation and dispute resolution mechanisms<sup>73</sup> - and engaging with religious and scholars and academics (sharia law), independent legal practitioners and civil society organizations.

4.4. Support capacity-building of civil society organizations (CSOs), community-based organizations (CBOs); local media organizations; women and youth groups as key players for local development; human rights<sup>74</sup> and human security; and conflict prevention.

4.5 Ensure the identification of locally-owned, well-prioritized and well-coordinated field-level interventions through, inter alia: (i) joint data-management; joint studies and assessments; (iv) community-based monitoring and evaluation; (v) joint visibility and communication activities<sup>75</sup>.

These activities will be guided by strong human rights, gender and community-based approaches. The table below shows the articulated results chain with relevant disaggregated indicators. The Work Plan (Section 11) elaborates on the PUNOs’ joint work, approaches and complementary activities.

<sup>67</sup> The revitalization of consensus-building at local level can take place in a wide-range of fora – including in community-development-council fora, workplaces, etc.

<sup>68</sup> This activity can also entail the use of low-value grants to contribute to demonstrate the tangible impact of consensus-building through the implementation of community plans.

<sup>69</sup> Including through the leveraging of customary/traditional best practices in partnership with CSOs.

<sup>70</sup> This includes, inter alia, supporting the right of communities to participate in cultural life – through, for instance, the protection of cultural heritage sites of local and regional significance, or the transmission of traditional knowledge, skills, and practices that are fundamental aspects of social cohesion and have the potential to contribute to the economic recovery of the region.

<sup>71</sup> This is a ‘vertical’ intervention centered on the pursuit of GEWE: it complements and reinforces- and does not replace- , ‘horizontal’ GEWE interventions streamlined across all outputs and umbrella activities of this Joint Programme.

<sup>72</sup> Including through rapid gender appraisals to identify and prioritize GEWE interventions that address the needs of women at local levels

<sup>73</sup> This intervention might include formal and informal mechanisms like the legal defense lawyers and CSOs to provide legal aid services to communities in counselling, documentation and representation particularly the vulnerable women and men - and to raise awareness and advocate for social cohesion and reconciliation. Under the informal mechanisms, PUNOs will support the jirga’s (community dispute councils) and the religious ulema councils and CSOs in the provinces to engage with the community similarly to build social cohesion and community resilience.

<sup>74</sup> Including rights pertaining to freedom of speech

<sup>75</sup> Such priorities to inform interventions under Outputs 1, 2, and 3.

## JOINT PROGRAMME DOCUMENT

### Table 1: Results Framework

#### UN Transitional Engagement Framework Outcomes:

**Outcome 2:** Essential services are sustained that address basic human needs for the people in Afghanistan.

**Outcome 3:** Afghanistan will preserve social investments and community-level systems essential to meeting basic human needs, protect gains to the SDGs, and develop scenarios for future engagement

Joint Programme Outputs	PUNO	Implementing Partner(s) <sup>76</sup>	Joint Programme Activity	Indicative budget (US\$)		
				Year 1	Year 2	Total
<b>Output 1 - Essential services and community infrastructure - including for health, education, agriculture and energy supply - are functional, sustained and expanded to meet different needs of women and men.</b>  <u>Output Indicators<sup>77</sup></u>  <u>Cross-cutting<sup>78</sup></u> 1a. Number of people that have benefited from UN-supported essential services and/or new/rehabilitated infrastructure, disaggregated by type of service and/or infrastructure and sex. <u>Baseline:</u> 0; <u>Indicative target:</u> 2,114,000  <u>Health</u> 1d. Number of functional, UN-supported, facilities providing basic health assistance (including	FAO IOM UNCTAD UNDP UNESCO UNFPA UN-HABITAT UNHCR UNODC UNWOMEN	Afghan Community and Health Rehabilitation Organization, Afghan Health and Development Services, Afghanistan Centre for Training and Development, Agency for Assistance and Development of Afghanistan, BRAC Afghanistan, Bu Ali Rehabilitation and Aid Network, Coordination Humanitarian Assistance, Customs Brokers Association, Health Net International TPO, Humanitarian Assistance and Development Association for	1.1. Support the delivery of a basic package of health services to vulnerable communities - including services for the effective prevention and response to chronic and infectious diseases, such as COVID-19; sexual and reproductive health <sup>81</sup> ; mental & psychosocial support, such as counselling services to GBV victims.	5,538,303	8,307,455	13,845,758
			1.2. Rehabilitate/build critical health facilities and hospitals and other essential services infrastructure in priority rural and urban areas.	5,869,678	8,804,517	14,674,195
			1.3. Support the provision of educational services for vulnerable groups, particularly in the form of general literacy campaigns for youth and adults (including adolescent girls and women), and vocational education for women and men.	1,120,000	1,680,000	2,800,000

<sup>76</sup> Subject to confirmation, following due vetting processes

<sup>77</sup> Please note that indicators in this Regional JP are at Joint Output level, not at activity level.

<sup>78</sup> This cross-cutting indicator will cover a range of sectors under this Output. For instance, individuals that have benefited from vocational training interventions (disaggregated under 'educational services') or by improved water facilities, such as canals (for disaggregation under 'WASH infrastructure'), or renewable energy; due cross-references to other outputs (e.g. vocational training for entrepreneurs, under Output 2) will be made in the reporting. This indicator is complemented by other (sectoral) indicators listed below. PUNOs will also be able to report on PUNO-specific targets in the narrative sections of progress reports.

<sup>81</sup> By way of example, one of the interventions to be rolled out under this umbrella activity is the Community Midwifery Education (CME) programme

## JOINT PROGRAMME DOCUMENT

Joint Programme Outputs	PUNO	Implementing Partner(s) <sup>76</sup>	Joint Programme Activity	Indicative budget (US\$)		
				Year 1	Year 2	Total
basic health assistance services for women and girls) <sup>79</sup> <u>Baseline:</u> 0 <u>Indicative target:</u> 64  1e. Number of COVID-kits distributed to health centers/clinics <u>Baseline:</u> 0; <u>Indicative target:</u> 31,250  <u>Education</u> 1f. Number of individuals, including adolescent girls and women who benefit from educational services (such as basic general literacy and vocational programmes) (at least 50% female) <u>Baseline:</u> 0; <u>Indicative target:</u> >30,000  <u>Cross-cutting</u> 1h. Percentage of target beneficiaries satisfied with the quality of UN-supported services, disaggregated by type of service and sex <sup>80</sup> <u>Baseline:</u> 0; <u>Indicative target:</u> 80% 1j. Number of Km of rehabilitated and/or maintained rural roads and/or # irrigation systems			1.4. Provide support for food security and agricultural activities through extension services; the revitalization of degraded lands; and the rehabilitation and construction of roads, bridges, marketplaces, boreholes and irrigation systems that benefit women and men in the community.	8,159,600	12,239,400	20,399,000
			1.5. Provide sustainable energy solutions, including solar power for community infrastructure, basic services facilities, local businesses, and households to benefit women and men.	149,800	224,700	374,500

<sup>79</sup> Including Family Health Houses

<sup>80</sup> Percentage to be estimated through random sampling

## JOINT PROGRAMME DOCUMENT

Joint Programme Outputs	PUNO	Implementing Partner(s) <sup>76</sup>	Joint Programme Activity	Indicative budget (US\$)		
				Year 1	Year 2	Total
<u>Baseline</u> : 0; <u>Indicative target</u> : 135			1.6. Ensure field-level interventions are well-informed, well-prioritized and well-coordinated (enabler activity) through, inter alia, (i) community consultations and joint, locally led, participatory planning; (ii) joint data-management; joint studies and assessments. <sup>82</sup> (iii) joint monitoring and evaluation; (iv) joint visibility and communications	600,000	900,000	1,500,000
<b>Sub-total Output 1</b>				<b>21,437,381</b>	<b>32,156,072</b>	<b>53,593,453</b>
<b>Output 2. Livelihoods, income-generating activities, businesses and trade are more sustainable and resilient to instability.</b>  <u>Output Indicators</u>  <u>UCT</u> <sup>83</sup>  2.a. Number of people who benefited from UCT (at least 80% women) Baseline: 0 Indicative target: 14,820  <u>Employment</u> 2.b. Number of people who have benefited from newly-created income-generation opportunities, disaggregated by sex, age and province	FAO IOM UNCTAD UNDP UN-HABITAT UNHCR UNODC UNWOMEN	Youth Health and Development Organization, Afghan Community and Health Rehabilitation Organization, Customs Brokers Association, Danish Committee for Aid to Afghan Refugees, Dutch Committee for Afghanistan, HEWAD Reconstruction, Health and Humanitarian Assistance Committee, The welfare association for the development of Afghanistan, Women's Chamber of Commerce.	2.1. Provide unconditional cash transfers (UCT) and basic incomes to vulnerable households, in particular to women with no/limited income; women-headed households; widowed women; persons with disabilities; elders and disenfranchised people in local communities.	2,135,086	3,202,628	5,337,714
			2.2. Facilitate access to decent employment, including through (i) cash for work (CfW), furlough and conditional cash transfer schemes – targeting vulnerable groups, in particular unemployed women and youth; (ii) basic skills development to improve employability of vulnerable and marginalized groups, including women and youth <sup>84</sup> .	7,516,183	11,274,274	18,790,457
			2.3. Provide asset support (financial, physical and/or technical <sup>85</sup> ) to micro, small and medium-sized enterprises (formal and informal sectors) with particular focus on women-led business and community-	8,158,411	12,237,617	20,396,028

<sup>82</sup> This umbrella activity will also entail the production of analytical reports on the state of education

<sup>83</sup> Unconditional cash transfer

<sup>84</sup> Both sets of interventions (i) and (ii) can be pursued in a complementary manner- targeting the same groups to reinforce the impact on income-generating opportunities for those groups.

<sup>85</sup> Technical support to develop human capital – such as business skills training ('Start your Business', 'Expand your Business'); specialized vocational training and training for traders and transporters. Normative training – on, for instance, labour rights; prevention of gender-based violence, sexual harassment, sexual exploitation and abuse will also be streamlined across this activity.

## JOINT PROGRAMME DOCUMENT

Joint Programme Outputs	PUNO	Implementing Partner(s) <sup>76</sup>	Joint Programme Activity	Indicative budget (US\$)		
				Year 1	Year 2	Total
Baseline: 0 Indicative target: 51,275			owned social enterprises, with a view to stimulating decent employment opportunities for women and men <sup>86</sup> .			
2c. No. of worker-days generated with UN-support Baseline: 0 Indicative target: 496,000			2.4. Ensure well-informed, well-prioritized and well-coordinated field-level interventions (enabler activity) through, inter alia, (i) community consultations and joint, locally-led, participatory planning <sup>87</sup> ; (ii) joint data-management; joint studies and assessments; (iv) joint monitoring and evaluation; (v) joint visibility and communication activities	454,020	681,030	1,135,051
2d % of people with disabilities (PWD) that have benefited from newly-created income-generation opportunities Baseline: 0 Indicative target: 2%						
2e. % of newly-employed people that have benefited from Occupational Safety and Health (OSH) measures. Baseline: 1 Indicative target: 100%						
<u>MSME support</u> 2.f. Number of MSMEs that benefit through financial capital support, training and/or other forms of asset support, disaggregated by women-led and men-led MSMEs Baseline: 0 Indicative target: 12,376						
<u>Cross-cutting</u> 2g. Proportion of beneficiaries who confirm sustained or improved livelihoods as a result of programme-supported activities (random sampling) Baseline: 0 Indicative target: 70%						

<sup>86</sup> Including through the roll-out of grant schemes – such as “cash-for-market” schemes- and initiatives to improve cross-border trade opportunities. These are market-responsive interventions that seek to leverage the potential of the local private sector to generate decent employment.

