



Australian Government
Department of Foreign Affairs and Trade



MID-TERM REVIEW OF AUSTRALIA'S REGIONAL STRATEGY FOR AFGHANISTAN AND PAKISTAN 2018–20

July 2020

CONTENTS

ACKNOWLEDGEMENTS	3
EXECUTIVE SUMMARY	4
CONTEXT	7
SCOPE AND METHODOLOGY	9
SUCCESSES	11
FINDINGS	12
1. RELEVANCE AND APPROPRIATENESS	12
1.1 Geography	12
1.2 Regional approach	14
1.3 Sectors and implementing partners	16
2. EFFECTIVENESS	17
2.1 Achievement of outcomes and connectedness	18
2.2 Implementing partner performance	21
2.3 DFAT program management and influence	22
2.4 Leveraging multi-year and flexible funding	23
2.5 Local partnership	25
2.6 Monitoring, evaluation and learning	25
3. DIVERSITY AND INCLUSION	26
3.1 Mainstreaming protection and gender	26

3.2 Including people with a disability	27
3.3 Accountability to affected populations	28
4. EFFICIENCY	29
4.1 Value for money	29
4.2 DFAT staffing	30
RECOMMENDATIONS	32
ANNEX ONE: REVIEW MATRIX	36
ANNEX TWO: HUMANITARIAN APPLICATION OF THE OECD DAC CRITERIA	39

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EXECUTIVE SUMMARY

The crisis in Afghanistan is currently ranked the third most severe worldwide,¹ with its refugee situation being the world's largest protracted humanitarian crisis.² In Pakistan, ACAPS estimates 50 million people have been affected by various crises,³ including approximately 2.6 million Afghans who remain in Pakistan.⁴

Australia has been a long-term donor to Afghanistan and Pakistan. Consistent with the Government's 2017 Foreign Policy White Paper, Australia has major security, political and humanitarian interests in finding solutions to, and mitigating the impacts of, the protracted humanitarian crises in Afghanistan and Pakistan.

Australia has provided AUD72 million in humanitarian assistance as part of its Regional Strategy for Afghanistan and Pakistan 2018–20 (herein referred to as 'the Strategy'). Its bilateral aid program to Pakistan is ceasing in June 2020, although several programs that include humanitarian aid will continue into 2021–22.⁵

Australia worked with two implementing partners across both Afghanistan and Pakistan (WFP and UNFPA) in food security, health and protection, and a further partner in Afghanistan (OCHA Afghanistan Humanitarian Fund – AHF) to target the most pressing multi-sectoral needs. Australia's assistance aims to ensure people affected by crisis, particularly the most vulnerable, have improved access to food security, basic health service and protection, and to increase resilience with a focus