<sup>87</sup> This activity will be informed by activity 4.1(ii)

## JOINT PROGRAMME DOCUMENT

Joint Programme Outputs	PUNO	Implementing Partner(s) <sup>76</sup>	Joint Programme Activity	Indicative budget (US\$)		
				Year 1	Year 2	Total
<b>Sub-total Output 2</b>				<b>18,263,500</b>	<b>27,395,550</b>	<b>45,659,250</b>
<b>Output 3. Communities have improved infrastructure, access to water and preparedness mechanisms to protect farm-based livelihoods and cope with climate shocks and natural disasters</b>  <u>Output Indicators</u>  <u>Early warning systems</u> 3.a. Number of districts with functional early warning systems and other preparedness mechanisms for climate shocks and natural disasters <u>Baseline: 0</u> <u>Indicative target: 64</u>  <u>Other preparedness measures</u> 3.b. Number of people who acquired knowledge and skills on disaster preparedness and climate-resilient livelihoods (at least 30% women) <u>Baseline: 0</u> <u>Indicative target: 12,000</u>  <u>Climate-smart agriculture</u>	FAO IOM UNDP UNESCO UNFPA UNHCR UNODC	Afghan Community and Health Rehabilitation Organization, Danish Committee for Aid to Afghan Refugees, Dutch Committee for Afghanistan	3.1. Support community early warning systems and other preparedness mechanisms <sup>88</sup> to help address the risks of climate shocks and natural disasters, with meaningful engagement of women and men.	963,850	1,445,774	2,409,624
			3.2. Support disaster-resilient infrastructure and nature-based solutions at community level– with a view to addressing water scarcity and/or land degradation <sup>89</sup> and to mitigating the severity of environmental shocks/natural disasters (such as floods) - ensuring such support is gender-responsive.	8,116,002	12,173,002	20,290,004
			3.3 Provide farmers/herders (both women and men) with asset support (financial, physical and/or technical <sup>90</sup> ) and/or critical inputs on climate-smart agriculture and livestock management techniques <sup>91</sup>	3,651,589	5,477,384	9,128,973
			3.4. Facilitate local, community-led, recovery efforts, in response to environmental shocks/natural disasters, through the roll-out of <i>build-back-better</i> approaches at local level <sup>92</sup>	48,000	72,000	120,000

<sup>88</sup> Including through awareness raising and the provision of training to farmers/herders (both women and men) and community members on early warning and other preparedness measures

<sup>89</sup> Nature based-solutions include measures such as afforestation, reforestation, tree plantations, soil erosion control; in addition, this intervention will also support sustainable livestock practices and regenerative agriculture. Water-infrastructure related activities will complement those planned under output 1, and will including water reservoir and water harvesting infrastructure, restoration of karez and other surface irrigation systems, portable water tanks and solar water pumps

<sup>90</sup> For instance, financial asset support through the provision of small grants; physical asset support in the form of equipment upgrades; and technical support in the form of capacity building/training

<sup>91</sup> This intervention will also encompass measures to strengthen pest and disease control, and enhance productivity (agricultural yields per Ha)

<sup>92</sup> This intervention includes prepositioning of tools/materials to facilitate immediate response following a disaster; preparation of rosters of providers that can be activated to deliver assistance/support, immediately following a disaster; innovative finance tools to enable/speed up recovery at local level, etc.

## JOINT PROGRAMME DOCUMENT

Joint Programme Outputs	PUNO	Implementing Partner(s) <sup>76</sup>	Joint Programme Activity	Indicative budget (US\$)		
				Year 1	Year 2	Total
<p>3c. Number of farmers who benefited from training and assets for improved, climate-smart, agriculture (at least 30% women) <u>Baseline: 0</u> <u>Indicative target: 25,000</u></p> <p><u>Disaster-resilient infrastructure and nature-based solutions</u></p> <p>3.d. Number of people that benefit from rehabilitated and/or newly constructed disaster-resilient community infrastructure and nature-based solutions <u>Baseline: 0</u> <u>Indicative target: 278,000</u></p> <p>3.e. Hectares of land restored, regenerated to absorb environmental stress and climate shocks <u>Baseline: 0</u> <u>Indicative target: 4,000</u></p>			<p>3.5. Ensure well-informed, well-prioritized and well-coordinated field-level interventions (enabler activity) through, inter alia, (i) inclusive community consultations and joint, locally-led, participatory planning (including women and men); (ii) joint data-management; joint studies and assessments; (iv) joint monitoring and evaluation; (v) joint visibility and communication activities</p>	188,000	282,000	470,000
<b>Sub-total Output 3</b>				<b>14,052,090</b>	<b>21,078,135</b>	<b>35,130,225</b>
<p><b>Output 4 – Social cohesion, Human rights, access to justice are strengthened at local level.</b></p> <p><u>Output Indicators</u></p> <p><u>CSO-CBO capacities/Community Planning</u></p> <p>4a Number of CBOs/CSOs with improved capacity for participatory and inclusive community planning (at least 20% women-led) <u>Baseline: 0</u> <u>Indicative target: &gt;50 (tbc)</u></p>	IOM UNDP UNESCO UN-HABITAT UNHCR UNODC UNWOMEN	Afghan Community and Health Rehabilitation Organization, Danish Committee for Aid to Afghan Refugees, Dutch Committee for Afghanistan, Danish Committee for Aid to Afghan Refugees, Turquoise Mountain.	<p>4.1. Support social cohesion, reconciliation, and conflict prevention through</p> <p>(i) the revitalization of consensus-building at community level by means of inclusive planning processes<sup>94</sup> (engaging women and men) – with a view to strengthening capacities for 'bottom-up' solutions<sup>95</sup></p> <p>(ii) engagement with, inter alia, community-based organizations, traditional/religious leaders, women and youth through existing/new dialogue platforms/networks<sup>96</sup> –to inform advocacy and sensitization campaigns to promote human rights<sup>97</sup> and to address potential</p>	728,320	1,092,480	1,820,800

<sup>94</sup> The revitalization of consensus-building at local level can take place in a wide-range of fora – including in community-development-council fora, workplaces, etc.

<sup>95</sup> This activity can also entail the use of low-value grants to contribute to demonstrate the tangible impact of consensus-building through the implementation of community plans

<sup>96</sup> Including through the leveraging of customary/traditional best practices in partnership with CSOs.

<sup>97</sup> This includes, inter alia, supporting the right of communities to participate in cultural life – through, for instance, the protection of cultural heritage sites of local and regional significance, or the transmission of traditional knowledge, skills, and practices that are fundamental aspects of social cohesion and have the potential to contribute to the economic recovery of the region.

## JOINT PROGRAMME DOCUMENT

Joint Programme Outputs	PUNO	Implementing Partner(s) <sup>76</sup>	Joint Programme Activity	Indicative budget (US\$)		
				Year 1	Year 2	Total
<p><u>Human rights, access to justice</u> 4b. Number of people with better awareness about human rights<sup>93</sup>, social cohesion and conflict prevention (at least 50% women) <u>Baseline: 0</u> <u>Indicative target: &gt; 50,000</u></p> <p>4c: Number of districts with counselling and legal aid services. <u>Baseline: 0</u> <u>Indicative target: &gt; 30 (tbc)</u></p> <p>4d. Proportion of target beneficiaries* that perceive improved access to legal aid at local level (sample-based) <u>Baseline: 0</u> <u>Indicative target: 80%</u></p> <p><u>Sense of security</u> 4f. Proportion of people in target areas who perceive that security situation has improved, disaggregated by gender (random sampling) <u>Baseline: 0</u> <u>Indicative target: 80%</u></p>			drivers of conflict, violence and displacement.			
			4.2. Promote the fulfillment of the rights of women and girls; the prioritization of gender equality and women's empowerment (GEWE) <sup>98</sup> and greater awareness and advocacy against gender-based discrimination and GBV at all levels of the community <sup>99</sup> .	452,000	678,000	1,130,000
			4.3. Enhance access to justice, through a human rights-based approach - including through, inter alia, legal aid counselling and representation; mediation and dispute resolution mechanisms - and engaging with religious and scholars and academics (sharia law), independent legal practitioners and civil society organizations <sup>100</sup> .	1,672,840	2,509,260	4,182,100
			4.4. Support capacity-building of civil society organizations (CSOs), community-based organizations (CBOs); local media organizations <sup>101</sup> ; women and youth groups as key players for local development; human rights <sup>102</sup> and human security; and conflict prevention.	3,573,280	5,359,920	8,933,200

<sup>93</sup> Including economic, social and cultural rights

<sup>98</sup> This is a 'vertical' intervention centered on the pursuit of GEWE: it complements and reinforces- and does not replace- , 'horizontal' GEWE interventions streamlined across all outputs and umbrella activities of this Joint Programme.

<sup>99</sup> Including through rapid gender appraisals to identify and prioritize GEWE interventions that address the needs of women at local levels

<sup>100</sup> This activity will include support rapid gender appraisal to identify and prioritize interventions to prevent gender-based violence and gender empowerment including identification of needs of women affected by crises at the local levels.

<sup>101</sup> Under this activity, one of the indicators to track progress in interventions supporting local media organizations is the following: 'Number of news stories and media coverages by supported media houses with a focus on the provision of factual, verified and life-saving humanitarian information and conflict-sensitive reporting and educational broadcasting'

<sup>102</sup> Including rights pertaining to freedom of speech

## JOINT PROGRAMME DOCUMENT

Joint Programme Outputs	PUNO	Implementing Partner(s) <sup>76</sup>	Joint Programme Activity	Indicative budget (US\$)		
				Year 1	Year 2	Total
<u>Gender</u> 4g. Proportion of women in target areas that perceive benefits from measures addressing gender-based discrimination and GBV (including preventive measures) <u>Baseline: 0</u> <u>Indicative target: 70%</u>			4.5 Ensure the identification of locally-owned, well-prioritized <sup>103</sup> and well-coordinated field-level interventions through, inter alia: (i) joint data-management; joint studies and assessments; (iv) community-based monitoring and evaluation; (v) joint visibility and communication activities	182,981	274,472	457,454
<b>Sub-total Output 4</b>				<b>6,609,421</b>	<b>9,914,132</b>	<b>16,523,554</b>
<b>Total</b>				<b>60,362,593</b>	<b>90,543,889</b>	<b>150,906,481</b>
<b>Programme Cost</b>				55,852,890	83,779,335	139,632,226
<b>GMS (7%)</b>				3,909,702	5,864,553	9,774,256
<b>AA Fee (1%)</b>				600,000	900,000	1,500,000

<sup>103</sup> Such identified priorities will also be leveraged to inform interventions under Outputs 1, 2, and 3 – complementing activities 1.6, 2.4 and 3.5.

## JOINT PROGRAMME DOCUMENT

### 6. Management and Coordination Arrangements

#### Programme governance structure

This joint programme works under the STFA governance arrangements and structure as follows:

**The High-Level Advisory Board**, led by the DSRSG/RC/HC for the Special Trust Fund for Afghanistan (STFA), gives final endorsement on the resource allocation strategy and priorities for this joint programme to be funded through the STFA. It also provides the overall guidance and advice to the Steering Committee on strategic and policy issues, in addition to the overall efficiency and responsiveness of the funds and its activities.

**The Steering Committee (SC)**, chaired by UNDP Resident Representative and composed by representatives of all PUNOs and contributing donors as SC members<sup>104</sup>, provides oversight and exercises overall accountability of STFA. It approves funding priorities and periodic progress reports for this joint programmes. The SC meets every month, and if required more frequently, to review the Fund's operations and activities.

**The Trust Fund Management Unit (TFMU)** housed in UNDP functions as the STFA Secretariat for this joint programme. It is responsible for the operational functioning of the Fund and provides technical and management support to the SC. TFMU executes and coordinates all management functions of the Fund, including the implementation of decisions made by the Steering Committee; the planning and preparation of the meetings of the Steering Committee; facilitation of the work of the technical coordination working group; review and analysis of programme proposals together with the Technical Coordination Working Group; coordination of communication and collaboration between PUNOs to ensure programmes are implemented effectively; monitoring and control of operational risks; consolidation of narrative and financial reports shared by PUNOs and their submission to the Steering Committee for review. The TFMU will also have a provision to provide technical advice and support to PUNOs on cross cutting issues such as human rights and gender.

**The Technical Coordination Working Group (TCWG)** includes representatives of all PUNOs and contributing donors. The TCWG is tasked to prepare and regularly review/update recommendations for the STFA's 'Allocation Strategy' including geographic and thematic prioritization criteria, for the consideration of, and final decision by, the Steering Committee. The TCWG coordinates the technical reviews the plans and reports of this programme and make recommendations to the SC. The TCWG also provides technical guidance and high-level oversight to ongoing projects and make recommendations to ensure synergies and efficiencies are capitalized across thematic windows and/or regions as much as possible.

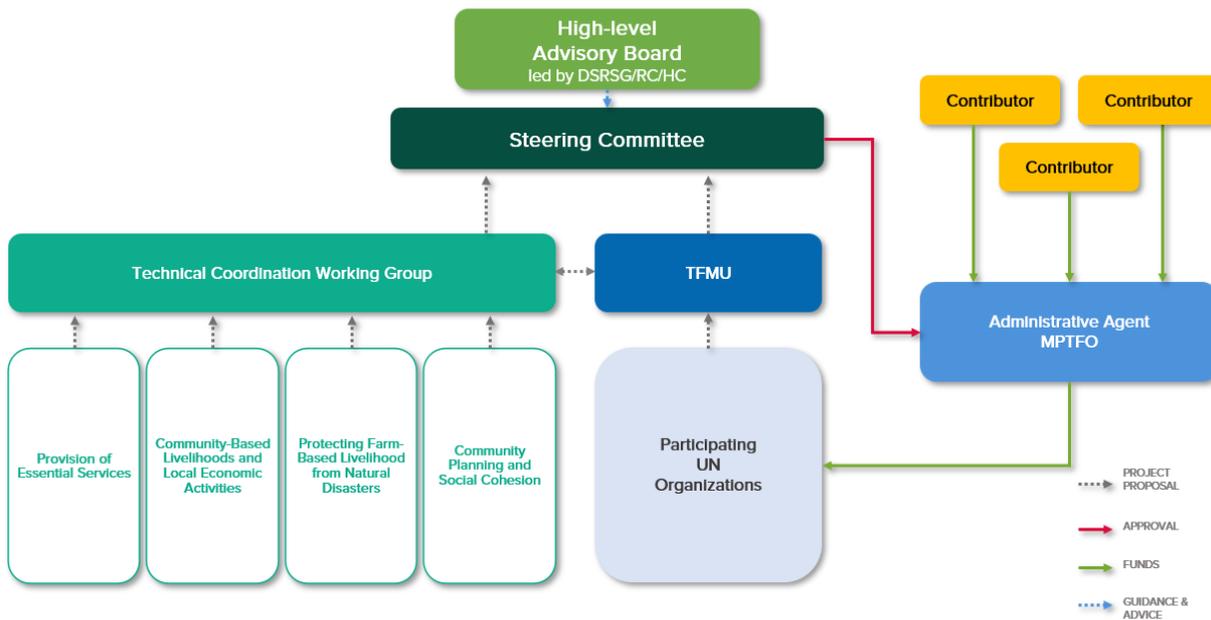
**Participating UN Organizations (PUNO)** are formally engaged in the STFA through the signature of Memorandum of Understanding (MoU) with the Administrative Agent (MPTFO). PUNOs are responsible for the implementation of this Joint Programme according to the approved joint Work Plan and Results Framework using different modalities such as direct implementation and engagement with implementing partners. PUNOs are accountable for effective results and efficient use of resources and have full programmatic and financial responsibility and accountability for the funds disbursed by the Administrative Agent.

The governance structure is reflected below<sup>105</sup>:

<sup>104</sup> the Head of the Afghanistan Humanitarian Fund Secretariat will be invited as an observer to the SC meetings. The Trust Fund Management Unit will also establish coordinating arrangements with the office of the Resident Coordinator.

<sup>105</sup> For detailed description of the STFA governance structure, bodies and responsibilities, please refer to the approved ToRs of the STFA.

## JOINT PROGRAMME DOCUMENT



### Programme coordination structure

PUNOs will have a common coordination mechanism to deliver the joint programme's work plan referred to in section 11. The work plan will be broken down into specific activities through detailed terms of reference that will outline targeted communities, districts and provinces, beneficiaries, methods, and tools for implementation. Coordination for the programme in the Southern region comprises of 2 layers:

- **Central-level:** PUNOs, in collaboration with their regional and local teams and implementing partners on the ground, define roles, responsibilities, cost-sharing arrangements, implementation modalities, monitoring tools and approaches, number and profile of beneficiaries and geographic scope. PUNOs also define their contribution either delivering jointly or agreeing on complementary work based on their mandate, capacity and footprint promoting synergies and avoiding duplication and overlaps. Central-level coordination meetings are facilitated by TFMU on a quarterly basis or anytime as appropriate (i.e., following SC decision on funds allocation).
- **Regional-level:** Building on central-level planning and local context, PUNOs and implementing partners coordinate efforts for preparation on the ground. Regional-level coordination seeks to ensure that all necessary operational, logistics and programmatic arrangements are in place for effective implementation. It also identifies needs through field baseline assessments that are conducted jointly to support PUNO's programming. Regional-level coordination meetings are facilitated by one of the PUNOs (lead agency) on a monthly basis in each of the 05 provinces in the Southern region. The leading role will be rotational among PUNOs and will be appointed by consensus according to their comparative advantage to coordinate the programmatic and operations needs in the specific context. The lead regional agency will be supported by a 'regional coordinator' who will be responsible for day-to-day tasks to enable and facilitate field-level collaboration – including, inter alia, through integrated planning, identification of common target areas and beneficiaries, conduction of shared baseline studies, joint monitoring and joint field visits, joint procurement operations and joint communication activities. The regional coordinator will also facilitate PUNOs' engagements with humanitarian actors on the ground (see below\*).

Central- and regional-level coordination is not a top-down process as they feed one another in an iterative way. PUNOs will also engage in communication and coordination with humanitarian partners in joint HDP nexus planning both at central and regional levels.

## JOINT PROGRAMME DOCUMENT

Coordination mechanisms for joint monitoring, evaluation and reporting are detailed in section 9 below. This joint programme document does not substitute for organization-specific arrangements required by respective internal policies. The management aspects of the different funding modalities (pooled, parallel or pass through) are detailed under section 8.

### 7. Fund Management Arrangements

STFA is administered by the UNDP Multi-Partner Trust Fund Office (MPTF Office), acting as the Administrative Agent. The below description of the responsibilities of the Administrative Agent is based on the UNDG "Protocol on the Administrative Agent for Multi-Donor Trust Funds, Joint Programmes, and One UN Funds". The Administrative Agent is entitled to allocate an administrative fee of one percent (1%) of the amount contributed by each donor, to meet the costs of performing the Administrative Agent function.

The Administrative Agent is responsible for the following functions:

- Support the design of the Fund, including the development of the STFA TOR.
- Conclude the Memorandum of Understanding (MOU) with the Participating UN Organizations and the Standard Administrative Arrangements (SAAs) with contributing partners.
- Receive contributions from donors that wish to provide financial support to the CRFTA; Administer such funds received including winding up the Fund and related matters.
- Subject to availability of funds, transfer such funds to Participating UN Organizations upon instructions from the STFA Steering Committee.
- Provide to donors an annual consolidated report and a final consolidated report based on narrative and financial reports provided by Participating UN Organizations.
- Disburse funds for any additional costs of the tasks that the Steering Committee may decide to allocate

In addition, the MPTF Office through its GATEWAY (<http://mptf.undp.org/>) offers a web-based service portal, which provides real-time financial data generated directly from its accounting system. It provides all partners and the general public with the ability to track information on contributions, transfers, and expenditures. The Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives, and procedures applicable to it, including those relating to interest.

#### **Transfer of cash to Implementing Partners**

PUNOs will adopt the best implementation modality to deliver assistance on the ground including through partnerships with NGOs and private sector where such stakeholders can offer comparative advantage and value for money. To engage in such partnerships, PUNOs will conduct due capacity assessments of potential implementing partners prior establishing any agreement, transferring cash or making payments. Where partnerships include cash transfer modalities, the disbursements (method and frequency), the scope and frequency of monitoring, reporting, assurance and audit will follow internal rules, policies and procedures of responsible PUNOs. The [Harmonized Approach to Cash Transfers](#) (HACT) will apply for relevant PUNOs as detailed in their CPAPs or in other agreements covering cash transfers. PUNOs will also resort to existing and new Long-Term Agreement (LTA) and pre-vetting processes to identify, establish, and trigger rapid partnerships arrangements to respond to urgent needs on the ground.

To ensure that compliant partnerships arrangements with due safeguards are established, the Integrated Risk Management Unit (IRMU) will provide oversight, guidance, and support for the effective application of the three Lines of Defence (3LoD) model presented in the 'Risk Management' section below.

### 8. Monitoring, Evaluation and Reporting

#### **The broader M&E setting: the Transitional Engagement Framework for Afghanistan**

The ABADEI and STFA-supported interventions fall under the purview of the Transitional Engagement Framework (TEF) for Afghanistan – and, therefore, under the scope of TEF reporting instruments. TEF reporting will cover the full spectrum of interventions by UN agencies, funds, and programmes in Afghanistan – including interventions under this Regional Joint Programme. As interventions planned by both STFA and non-STFA agencies will be captured under the TEF reporting, this will enable relevant stakeholders, including STFA's Secretariat, Technical Coordination

## JOINT PROGRAMME DOCUMENT

Working Group and Steering Committee, to better understand the complementarities and synergies of STFA and ABADEI against the wider landscape of UN interventions in Afghanistan. This will also leverage the fact that the Resident Coordinator's Office (which has an overview of STFA and non-STFA programmatic interventions in Afghanistan) also Chairs the High-level Advisory Board of STFA.

### Integrated Joint Programme Monitoring

This joint programme will conduct relevant monitoring and evaluation activities, which will feed into the broader monitoring and reporting exercises under the TEF (referred to above). The proposed M&E system for this JP aims to ensure that PUNOs will achieve the programme's outputs with efficiency and effectiveness. It will guide PUNOs to:

- ensure continuous assessment and learning to identify areas for improvement for effective programme implementation.
- conduct necessary baselines and studies to identify the missing baselines.
- identify, monitor, and propose mitigating measures for emerging risks including security, operational reputational, political, and social risks.
- strengthen the monitoring and evaluation capacities of community-based structures and organisations.
- support evidence-based programming including through common M&E platforms, GIS (Geospatial Imagery Service) and visualization tools for information-sharing and communication of results.
- ensure duly results-based reporting to stakeholders in a timely manner.

The M&E structure for this joint programme comprises the following main units:

- **TFMU M&E Unit:** oversees M&E quality assurance and compliance to required standards and timeframes and provides secretariat support to PUNOs under the STFA. The TFMU M&E Unit also manages a 'Third-Party Monitoring' (TPM) system, with a view to obtaining additional assurance on field-level progress in the implementation of programme activities. TPM mechanisms will rely, inter alia, on randomized spot checks, primary data collection – including through end-user interviews and community consultations- and other tools to verify information being provided directly through PUNOs.
- **Integrated Risk Management Unit (IRMU):** provides oversight, guidance, and support to PUNOs on overall risk management (detailed description of IRMU provided in the 'Risk Management' section below).
- **STFA M&E Technical Working Group:** composed by M&E focal points of PUNOs, the working group is responsible for ensuring coherence and coordination of joint M&E activities among PUNOs including for the design of joint M&E annual work plans with common timeline for M&E and reporting activities.
- **The PUNOs M&E units in coordination with programme and operations units:** responsible for the daily M&E activities of each PUNO under their programmatic responsibility and scope of work including oversight of M&E field staff and implementing partners at central and local level.

A Participatory Monitoring and Evaluation System (PMES) will also be established to monitor progress with participation of implementing partners, beneficiaries, and other relevant stakeholders on the ground. The PMES is part of the M&E structure in coordination with the relevant M&E units referred above.

### M&E tools and systems

PUNOs will explore opportunities to strengthen common systems and tools for M&E based on existing well-established platforms. These include for example:

- **UN Contractor Information Management System (CIMS):** the CIMS is a UN collaborative platform already established in Afghanistan that supports agencies in identifying and assessing partners based on integrated risk-rating. The platform reinforces due diligence and support safeguards for the UN and partners for effective use of resources and risk management. The IRMU will provide oversight and guidance to PUNOs for effective use of CIMS.
- **UNDP's Integrated ICT (Information and Communications Technology) and people-based system:** which includes a network of 1,500 trained local enumerators across 34 provinces to monitor and verify progress reported by implementing partners and contractors. This network can be triggered to support assessments and surveys, identify and monitor risks and support effective community-based approaches. The network can be rapidly expanded to support and complement PUNOs capacities on the ground.

## JOINT PROGRAMME DOCUMENT

- **UNHCR Virtual Platform for Real Time Monitoring and Data Visualization:** which offers an evidence-based tool for mapping and visualization of interventions in a target area.
- **IOM's Displacement Tracking Matrix (DTM):** which through regular data collection rounds gathers and analyzes data and information on mobility, vulnerabilities, and multisectoral needs of all populations, including displaced and mobile populations across the country.
- **OCHA reports, updates, and snapshots:** for due planning and coordination of activities aiming to strengthen the HDP nexus. The joint programme will also use the assessment provided by the OCHA Humanitarian Access group.
- **Monitoring dashboards:** PUNOs will make use of their own dashboards to feed programming in the Southern region. UNDP is developing a SDGs M&E Dashboard that will integrate in real time indicators across health, education, gender, food security sectors to monitor the implementation of the ABADEI strategy.
- **Third-party Monitoring (TPM):** TPM is an integral part of the STFA/TFMU monitoring and evaluation cycle. TPM will be conducted at two levels – at PUNO-level, they will have the discretion to deploy third party monitors for areas where the security situation deteriorates or areas that are extremely hard to reach. At STFA/TFMU level, on the other hand, the TPM mechanism will indeed be embedded as an additional layer of oversight and assurance – providing independent verification of program progress and results (i.e., it will not be limited to monitoring only in insecure or hard-to-reach areas – but will be streamlined as a regular oversight mechanism throughout the implementation period).

### Evaluations and audit

PUNOs will jointly commission an independent mid-term evaluation to verify early findings and recommendations that can inform adjustments in the programme. At the end of the programme, an independent final evaluation will be commissioned to verify the overall results and impact. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System and the relevant UNDG guidance on evaluations. The recommendations, lessons learned, management responses and follow-up actions will inform the continuity of the programme (in the case of the mid-term evaluation) and the next programme cycle (upon final evaluation).

PUNOs may also commission independent evaluation to assess strategic results under their mandate, scope of work and thematic areas in compliance with their internal rules, regulations, and procedures. For transparency, the evaluation reports will be shared widely among UN agencies, implementing partners, donors, and other relevant stakeholders.

Audit will be carried out by external parties according to PUNOs' requirements. Special ad-hoc audits may be commissioned jointly by PUNOs where appropriate following guidance from the Integrated Risk Management Unit (IRMU).

### Learning and Knowledge management

Knowledge, good practices and lessons will be captured and assessed regularly by PUNOs including progress reports. Key knowledge products will also be developed jointly or individually by PUNOs that will feed a common repository managed by the TFMU M&E Unit. Specific knowledge-sharing sessions will be organized at central and local level with implementing partners.

### The Joint Programme Monitoring Framework (JPMF)

The Joint Programme Monitoring Framework (JPMF) includes SMART indicators (quantitative and qualitative) for each joint output. It is highly gender-sensitive and considers the need of capturing the dynamics and life improvements of women and men based on their diverse needs in the different provinces of the Western Region of Afghanistan.

The JPMF is the result of collective efforts of PUNOs to establish a common basis to guide their joint work towards the JP intended results. As an umbrella document, the JPMF represents the 'UN delivery as one' approach in practical terms being flexible enough for agencies to deliver and report results 'as one' and, at the same time, it provides an enabling frame for each of the PUNOs to deliver and report specific results (both quantitative and qualitative) based on their unique mandate and comparative advantage.

## JOINT PROGRAMME DOCUMENT

It is important to highlight that the JPMF is based on the current available data and information gathered by PUNOs and partners. However, in the context of post-powershift, the fast-evolving and volatile environment and new dynamics at all levels, establishing baselines and targets is challenging where available data is very scarce and limited for this new context. PUNOs and implementing partners will conduct further assessments and analysis in the first quarter of this joint programme and the JPMF will be reviewed accordingly to ensure it reflect the priority needs verified on the ground. The progress on the JPMF will be reported quarterly, annually, and when appropriate.

### Reporting

The common reporting procedures and workflow for this joint programme are as follows:

- Reporting requirements, templates and timelines will be provided by TFMU (as the Fund Secretariat) under STFA according to requirements of the Fund, MPTF and donors.
- PUNOs are responsible for collecting relevant data and information at local, regional and central levels, including from implementing partners, and for consolidating results-oriented and evidence-based reports.
- Each PUNO will provide quarterly narrative and financial reports (and certified financial statements) to the Fund Secretariat. The reports will give a summary of results and achievements compared to the expected results. PUNOs are accountable to report financial and programmatic progress anytime to the STFA governing mechanisms as required.
- The Fund Secretariat will provide quality assurance to the reports against the STFA/MPTF and donors requirements and will compile them in one annual/final programme report. The Fund Secretariat will then share the consolidated reports with the STFA Technical Working Group for review before submitting to the Steering Committee for final review and approval. Upon approval, the Secretariat will submit approved reports to the Administrative Agent (MPTFO).
- Consolidated reports and related documents will be posted on the websites of the UN Agencies in Afghanistan and the Administrative Agent [<http://mptf.undp.org>].

### Joint monitoring, Evaluation and Reporting Plan

The high-level monitoring, evaluation and reporting exercises will be conducted as follows:

Activity	Frequency	Responsible party
Joint work plan	Annually (and quarterly reviews)	PUNOs (programme)
M&E integrated work plan	Annually (and quarterly reviews)	STFA M&E Technical Working Group
Progress programme report (Programmatic and financial)	Quarterly	PUNOs (programme)
Risk management review	Quarterly	Integrated Risk Management Unit (IRMU)
Joint field programme visits	Bi-annually in each province (and when necessary)	PUNOs (programme)
Mid-term evaluation	At the end of year 1	Independent third party
Annual and final programme reports (Programmatic and financial)	Annually and at the end of programme	The Fund Secretariat (TFMU)
Final evaluation	At end of the programme	Independent third party
Audit	As per PUNOs' requirements	Independent third party
Review and approval of joint work plan, progress reports, evaluation reports and audit reports	Annually and when necessary	STFA Steering Committee

## JOINT PROGRAMME DOCUMENT

### 9. Risk Management

In the endeavor to deliver effective assistance in the country as duty-bearers, humanitarian, and development partners, including the donor community, must have a strong risk management system in place to ensure that resources are used effectively and efficiently to generate meaningful benefits to the most vulnerable people. This system must also support partners in addressing potential threats and dis-benefits, both to the targeted beneficiaries and the duty bearers and assist in identifying opportunities to maximize positive results.

In view of the high-risk environment, PUNOs will establish a strong risk management system to support the implementation of this joint programme. The risk management strategy is grounded on the Three Lines of Defense (3LoD) model adapted from the UNDP Enterprise Risk Management policy and the ISO 31000 2018 risk management guidelines. The three lines of defense are: 1) Programme and operations functions that own and manage risks; 2) Functions that oversee and/or specialize in risk management and compliance; 3) Functions that provide independent assurance, evaluation, audit and investigation.

First Line of Defense	Second Line of Defense	Third Line of Defense
Functions that own and manage risks: Programme & Operations	Functions that oversee and/or specialize in risk management and compliance	Functions that provide independent assurance Audit and Investigations
Internal PUNOs units: – Programme Management unit. – RBMs. – Procurement unit. – Finance unit.	– PUNO Country Office. – Integrated Risk Management Unit. – UN Due Diligence/Risk Management Working Groups.	– Internal Audit

**The Integrated Risk Management Unit (IRMU) housed in UNDP** will provide overall guidance, support, and oversight to PUNOs for due risk management under this joint programme. IRMU has been established to provide dedicated support to ABADEI Strategy and joint programmes under the STFA. It builds on the successful experience of the IRMU within the UN in Somalia since 2011 as a recognized leader in the provision of risk management service support to ensure that the UN, its partners, and donors can deliver the most impact. IRMU will provide support based on the 3LoD model and the following services to PUNOs:

- Situation monitoring, risk and mitigation measures analysis and monitoring feeding to management.
- Prevention and detection of fraud and corruption and coordinated strategic solutions / ongoing research.
- Review of compliance with sanctions and restrictions regimes and Anti-Money Laundering and Counter-Terrorism Financing policies and UN/WB debarments.
- Information sharing and management.
- Sport checks, Audit, and investigation support.
- Capacity development, risk management learning and knowledge sharing for UN agency staff, implementing partners.
- Digital solutions - a web-based application Contractor Information Management System for Afghanistan to facilitate risk information sharing and vetting process on UNDP and ABADEI partners (accessible by all UN Agencies).
- Risk management support/advice to UN participating organisations to area-based programme.

The IRMU will monitor risks at three levels:

- 1) Organizational level (high-level reputational and political risks as well as regional geopolitical and programmatic risks)
- 2) Country-level (political, reputational, security, programmatic and operational risks)
- 3) Local level (political, security, programmatic and operational risks). As an important feature, it will connect risk levels and risk escalation, using adaptive management principles and through the continuous analysis of developments and their implications on the efforts on the ground.

As IRMU will provide support for overall risk management of this joint programme, PUNOs will be accountable for establishing the appropriate risk management systems, adopting relevant strategies and tools, and allocating

## JOINT PROGRAMME DOCUMENT

resources to manage risks under this programme. PUNOs are also accountable for ensuring that implementing partners establish strong context-sensitive mechanisms for risk management. IRMU will facilitate due coordination and harmonized approaches for risk management.

### 10. Legal Context or Basis of Relationship

This joint programme will be implemented as per dispositions referred in the Transitional Engagement Framework (2022), in particular in section 6 as follows:

#### SECTION 6

##### UN Coordination Mechanisms

##### 6.1. UN Coordination Structure

The UN System in Afghanistan is led by the Special Representative of the UN Secretary General (SRSG) who leads the overall political engagement of the UN and is the designated UN Security Official. The SRSG is the Head of the United Nations Assistance Mission in Afghanistan (UNAMA), an integrated mission, which operates under the UN Security Council mandate articulated in [resolution 2596](#) adopted on 17 September 2021 and extended through 15 March 2022. The SRSG has two Deputies (DSRSG): one for Political and one for humanitarian and Development coordination. The latter serves as UN Resident Coordinator (RC) and Humanitarian Coordinator (HC) and coordinates the work of the UN Agencies, Funds and Programmes across Afghanistan. The DSRSG/UN RC/HC coordinates the UN system's activities under the TEF that brings together the collective work and outcomes of the UN Agencies that constitute the United Nations Country Team (UNCT) and Chairs the Humanitarian Country Team (HCT), which includes many UN Agencies.

##### 6.2. UN Engagement with the de facto authorities

Political engagement with the de facto authorities in Afghanistan is led by the SRSG. The UN Security Council resolution 2596 stresses the critical importance of the continued presence of UNAMA and other UN Agencies, Funds and Programmes across Afghanistan, and calls upon all Afghan and international parties to coordinate with UNAMA in the implementation of its mandate and to ensure the safety, security, and freedom of movement of UN and associated personnel throughout the country. UNAMA provides political offices in Afghanistan; supporting the process of peace and reconciliation; monitoring and promoting human rights and the protection of civilians; promoting good governance, respect of the rule of law; and encourages regional cooperation. UN Agencies, Funds and Programmes will continue to engage with the de facto authorities at national and sub-national levels to enable the carrying out of their activities under the TEF UN principles of engagement. The UN will carry out its activities through, but not limited to, non-governmental implementing partners including the Community Development Councils and other community-based organizations, national and international non-governmental organizations, faith-based organizations, and the private sector, in compliance with applicable international sanctions regimes. The UN will reaffirm (as per SC resolution 2593) the importance of upholding human rights and the rule of law including those of women, children, and minorities, and encourage all parties to seek an inclusive, negotiated political settlement, with the full, equal, and meaningful participation of women, that responds to the desire of Afghans to sustain and build on Afghanistan's gains over the last twenty years. The UN will further (as per SC resolution 2596) encourage all parties to allow full, safe, and unhindered access to ensure humanitarian assistance reaches all those in need, and advocate for the respect of their obligations under international humanitarian law in all circumstances. The best way to promote stability and future international support is to create space for a sustained and structured policy dialogue between the de facto authorities, other Afghan stakeholders and the wider region and international community.

### 11. Work plans and budgets

Upon extensive consultations among PUNOs, this work plan defines the programmatic scope based on the comparative advantage of PUNOs in the Southern Region. A 6W matrix will be developed at early stage of implementation to ensure that PUNOs will deliver activities jointly or complementing each other in a coordinated way, promoting synergies and avoiding overlaps. The 6W will define the 'who/what/where/for whom/when/why' for the

## JOINT PROGRAMME DOCUMENT

programme at activity level as per the Work Plan and the Results Framework (both attached). The work plan below presents the scope of work of each PUNO<sup>106</sup>.

**FAO** will support smallholder farmers, herders, and community members to have access to revitalized and resilient community infrastructure for managing water resources and agriculture/livestock-based livelihoods - including water reservoirs and water harvesting infrastructures, restoration of *Karez*, irrigation and other surface irrigation systems. FAO will provide assets, inputs, equipment to improve productivity and management capacity of smallholder farmers, including herders, for establishment and running of sustainable, resilient, and profitable agri-businesses. A set of interventions will focus on providing support to agriculture livelihoods diversification, including but not limited to the following areas – apiculture, mushroom cultivation, herbs/herbal/medicinal crops' cultivation, polyhouse, and greenhouse establishment, strengthening livestock productivity and processing / value addition of livestock products, and backyard poultry cultivation. All these interventions will include technical training on pertinent topics ranging from climate smart agriculture and livestock management practices, value addition and market linkages, producer groups' and other community institutions' formation for the sustainability of the interventions. Throughout all project activities, FAO will use cash transfers to support the most vulnerable people to meet households' expenses for food and daily necessities, under unconditional cash transfer modality, in particular, focus will be on women headed households/ persons with disability/ elderly. FAO will support smallholder farmers, herders, and community members to establish early warning systems to undertake anticipatory actions and mitigate the impact of climate shocks and disasters such as droughts and floods. FAO will conduct trainings on management of early warning and preparedness mechanisms as well as provision of early action advisories for plant protection and livestock disease management. Further, FAO will support community level risk management measures ranging from preventive, mitigation, and restoration actions for enhancing the local ecosystems' risk absorption and management of climate and environmental shocks through nature-based solutions, natural resource management, soil erosion control, and regenerative agriculture and livestock practices, while ensuring such support is gender. FAO will work in all provinces of the Southern region of Afghanistan.

**IOM** will implement a series of strategic quick impact projects, following a rigorous identification process that includes area-based analysis and inclusive community engagement. Projects will include health facilities and services (incl. COVID-19), basic renewable energy services, WASH infrastructure, schools, roads, and bridges. In connection with Window 2, IOM will also contribute to rehabilitating productive infrastructure (incl. greenhouses, irrigation canals, marketplaces, and access roads) with a view to strengthen local economies, livelihoods and food security. Women and men from the local communities will be employed to support the implementation of all projects, for example through area clean-ups and un- and semi-skilled construction work. Once completed, the projects will be fully handed over to the communities for maintenance, operation, monitoring, and evaluation. IOM will facilitate the creation and safeguarding of immediate and longer-term livelihoods and economic development opportunities by supporting local enterprises, as well as through Cash-for-Work and Cash-for-Market initiatives. IOM will deliver disaster risk reduction/ management (DRR/M) projects with the goal of improving the preparedness of vulnerable populations living in disaster-prone areas. Activities will focus on small scale DRM infrastructure and irrigation system construction, as well as community level capacity building on disaster risk management and the management of early warning systems.

**UNCTAD's** Aid for Trade initiative main focus is on trade promotion and support to private sectors especially Medium and Small Enterprises (MSE) to survive from the current economic crisis as well as increase job opportunities across Afghanistan's regions. Thus, UNCTAD plans to manage capacity building sessions for SMEs in all 8 regions aligned with the ABADEI strategy to ensure that program activities continue to improve the status of trade, enhance job opportunities for men and women - through launching capacity building interventions.

**UNDP** will provide basic package of health services (BPHS) and essential package of hospital services (EPHS) in rural and urban areas to enhance COVID-19 response and access to health care and treatment for other diseases. To support resilient essential services and community livelihoods, UNDP will support construction and rehabilitation of health facilities, hospitals and other key infrastructures including roads, bridges, marketplaces, boreholes, greenhouses, irrigation channels and water management systems providing energy solutions across all interventions at regional, community and household levels. UNDP will also enhance community livelihoods by providing capacity building on climate-smart agriculture techniques, distribution of drought resilient seeds, micro irrigation, and

<sup>106</sup> This considers only PUNOs that have signed MoU with the Administrative Agent (MPTFO) to participate in the STFA as of April 2022.

## JOINT PROGRAMME DOCUMENT

integrated pest control. UNDP will use cash-based interventions (CBI) to assist the most vulnerable people to meet their essential human needs while promoting resilient local economies through technical and financial assistance to informal and formal businesses, including small and medium-sized enterprises (SMEs) with focus on local traders, women-led businesses, and community-led social enterprises. UNDP will support social cohesion based on community-led and needs-based assessments and recovery plans that promote reconciliation, conflict prevention, access to justice, including through alternative dispute resolution mechanisms, and protection of human rights, in particular, for women and girls. Due to geographical location and vulnerability due to degradation of natural resources, environment and climate change, Afghan communities are highly prone to intense and recurring natural hazards such as flooding, drought, and earthquakes. UNDP will propose strategies to mitigate the negative impacts and support disaster resilient infrastructure and protect livelihoods from natural disasters. Priority will be given to improving the ability of communities to avoid and recover quickly from disasters, increase their access to renewable energy, water, and promoting sustainable food production through regenerative agriculture and agroforestry. UNDP will support the formal actors like the legal defense lawyers and CSOs to provide legal aid services to communities in counselling, documentation, and representation particularly the vulnerable women and men so that they can access justice and to raise awareness and advocate for social cohesion and reconciliation. Under the informal we will support the jirga's (community dispute councils) and the religious ulema councils and CSOs in the provinces to engage with the community similarly to build social cohesion and community resilience. UNDP will work in all five provinces of the Southern Region of Afghanistan.

**UNESCO** will provide basic general literacy to illiterate and vulnerable youth and adults, especially women and adolescent girls. To preserve the livelihoods of the targeted learners and contribute to resilient communities, courses will include pre-vocational training adapted to the capacity of illiterate youth and linked to trades that can generate income. Within the current economically challenging context, food-based incentives will be provided to these targeted learners. UNESCO will support mapping and monitoring of educational data in the absence of an operational Education Management Information System to track the changes in the education sector. Additionally, UNESCO will use existing traditional knowledge, skills, and practices, and will promote intergenerational transmission of Intangible Cultural Heritage within communities. UNESCO will use CfW to engage with vulnerable communities for the rehabilitation of traditional water management systems and other heritage sites. UNESCO will support PUNOs in documenting and supporting the transmission of traditional knowledge, skills, and practices and supporting the maintenance and safeguarding of heritage sites and values that are of local significance. Lastly, UNESCO will enhance its support to local Afghan media to support the free flow of factual, verified humanitarian information, conflict-sensitive reporting, and educational broadcasting in Afghanistan, thus enhancing the resilience of local independent media and the efforts to avoid an information vacuum inside the country.

**UNFPA's** key interventions related to SRH and GBV will be aligned with the ABADEI strategy of enabling inputs and infrastructure to sustain essential health services and provision of services to women survivors of violence. Particularly, working towards addressing the unmet need of the essential Reproductive, Maternal, and Child Health (RMNCH) services in underserved areas. At Faryab and Samangan districts, UNFPA will establish 72 Family Health Houses [FHH]<sup>107</sup> and recruit midwives to expand the provision of basic RH service delivery to remote areas-10 Km or three-hour walk from the nearest facility; Capacitate midwives through a two-month refresher training to enable them to provide quality services. Assess and train unemployed female nurses on midwifery skills to fill the human resources gaps; Enroll 72 female students on midwifery through a 24-month Community Midwifery Education (CME) training programme; Integrate GBV prevention and responses into FHH to ensure the provision of clinical management of rape to GBV survivors. And Place GBV risk mitigation measures in the camps and provide lifesaving livelihood activities for at-risk women and adolescent girls.

**UN-HABITAT** will support the provision of essential infrastructure especially those that sustain the provision of critical services such as urban transport and safety as well as management of waste: Activities will include the construction of bridges, culverts, retainer walls and closed landfills. UN-HABITAT will also provide solar power for maternity clinics and urban commercial corridors to improve health services and to support local businesses. UN-HABITAT will provide labour-intensive waged employment as well as training and grants to micro enterprises for socio-economic recovery: activities will include cash for work (CfW) arrangements for the construction of public toilets in Kandahar

<sup>107</sup> FHHs are community-based health services serving 1,500-3,000 populations--staffed by trained midwives willing to be deployed to the underserved areas

## JOINT PROGRAMME DOCUMENT

city to improve sanitation and public health. UN-HABITAT will construct cold storage near market locations to support local businesses and farmers. UN-HABITAT will also re-establish community development councils and empower them to develop and implement local recovery and resilience plans: Activities will include (i) community action planning, (ii) developing community recovery and resilience plans, (iv) community contracting, and (v) community monitoring of local projects.

**UNHCR** interventions through the Joint programme include improving of essential services and infrastructure in health, WASH, education and COVID 19 prevention and intervention UNHCR will enhance its efforts to provide safe housing and safe spaces, psychosocial, counselling and access to information to women and girls survivors of gender-based violence and prevention of sexual violence in conflict in collaboration with local partners. UNHCR will also advocate for essential services on transparency and efficiency issues and quality standards promoting using social audits, citizen report cards, engaging the community on their freedom, rights, and access to public services. UNHCR will support food security and regenerative agriculture infrastructure. Additionally, basic renewable energy services will be supported, and local economic activities will be supported by sustaining local livelihoods and economies. Under disaster and climate resilient critical infrastructure, UNHCR will focus on water security and access enhancement through climate smart systems by providing support to quick impact projects. To realize effective involvement of the community in planning and social cohesion to foster rights-based access to justice and human security, UNHCR will enhance media outreach and dissemination of materials to increase awareness and advocacy on rights and duties of the different groups based on positive practices.

**UNODC's** priority remains helping Afghanistan moving away from illicit drugs along with meeting basic human needs and life-and-livelihoods-saving immediate term assistance. UNODC's Alternative Development programme will provide support to 5,000 households for a sustained transition from illicit cultivation and sale of poppy to licit entrepreneurial avenues for an improved quality of life of rural households. Emphasizing the human aspect of alternative livelihoods, a more nuanced gender sensitive approach will be adopted to create sustainable and alternative livelihood in the medium to long term. These alternative livelihood activities include support citrus value chain, animal husbandry, cereal crops and vegetable production and construction of rainwater harvestings structures. These then result in terms of access to inputs, infrastructure building, community-level participation, rapid income generation, market and entrepreneurship accesses, and women's empowerment. UNODC's health programme on Drug Demand Reduction (DDR) and reduction of drug related harms (medical, social, and economic harms) will be aligned with the ABADEI strategy to improve quality of life, health, and livelihoods of more than 8,000 children, men, women, adolescents, girls, and families at risk or affected by drug use and other negative health and social consequences by establishing DDR and harm reduction center and outreach teams for the South region in Kandahar city. UNODC will support drug use prevention, parenting and psychosocial support for children, youths, and families, drug treatment and rehabilitation, recovery, and social reintegration and evidence-based, human-rights-oriented and gender-responsive harm reduction, Opioid Substitution Therapy (OST), reproductive health, GBV, HIV, sexually transmitted infections (STIs), Hepatitis prevention and management services.

**UN Women** will support the provision of services for women, including survivors of SGBV (Sexual and Gender Based Violence), in community-based centers at the district level. Services will include case management, livelihoods, psychosocial counselling, activities to provide information and support women's empowerment, basic healthcare, and referral to other services. Referral pathways will thereby be leveraged to link community-based centers to available service providers in provincial capitals and urban centers in the Southern Region. Opportunities for women to secure an income will be fostered through CBIs and by supporting crises affected and emerging women-led micro and small businesses. These interventions will provide resources to women to cover immediate basic needs; foster women's engagement in the economy; and support women's access to spaces and people outside of their homes. UN Women will furthermore partner with and invest in women's civil society as a key driver for gender equality and create cooperation opportunities between women's rights actors to influence Afghanistan's future. Initiatives will contribute to laying a foundation towards re-building the Afghan women's movement as an important cornerstone of a robust civic space. UN Women will also work with traditional and non-traditional media to challenge gender stereotypes and gender discriminatory narratives surrounding the current context. Rapid, localized and needs-based gender analysis will thereby continue to be leveraged to inform a gender-responsive crisis response in Afghanistan.

**UNV** will utilize its rapid deployment workflow to ensure PUNOs receive crucial support to close capacity gaps to implement their programmes, to close gaps in personnel needed for implementation and support of life saving essential basic services and infrastructure including addressing COVID-19. UNV Health professionals including

## JOINT PROGRAMME DOCUMENT

General Surgeons, Mental Health and Psychosocial Support Professionals, Reproductive Health Professionals and Midwives will be deployed as per needs of UN Agencies. Specialized UN Volunteers in project management, cash-based interventions and renewable energy may also be deployed to deliver programme results. UNV will also support peer-to-peer educators and mobilize community and youth volunteers. UNV's, Talent Pools will allow PUNOs in the Southern Region to draw local expertise with essential socio-economic and cultural knowledge to ensure local conditions are understood. UNV can deploy regional and international capacity to bridge local capacity gaps.

### Estimated Budget per PUNO under the Joint Outputs

<b>UN Transitional Engagement Framework Outcomes:</b>				
<b>Outcome 2: Essential services are sustained that address basic human needs for the people in Afghanistan.</b>				
<b>Outcome 3: Afghanistan will preserve social investments and community-level systems essential to meeting basic human needs, protect gains to the SDGs, and develop scenarios for future engagement</b>				
UN organization	TIME FRAME		PLANNED BUDGET	Indicative PUNO specific activities <sup>108</sup>
	Y1	Y2		
<b>Output 1: Essential services and community infrastructure - including for health, agriculture and energy supply - are functional, sustained and expanded to meet different needs of women and men.</b>				
FAO	x	x	7,300,000	<ul style="list-style-type: none"> <li>-Provide support to smallholder farmers, herders and community members to have access to revitalized and resilient community infrastructure for managing water resources,</li> <li>-Provide assets, inputs, equipment to improve productivity and management capacity for establishment and running of sustainable, resilient and profitable agri-businesses.</li> </ul>
IOM	x	x	5,840,000	<ul style="list-style-type: none"> <li>-Provide rapid basic services interventions for essential services and infrastructure (health, WASH, SWM, education etc.) including COVID-19 support (service packages)</li> </ul>
UNCTAD	x	x	250,000	<ul style="list-style-type: none"> <li>-Support enabling customs administration to identify the goods and essential supplies imported by UN agencies including for COVID-19 outbreak</li> <li>-Help prioritize and distinguish non-essential shipments against essential consignments of the most needed medicines and medical equipment.</li> </ul>
UNDP	x	x	14,250,000	<ul style="list-style-type: none"> <li>-Provide immediate health assistance through the provision of basic package of health services including for effective prevention and response to COVID-19</li> <li>-Provide care and treatment for people with chronic and infectious diseases; sexual and reproductive health; and gender-based violence and drug prevention and treatment services and reduction of drug related harms.</li> </ul>
UNESCO	x	x	11,207,000	<ul style="list-style-type: none"> <li>-Support the provision of educational services for vulnerable groups, particularly in the form of general literacy campaigns for youth and adults (including adolescent girls and women), and vocational education for women and men.</li> </ul>
UNFPA	x	x	3,905,818	<ul style="list-style-type: none"> <li>-Establish new FHHs in Kandahar, Helmand and Nimruz and identify and train midwives</li> <li>-Recruit midwives to expand the provision of basic RH service delivery to remote areas</li> <li>-Enhance capacity of midwives through refresher training, enroll female students on community midwifery education</li> <li>-Integrate GBV prevention and responses into FHH and the provision of clinical management of rape to GBV survivor</li> </ul>
UNHABITAT	x	x	1,872,500	<ul style="list-style-type: none"> <li>-Support the provision of essential infrastructure that sustains the provision of critical services such as urban transport and safety as well as management of waste (construction of bridges, culverts, retainer walls and closed landfills etc)</li> <li>-Provide solar power for maternity clinics and urban commercial corridors to improve health services and to support local businesses.</li> </ul>

<sup>108</sup> More detailed, PUNO-specific workplans can be shared upon request by the respective PUNO – and are available in an online workspace

## JOINT PROGRAMME DOCUMENT

UNHCR	x	x	3,278,195	-Provide support for food security and agricultural activities through revitalization of degraded lands and rehabilitation and construction of roads, bridges, marketplaces, boreholes and irrigation channels that benefits women and men in the community.
UNODC	x	x	400,000	-Support drug use prevention, parenting and psychosocial support for children, youths, and families at high risk of drug use and other negative health and social consequences.  -Support drug treatment and rehabilitation, recovery, and social reintegration of people with drug use and drug use disorders.
UNWOMEN	x	x	3,789,940	-Support the provision of basic services such as case management, livelihoods, psychosocial counselling, information sharing, basic health care and referral for women, including survivors of SGBV, in community-based centers
<b>Output 2: Livelihoods, income-generating activities, businesses, and trade are more sustainable and resilient to instability.</b>				
FAO	x	x	8,000,000	-Provide support to agriculture livelihoods diversification and technical trainings on agriculture and livestock management practices, value addition and market linkages, producer groups' and other community institutions' formation for the sustainability of the interventions.  -Unconditional cash transfers to support the most vulnerable people to meet households' expenses for food and daily necessities
IOM	x	x	7,620,000	-Strengthen local economies, livelihoods and food security by rehabilitating productive infrastructure including greenhouse, irrigation canals, marketplaces and roads  -Create employment opportunities for women and men from the local communities by engaging them to support the implementation of projects such as area clean-ups, construction work etc.  -Create and safeguard immediate and longer-term livelihood and economic development opportunities by supporting local enterprises and through CfW and CfM activities
UNCTAD	x	x	2,000,000	-Conduct trade promotion capacity building sessions to support small and medium sized entrepreneurs. to enable them for promoting their export and import which results in new job opportunities and women empowerment.
UNDP	x	x	18,415,051	-Provide cash for work (CfW) and training to unemployed women and men-headed household with particular focus on youth  -Provide training and technical assistance to informal and formal businesses, including small and medium sized enterprises (SMEs) with focus on local traders, women led business and community led social enterprises.  -Provide assets, tools and technical and vocational training to community members (women and men) to improve sustainable livelihoods and businesses
UNHABITAT	x	x	2,835,500	-Support labor intensive waged employment as well as training and grants to micro enterprises for socio economic recovery such as Cash for Work (CfW) arrangements for the construction of public toilets in urban centers  -Support construction of cold storage near market locations to promote local businesses and farmers
UNHCR	x	x	4,782,900	-Provide cash for work (CfW)  -Provide cash for market (CfM) to support small and medium business (both formal and informal) with particular focus on women-led business and community-owned social enterprises.
UNODC	x	x	1,000,000	-Provide asset support (financial, physical and/or technical) to micro, small and medium-sized enterprises (agriculture input suppliers) with particular focus on women-led business and community-owned social enterprises,
UNWOMEN	x	x	1,005,799	-Provide Cash for Work (CfW) for unemployed women and men headed households with particular focus on youth  -Provide unconditional cash transfer (UCT) primarily to women with no/limited income; women-headed household; widowed women; people with disability; and elders

## JOINT PROGRAMME DOCUMENT

				-Provide assets, tools and technical and vocational training to business and community members (women and men) to improve sustainable livelihoods and businesses.
<b>Output 3: Communities have improved infrastructure, access to water and preparedness mechanisms to protect farm-based livelihoods and cope with climate and environment shocks and natural disasters</b>				
FAO	x	x	21,000,000	<p>-Support establishment of early warning systems to undertake anticipatory actions and mitigate the impact of climate shocks and disasters such as droughts and floods.</p> <p>-Conduct trainings on management of early warning and preparedness mechanisms as well as provision of early action advisories for plant protection and livestock disease management.</p> <p>-Support community level risk management measures for climate and environmental shocks through nature-based solutions, natural resource management, soil erosion control, and regenerative agriculture and livestock practices, while ensuring such support is gender sensitive</p>
IOM	x	x	1,056,680	-Support and improve preparedness of vulnerable populations living in disaster-prone areas through disaster risk reduction/management projects such as construction of infrastructure and irrigation system, capacity building on DRM and the management of early warning system
UNDP	x	x	7,860,120	<p>-Support community early warning systems and self-help coping mechanisms for early recovery to mitigate the impact of climate shocks and natural disasters with meaningful engagement of women and men.</p> <p>-Provide support to farmers (both women and men) with assets, equipment and capacity-building on climate smart agricultures techniques for irrigation, pest control, efficient cultivation and quality crop.</p> <p>-Support to revitalize or build resilient community infrastructure related to essential services and farm-based livelihoods including water reservoir and water harvesting infrastructure, portable water tanks and solar water pumps to benefit both women and men.</p>
UNESCO	x	x	1,000,000	<p>- Engage vulnerable communities for the rehabilitation of traditional water management systems and other heritage sites through Cash for Work (CfW) activities.</p> <p>-Support documenting and transmission of traditional knowledge, skills, and practices, maintenance and safeguarding of heritage sites and values that are of local significance</p>
UNFPA	x	x	903,700	-Support GBV risk mitigation measures and lifesaving livelihoods activities for at risk women and adolescent girls
UNHCR	x	x	339,725	-Provide support to the farmers (both women and men) with assets, equipment and capacity-building on climate smart agricultures techniques for irrigation, pest control, efficient cultivation and quality crop.
UNODC	x	x	2,970,000	Support disaster-resilient infrastructure and nature-based solutions at community level– with a view to addressing water scarcity and/or land degradation
<b>Output 4: Social cohesion, respect for human rights – including, in particular, the rights of women and girls- and access to justice are progressively strengthened at local level – contributing to greater community resilience.</b>				
IOM	x	x	680,000	<p>-Provide support to strengthen dispute resolution mechanisms</p> <p>-Support locally-led recovery and resilience planning</p>
UNDP	x	x	10,157,454	<p>-Conduct context analysis/ assessments including a gender and cultural analysis to identify the situation overall vulnerability, specific needs of women and girls and social cohesion assessments to verify dynamics within and among different groups and social constructs in the region.</p> <p>-Support mediation, alternative dispute resolution mechanisms, counselling, legal awareness and legal aid services for community justice at local level.</p> <p>-Support peace dialogue platforms and early warning mechanisms for conflict prevention with participation of women, youth, community leaders such as religious, traditional and tribal elders, IDPs, returnees and minority groups.</p>

## JOINT PROGRAMME DOCUMENT

				-Support peace dialogue platforms and early warning mechanisms for conflict prevention with participation of women, youth, community leaders such as religious, traditional and tribal elders, IDPs, returnees and minority groups.
UNESCO	x	x	1,200,000	-Support local media to support the free flow of factual, verified and life-saving humanitarian information, conflict-sensitive reporting, and educational broadcasting
UNHABITAT	x	x	2,140,000	-Map and re-engage existing CDCs/GAs, and support them to develop and implement local recovery and resilience plans
UNHCR	x	x	32,100	-Support media outreach and dissemination of materials to increase awareness and advocacy on rights and duties of the different groups based on positive practices.
UNODC	x	x	1,030,000	-Provide integration support and alternative livelihood opportunities to opium poppy dependent vulnerable population especially women
UNWOMEN	x	x	1,284,000	-Conduct context analysis/assessments including a gender and cultural analysis to identify the situation overall vulnerability, specific needs of women and girls and social cohesion assessments to verify dynamics within and among different groups and social constructs in the region.  -Support capacity-building of civil society organizations (CSOs), community-based organizations (CBOs) and women and youth groups as key players for local peacebuilding.  -Promote advocacy and sensitization on human rights, social cohesion and conflict prevention addressing potential drivers of conflict and violence and promoting drivers of peace and social cohesion.
MPTFO (Administrative Agent) Fee 1%)				1,500,000
<b>Total Planned Budget:</b>				<b>150,906,481</b>
FAO				36,300,000
IOM				15,196,680
UNCTAD				2,250,000
UNDP				50,682,624
UNESCO				13,407,000
UNFPA				4,809,518
UNHABITAT				6,848,000
UNHCR				8,432,920
UNODC				5,400,000
UNWOMEN				6,079,739
MPTFO (1% AA Fee)				1,500,000
<b>Total</b>				<b>150,906,481</b>

## JOINT PROGRAMME DOCUMENT

### Risk Management Framework

The PUNOs will adopt the following classification of risk assessment based on likelihood and consequences if the risk occurs”

Likelihood. The chance of something happening, whether defined, measured or determined objectively or subjectively, qualitatively, or quantitatively, and described using general terms or mathematically (such as a probability or a frequency over a given time.			Consequence. The outcome of an event affecting objectives. A consequence can be certain or uncertain and can have positive or negative direct or indirect effects on objectives. Consequences can be expressed qualitatively or quantitatively and can escalate through cascading and cumulative effects	
Likelihood	Occurrence	Frequency	Consequence	Result
Very Likely	The event <b>is expected</b> to occur in most circumstances	Twice a month or more frequently	Extreme	An event leading to <b>massive</b> or <b>irreparable</b> damage or disruption
Likely	The event <b>will probably</b> occur in most circumstances	Once every two months or more frequently	Major	An event leading to <b>critical</b> damage or disruption
Possibly	The event <b>might</b> occur at some time	Once a year or more frequently	Moderate	An event leading to <b>serious</b> damage or disruption
Unlikely	The event <b>could</b> occur at some time	Once every three years of more frequently	Minor	An event leading to <b>some degree</b> of damage or disruption
Rare	The event <b>may</b> occur in exceptional circumstances	Once every seven years or more frequently	Insignificant	An event leading to <b>limited</b> damage or disruption

Overall Level of Risk. The overall level of risk will be evaluated by combining the Likelihood Level and Consequence Level using the matrix below.					
	Consequences				
Likelihood	Insignificant (1)	Minor (2)	Moderate (3)	Major (4)	Extreme (5)
Very likely (5)	Medium (5)	High (10)	High (15)	Very High (20)	Very High (25)
Likely (4)	Medium (4)	Medium (8)	High (12)	High (16)	Very High (20)
Possible (3)	Low (3)	Medium (6)	High (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Medium (6)	Medium (8)	High (10)
Rare (1)	Low (1)	Low (3)	Medium (3)	Medium (4)	High (5)

Level of Risk	Result
Very High	Immediate action required by executive management. Mitigation activities/treatment options are mandatory to reduce likelihood and/or consequence. Risk cannot be accepted unless this occurs.
High	Immediate action required by senior/ executive management. Mitigation activities/treatment options are mandatory to reduce likelihood and/or consequence. Monitoring strategy to be implemented by Risk Owner.
Medium	Senior Management attention required. Mitigation activities/ treatment options are undertaken to reduce likelihood and/or consequence. Monitoring strategy to be implemented by Risk Owner.
Low	Management attention required. Specified ownership of risk. Mitigation activities/treatment options are recommended to reduce likelihood and/or consequence. Implementation of monitoring strategy by risk owner is recommended.

## JOINT PROGRAMME DOCUMENT

#	Description	Date Identified	Type	Risk Rating	Countermeasures / Management response	Owner	Submitted, updated by
1.	Changes in the political landscape negatively impact on the programme implementation	At the JP's designing stage	Contextual (Political)	<p>Likelihood: Likely Consequence: Major Risk Rating: High</p> <p>Impact:</p> <ul style="list-style-type: none"> <li>De-facto Taliban authorities may attempt to influence programme interventions for political reasons and for possible extortion, which may lead certain target locations marginalized.</li> <li>Pressure of the de-facto authorities to be included in the Programme decision making (selection of locations and beneficiaries).</li> <li>JP not being able to deliver aid in the priority locations and to the most vulnerable people</li> <li>Damaged reputation for the UN.</li> </ul>	<ul style="list-style-type: none"> <li>PUNOs undertake a continuous assessment of the risk context, working closely with UNAMA, the UNRCHC Office and the UN Department for Safety and Security.</li> <li>PUNOs to select the JP programme location and beneficiaries based on the set-up criteria, which result of a consultative process with the PUNOs' regional offices and communities.</li> <li>PUNOs sensitize stakeholders on the inclusiveness of the Project</li> <li>With the support of the of the UN staff on the ground, political situation at field level must be monitored. PUNOs to liaise with regional offices and all other stakeholders on the political situation to ensure consistency across the UN in the matters related to the de-facto authorities</li> <li>Regular Joint communiques are issued by PUNOs in coordination with UNAMA on the political situation.</li> <li>IRMU to support the regional offices on the political analysis and share information with the ABADEI programme in Kabul and regional level in a timely manner.</li> <li>Crisis communication team will be activated to address any potential politization and use of programme interventions by local and central political forces.</li> <li>The Joint Program has the flexibility to allow for modifications.</li> <li>STFA/TFMU with PUNOs maintain dialogue with development stakeholders and development partners to adjust the implementation strategies.</li> </ul>	Programme Management, PUNOs Regional Team IRMU	IRMU
2.	<i>Possible security unrest due to economic "total breakdown".</i> A large percentage of the population may fall below the poverty line, which can lead to possible unrest and deterioration of	At the JP's designing stage	Contextual (Security)	<p>Likelihood: Possible Consequence: Major Risk Rating: High</p> <p>Impact:</p> <ul style="list-style-type: none"> <li>Compromised safety and security of the UN staff, implementing partners and beneficiaries.</li> </ul>	<ul style="list-style-type: none"> <li>Closely monitor security situation in the regions in close collaboration with UNDSS and respective PUNOs' security focal points.</li> <li>Deliver programme activities based on the programme criticality assessment (updated regularly)</li> <li>Regular conflict sensitivity/do no harm risk analysis (IRMU) and timely relevant information sharing with regional offices</li> <li>Through the collaborative efforts under UNCT, CO with de-facto administration will advocate about UNCT programme, type of interventions,</li> </ul>	Programme Management, PUNOs, regional team, UNDSS/area security staff	IRMU

## JOINT PROGRAMME DOCUMENT

#	Description	Date Identified	Type	Risk Rating	Countermeasures / Management response	Owner	Submitted, updated by
	the security situation.			<ul style="list-style-type: none"> <li>Local staff subjected to persecution by de-facto authorities</li> <li>Programme's activities may be delayed, which may have a major impact on the vulnerable population and deepen the poverty level</li> <li>Conflict related displacement enhances the likelihood of increased communal tensions, abuses, and violations.</li> </ul>	<ul style="list-style-type: none"> <li>and protection of IPs and UN local / international staff (including female colleagues).</li> <li>Regular communication protocol and hotlines with authorities at local, regional and central level will be established.</li> </ul>		
3.	UN interventions may inadvertently cause harm	At the JP's designing stage	Programmatic	<p>Likelihood: Possibly Consequence: Major Risk rating: High</p> <p>Impact: UN Programmes may inadvertently contribute to unintended consequences – e.g. rising tensions at community level, local grievances</p>	<ul style="list-style-type: none"> <li>Conduct a conflict sensitivity analysis to inform field activities and minimize the risk of unintended harm to local stakeholders</li> <li>Risk will be jointly identified and endorsed, and the burden will be shared with key partners (donors).</li> <li>The CO will engage in gradual confidence building and discuss sensitive topics (such as training offer to Taliban middle-management that addresses HR considerations).</li> </ul>	Programme Management, PUNOs, regional team, IRMU do no harm assessments	IRMU
4.	Frequent climate shocks and severe weather conditions	At the JP's designing stage	Contextual (Environment)	<p>Likelihood: Possible Consequence: Moderate Risk Rating: High</p> <p>Impact:</p> <ul style="list-style-type: none"> <li>The Northern region is prone to climate-related disasters which can harm farm-based livelihoods and can trigger large-scale population displacements; increase the number of households in vulnerable conditions</li> </ul>	<ul style="list-style-type: none"> <li>The project will support the building of community-based infrastructure and greenhouses - besides the cash-based initiatives – especially cash for work and cash for markets.</li> <li>It will identify opportunities brought about by the increases in service delivery associated with the emergency response (connecting 'dots' between the immediate humanitarian assistance and basic-human-needs centered interventions).</li> <li>Early start-up of climate adaptation-related activities to mitigate potential risks in target localities</li> </ul>	Programme Management, PUNOs.	IRMU

## JOINT PROGRAMME DOCUMENT

#	Description	Date Identified	Type	Risk Rating	Countermeasures / Management response	Owner	Submitted, updated by
				and deepen the poverty level.			
5.	Risk that the project funds may end up in the hands of sanctioned or debarred individuals and entities	At the JP's designing stage	Contextual and Programmatic	<p>Likelihood: Likely Consequence: Major Rating: High</p> <p>Impact: 1. Damage UN reputation with an impact on the resource mobilization of ABADEI joint programmes 2. Funds not used for the intended purpose 3. JPs not reaching the intended outputs and outcomes</p>	<ul style="list-style-type: none"> <li>• Three Lines of Defence model which has been established and is operational ensures sufficient checks and balances in the management of entrusted financial resources - instrumental for the achievement of Joint Programme objectives</li> <li>• IRMU and implementation of set up checks and balances guarantee end-to- end vetting processes of all the Implementing Partners (IPs), Responsible Parties (RPs), vendors and individual beneficiaries, on a continuous basis.</li> <li>• Capacity to vet individual beneficiaries will be key criteria for selecting Implementing Partners (IPs), Responsible Parties (RPs), and vendors.</li> <li>• Fund transfers will be ring-fenced in full adherence to the UN Security Council and Member States sanctions regimes</li> <li>• Funds will not go to or through national state entities under any circumstances.</li> <li>• Contractor Information Management System customized for Afghanistan enables vetting process against sanctions regimes: UNSC designated list, US Specially Designated List (SDN), EU and UK sanctions WB &amp; UN Global Market consolidated list of debarments.</li> </ul>	Programme Management, PUNOs, IRMU	IRMU
6.	Insufficient liquidity in local currency in the financial institutions to accommodate programme needs	At the JP's designing stage	Programme/ Operations (Financial)	<p>Likelihood: Possible Consequence: Moderate Rating: High</p> <p>Impact: Delay in payments to beneficiaries</p>	<ul style="list-style-type: none"> <li>• Ensure real-time monitoring of cash disbursement (reconciliation process) and timely cash call forward</li> <li>• Sufficient notification to be provided to the existing banks &amp; MSPs to allow time to avail cash.</li> <li>• UN will employ multiple money service providers through strict due diligence processes, and identify a variety of cash disbursement modalities, to ensure timely payments to beneficiaries.</li> </ul>	Programme Management, PUNOs.	IRMU
7.	Abuses of human rights or unlawful behaviour is committed by de facto authorities and/or local authorities	At the JP's designing stage	Programmatic	<p>Likelihood: Likely Consequence: Major Risk Rating: High</p> <p>Impact: • Failure to follow UNDP's policies on HRDDP leads to programming that may exacerbate</p>	<ul style="list-style-type: none"> <li>• Compliance with Human Rights Due Diligence Policy through ensuring that joint programmes set the right mechanisms to monitor and assess human rights / unlawful behaviour / gender-based violence, sexual exploitation, and abuse.</li> <li>• Hiring a human rights expert will enable close monitoring of activities.</li> <li>• Timely and accurate fact-based information to be shared with the programme manager/s to inform decision making.</li> </ul>	Programme Management, PUNOs, Human Rights Expert (TFMU), Regional teams	IRMU

## JOINT PROGRAMME DOCUMENT

#	Description	Date Identified	Type	Risk Rating	Countermeasures / Management response	Owner	Submitted, updated by
				<p>conflict, a deteriorating human rights environment, and adverse impacts on gender equality and/or the situation of women/girls and minority populations</p> <ul style="list-style-type: none"> <li>Fund cannot demonstrate results on human rights at the outcome level</li> </ul>	<ul style="list-style-type: none"> <li>Sensitise community and implementing partners on human rights policies and procedures and undertake capacity building activities accordingly.</li> <li>Develop necessary tools and checklist on HRBA and conduct training and orientation to the concerned project implementing partners,</li> <li>Support to ensure human rights responsive reporting.</li> <li>Relevant stakeholders (e.g. field partners, contractors) to be oriented and/or trained on expected measures for the Prevention of Sexual Exploitation and Abuse.</li> </ul>		
8.	<p><i>Risk of aid fraud and corruption, such as:</i></p> <ul style="list-style-type: none"> <li>Bribery and collusion</li> <li>Contract Procurement Fraud</li> <li>Diversion of resources / asset misappropriation</li> <li>Financial statement fraud</li> <li>poor tracking of payments,</li> <li>Vouchers exchanged for unauthorized items or cash, etc.</li> </ul>	At the JP's designing stage	Programmatic & Operational	<p>Likelihood: Very likely Consequences: Major Risk Rating: Very High</p> <p>Impact:</p> <ul style="list-style-type: none"> <li>Funds not used for intended purpose</li> <li>JP not achieving value for money</li> <li>Improper accounting for cash</li> <li>Impact may affect funding available used to attain the objectives of the project, and</li> <li>PUNOs reputational damage</li> <li>Prices are higher than regular market prices eventually resulting in reduced purchasing power of beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Anti-fraud training (such as provided by the IRMU) to ensure staff and implementing partners understand what constitutes fraud, what a zero-tolerance policy is, and employees know where to seek advice, should it be needed.</li> <li>The IPs and JP teams shall be taught how to communicate concerns about known or suspected fraud; introduce multiple reporting channels (e.g. independent, third party means) such as telephone hotlines, email, and the provision of trusted local 'informants'</li> <li>Application of aggressive measures against fraudulent conduct; surprise visits, regular, special, and forensic audits, investigations; The coordination of joint audits/inspections by PUNOs will make this process easier to achieve. Inform the stakeholders that information on fraudulent behaviours and findings are shared with stakeholders aware that any fraudulent behaviour will be reported and shared between agencies.</li> <li>JP management shall undertake continuous oversight of controls on procurement, accounts, transactions, project results in accordance with the organizations requirements and additional risk mitigation measures, information sharing and face consequences of fraudulent behaviour.</li> <li>The JP will undertake regular reviews on the risk of fraud and adjust the mitigation measures accordingly.</li> </ul>	<p>Programme Management, PUNOs, IRMU</p> <p>Units involved in the three lines of defence:</p> <p> First:</p> <ul style="list-style-type: none"> <li>Programme Management unit</li> <li>Development Effectiveness unit.</li> <li>Procurement unit</li> <li>Finance unit</li> </ul> <p><u>Second:</u> </p> <ul style="list-style-type: none"> <li>UNDP Afghanistan Country Office Management</li> <li>Integrated Risk Management Unit</li> <li>Special Trust Fund for Afghanistan (STFA) Unit</li> </ul>	IRMU

## JOINT PROGRAMME DOCUMENT

#	Description	Date Identified	Type	Risk Rating	Countermeasures / Management response	Owner	Submitted, updated by
					<ul style="list-style-type: none"> <li>Market survey to be undertaken by the regional staff competition among retailers; monitor, identify and disqualify offending retailers</li> <li>Sensitize beneficiaries to voucher regulations; monitor to identify occasional or systematic abuse; disqualify if systematic abuse is found; review targeting and programmatic assumption</li> <li>Implement internal controls that promote transparency and accountability (e.g. penalties, civil society oversight, information verification)</li> <li>Implement a robust risk management at all the level – local, regional, and center and through the processes</li> <li>Apply an adaptive management based on the timely, accurate and relevant risk information.</li> </ul>	<u>Third:</u>  <ul style="list-style-type: none"> <li>Independent Evaluation Office (HQ)</li> <li>Office of Audit and Investigation (OAI) - HQ</li> </ul>	
9.	Price volatility (fluctuations) There may be low stocks of livelihood products and assets in the local market; speculations; significant changes in the demand and supply	At the JP's designing stage	Operational	Likelihood: Possible Consequence: Moderate Rating: High  Impact: - Price inflation leads to purchasing less products with the same amount of money or providing in-kind support with items purchased outside the local markets.	<ul style="list-style-type: none"> <li>Market analysis/pricing reviews to adjust transfer values to meet market conditions and communication to retailers (in case vouchers are distributed instead of cash)</li> <li>Agree on fixed price for fixed period with selected retailers (for vouchers)</li> <li>Set a maximum limit for acceptable price increases and plan contingency in-kind transfers beyond this threshold.</li> </ul>	Programme Management, PUNOs	IRMU
10.	Hostility from local population who are not receiving cash and/ or voucher transfers Existing and unmet needs of local population (needs higher than what UN can offer)	At the JP's designing stage	Programmatic	Likelihood: Possible Consequence: Moderate Rating: High  Impact: <ul style="list-style-type: none"> <li>Targeted beneficiaries fearing retaliation may not avail themselves of needed benefits</li> </ul>	<ul style="list-style-type: none"> <li>Sensitization of local population</li> <li>Explanation of targeting rationale</li> <li>Assess the need for intervention for host community</li> <li>Ensure both beneficiaries and non-beneficiaries are well informed on the project objectives and targeting criteria</li> <li>Consider including conditionality in cash payment to the extent possible, such as conditional payment, cash for work, etc.</li> <li>Strengthen targeting arrangements</li> <li>Physical verification of beneficiary list</li> <li>Consult communities on their needs</li> </ul>	Programme Management/ PUNOs	IRMU
11.	<i>Assistance attractive to non-beneficiaries</i> - Existing and unmet livelihood	At the JP's designing stage	Operational	Likelihood: Possible Consequence: Moderate Rating: High	<ul style="list-style-type: none"> <li>Ensure both beneficiaries and non-beneficiaries are well informed on the project objectives and targeting criteria</li> </ul>	Programme Management, PUNOs, regional teams.	IRMU

## JOINT PROGRAMME DOCUMENT

#	Description	Date Identified	Type	Risk Rating	Countermeasures / Management response	Owner	Submitted, updated by
	needs of local population			Impact: <ul style="list-style-type: none"> <li>• Targeting inclusion error.</li> <li>• Possible security deterioration.</li> <li>• Beneficiaries may be at risk.</li> </ul>	<ul style="list-style-type: none"> <li>• Consider including conditionality in cash payment to the extent possible, such as conditional payment, cash for work, etc.;</li> <li>• Strengthen targeting arrangements</li> <li>• Physical verification of beneficiary list</li> <li>• Participatory process of consultation with communities to identify needs and vulnerable groups</li> </ul>		
12.	Security of beneficiaries and staff at risk during cash distribution	At the JP's designing stage	Programmatic & Operational	Likelihood: Possible Consequence: Moderate Rating: High  Impact: <ul style="list-style-type: none"> <li>• Can cause harm to the beneficiaries (women, youth, and people with disabilities)</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure proper distribution of cash recipient to avoid long quest at the distribution location</li> <li>• Avoid hard cash distribution in unsecured location.</li> <li>• Monitor closely cash distribution</li> <li>• Avoid distribution of cash in same locations and time.</li> </ul>	Programme Management, PUNOs, regional teams, and UNDSS/area security staff	IRMU
13.	Possible lack of coordination with different partners operating in the area / Lack of planning and transparency	At the JP's designing stage	Programmatic	Likelihood: Possible Consequence: Minor Rating: Medium  Impact: <ul style="list-style-type: none"> <li>• Duplication of support</li> <li>• Inefficient cash payments</li> <li>• Jeopardize safety of beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate interventions between the UN, and other humanitarian partners to ensure timely information sharing, avoidance of unnecessary duplication of activities, and capitalization on potential complementarities</li> <li>• Leverage of UNCT/TEF coordination and reporting processes to minimize unnecessary overlaps and maximize synergies</li> </ul>	Programme Management, PUNOs	IRMU
14.	General security situation prevents staff from accessing project locations by PUNOs and implementing partners	At the JP's designing stage	Operational	Likelihood: Possible Consequences: Moderate Risk rating: High  <u>Impact:</u> <ul style="list-style-type: none"> <li>• Slow delivery of the programs</li> <li>• Increased cost of the programs due to additional resources required</li> <li>• Possible sub-standard quality of data and project implementation on the ground.</li> </ul>	<ul style="list-style-type: none"> <li>• Closely coordinate the activities with UNDSS and regional office</li> <li>• To the extent possible, programme activities / cash distribution take place within the secured locations.</li> <li>• Outsourced monitoring of activities - third party monitoring and triangulation of data through community-based organisations</li> <li>• GPS monitoring of the activities</li> <li>• Security cost embedded in the JPs budget development to ensure sufficient funds are allocated to support security related support, which enable continuity of the JPs</li> <li>• Recruitment of security advisers</li> <li>• More engagement with CSOs.</li> </ul>	Programme Management, PUNOs regional teams, and UNDSS/area security staff	IRMU

## JOINT PROGRAMME DOCUMENT

#	Description	Date Identified	Type	Risk Rating	Countermeasures / Management response	Owner	Submitted, updated by
15.	CBOs and NGOs do not have the capacity to implement key components of the programme.	At the JP's designing stage	Organizational	Likelihood: Possible Consequence: Moderate Rating: High Impact: Delay the implementation of activities	<ul style="list-style-type: none"> <li>Capacity assessments will be conducted on the ability of national partners to implement parts of the programme.</li> <li>A rigorous capacity development approach will help to strengthen capacities of local NGOs/CBOs.</li> <li>Risk Management and Engagement plan to be developed &amp; monitored based on the results of the capacity assessment.</li> <li>Performance of NGOs to be closely monitored; corrective actions to be identified and adopted in a timely manner (e.g. specialized training in areas in which gaps have been identified)</li> </ul>	Programme Management and PUNOs	IRMU
16.	Absorptive capacities of the private sector assigned experts/staff selected to receive capacity building assistance is weak	At the project designing stage	Programmatic	Likelihood: Possible Consequence: Minor Rating: Medium Impact: Effectiveness of the overall programme objective would be weakened	<ul style="list-style-type: none"> <li>Programme Team would work to guide the selection of businesses and staff that will be included in capacity building activities that may have an implication on the quality of work to be delivered to productive sectors players after the assistance is provided.</li> <li>JD with min. prerequisite for the trainees to be nominated for programme supported technical assistance initiative will be shared, in advance with programme counterparts and the selection of the trainees will be executed based on evaluation scorecards jointly agreed.</li> </ul>	Programme Management & PUNOs & regional teams	IRMU
17.	Programme unable to mobilize required financial resources	At the project designing stage	Programmatic	Likelihood: Possible Consequence: Moderate Rating: High Impact: <ul style="list-style-type: none"> <li>Competing priorities between humanitarian and basic needs</li> <li>Programme unable to meet its objectives / underdelivering</li> <li>Damage UN reputation</li> <li>Population's basic needs not met</li> </ul>	<ul style="list-style-type: none"> <li>Ensure synergy and coordination between humanitarian &amp; ABADEI activities and bring all the players together through UNCT/HCT, STFA/ABADEI steering committee</li> <li>Launch an ABADEI/STFA resource mobilization strategy</li> <li>Explore possibilities of mobilizing financial &amp; human resources of humanitarian/ emergency response nature from different PUNOs HQs which serve to develop new programs and support the planning and implementation of emergency response programmes.</li> <li>Set priorities on the activities to be implemented with the mobilized resources and Inform ABADEI partners on the financial situation of the strategy</li> <li>Explore possibilities of mobilizing financial &amp; human resources of humanitarian/ basic services nature from internal PUNOs resources.</li> </ul>	Programme Management & PUNOs	IRMU

## JOINT PROGRAMME DOCUMENT

#	Description	Date Identified	Type	Risk Rating	Countermeasures / Management response	Owner	Submitted, updated by
18.	Further restrictions on women and girls' participation in social and economic life	At the project design stage	Contextual	Likelihood: Medium-to-High Consequence: Moderate Rating: High Impact: <ul style="list-style-type: none"> <li>• Ability of the project to directly reach and/or support women and girls is constrained</li> </ul>	<ul style="list-style-type: none"> <li>• Roll-out robust sensitization and advocacy activities to ensure women and girls can be reached and supported by the programme.</li> <li>• Re-prioritize programme allocations to increase investments in both (i) enabling activities to facilitate the participation of women (e.g., through dedicated safe spaces) and (ii) scale-up and enhance GEWE interventions.</li> <li>• Advocate with relevant stakeholders and DFA to ensure the safe participation of women personnel (among PUNOs and implementing partners) in the field – with a view to enabling greater outreach to women and girls in the field.</li> <li>• Design and roll-out of innovative modalities for women participation in business i.e., remote working, ecommerce, women-only markets etc.</li> </ul>	Programme Management & PUNOs	TFMU/ PUNOs
19.	External stakeholders might seek to claim credit for the impact of UN-led interventions – including for the purposes of obtaining greater acceptance among local communities	At the project design stage	Contextual	Likelihood: Possible Consequence: Minor Rating: Medium Impact: <ul style="list-style-type: none"> <li>▪ Credibility of the programme affected.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Conduct communication campaigns over media (including social media) will be used to mitigate this potential risk.</li> </ul>	Programme Management & PUNOs	TFMU/ PUNOs

## JOINT PROGRAMME DOCUMENT

### ANNEX 1.

#### STFA's Third-Party Monitoring (TPM) Mechanism

##### Objectives and scope

A Third-Party Monitoring (TPM) mechanism constitutes a key instrument for STFA's Monitoring and Evaluation (M&E) activities. The TPM, under the direct supervision of the STFA Secretariat/TFMU, will serve as an independent layer of verification - to corroborate progress and results against STFA Joint Programme (JP) results, outputs, and activities; to appraise PUNO-specific performance against intended milestones and targets under the JPs; and to contribute to identify emerging issues and risks that were not initially anticipated during programme design.

The STFA's TPM services will inform the Secretariat/TFMU, the TCWG and other relevant stakeholders:

- 1) Whether the JP activities are on track to achieve their intended results.
- 2) Whether the PUNOs are on track to achieve their intended milestones and targets as per the JP documents.
- 3) Whether there are emerging issues and risks that were not initially anticipated, which might have an impact on the implementation of the joint programmes;
- 4) On course corrections or actions that might be needed to ensure the achievement of intended results.
- 5) Serve the purpose to collect inputs for human-interest stories that could be communicated with internal and external audiences to demonstrate progress and results achieved under STFA-supported interventions.

The TFMU will also hire separate third-party evaluation services to conduct fund-level evaluations, including for evaluations that might be requested or recommended by the STFA Steering Committee (SC) and the Technical Coordination Working Group (TCWG).

#### THIRD-PARTY MONITORING ACTIVITIES AND FREQUENCY

The scope and frequency of key STFA TPM activities are described in the table below:

Activity	Details	Frequency
Desk review	<ul style="list-style-type: none"> <li>Review JP progress reports; conduct analysis and present conclusions on progress and results of the JP activities; issues and challenges and provide recommendations for follow-up.</li> </ul>	Regular
Field visits	<ul style="list-style-type: none"> <li>Conduct field visits to provide third-party, independent, observation and verification of progress against intended joint programme results.</li> </ul>	Regular
Data collection and data management	<ul style="list-style-type: none"> <li>Maintain a common digital platform to manage TPM data</li> <li>Collate, organize, and present data in a manner that facilitates analysis and review by TFMU/TCWG/STFA SC and relevant stakeholders.</li> </ul>	Regular
Data quality control	<ul style="list-style-type: none"> <li>Conduct data validation and data quality control to ensure the data collected through TPM activities meets adequate data quality standards.</li> </ul>	Regular
Data Analysis	<ul style="list-style-type: none"> <li>Conduct data analysis using relevant data software packages, and articulate conclusions and recommendations drawn from such analysis, to inform decision-making by Secretariat and other STFA stakeholders.</li> </ul>	Monthly

## JOINT PROGRAMME DOCUMENT

	<ul style="list-style-type: none"> <li>Ensure the use of adequate data visualization tools - to facilitate analysis and review by TFMU/TCWG/STFA SC, where relevant and needed.</li> </ul>	
Reporting & Follow-ups	<ul style="list-style-type: none"> <li>Produce analysis reports, with clear conclusions on progress and results of regional JPs, and relevant recommendations.</li> <li>Present key findings to the STFA TCWG, M&amp;E WG and other relevant audiences, as and when required.</li> </ul>	Monthly As per the TCWG schedule
Evaluations & Research	<ul style="list-style-type: none"> <li>Separate third-party evaluation services will be contracted to a different firm than that of TPM services, to conduct programme and fund-level evaluations, as and when needed.</li> </ul>	As needed

### KEY PRINCIPLES

The TPM services will be guided by the following principles:

- 1) **Objectivity:** The TPM will conduct evidence-based analysis and triangulate data to ensure an objective assessment of progress against intended results.
- 2) **Impartiality and Transparency:** It will report directly to STFA Secretariat to avoid any potential conflict of interest with Participating UN Organizations. They will remain independent in presenting their findings and conclusions.
- 3) **Quality:** The TFMU will closely monitor the TPM work to ensure quality of services, including data quality and reporting.
- 4) **Sufficient evidence base:** In connection to point 1 above, the TPM analysis will be developed based on a combination of detailed review of the PUNO reports; face-to-face interviews with beneficiaries, end-users, and relevant stakeholders; direct observations from project sites; and triangulation of data from different, independent, sources.
- 5) **No conflict of interest:** TFMU will work to ensure that potential conflicts of interest are avoided during the procurement of the TPM services - through due information disclosure and vetting processes - and during the conduct of the TPM activities themselves.
- 6) **Abiding by the United Nation Development System (UNDS) principles:** the TPM activities will abide by the UNDS humanitarian, "do-no-harm", integrity and data confidentiality principles and code of conduct.

### ROLE OF THE TFMU

The TFMU will facilitate access to the STFA reports and relevant documentation to the TPM service provider and will share contact information of field focal points to enable the organization and conduction of monitoring visits. In addition, the TFMU will establish a shared activity calendar where PUNOs share key field activities being planned, on a regular basis. Among other purposes, the activity calendar will also serve as a key reference for the TPM, to inform decisions on the conduction of monitoring activities for important events.

### ROLE OF THE PARTICIPATING UN AGENCIES

The PUNOs will facilitate TPM access to relevant documentation and field sites pertaining to STFA-funded activities. The PUNOs will also submit regular information on key field activities, which will serve as a reference source for the TPM service provider to plan its monitoring visits and/or participation, as an independent observer, in any major JP activity.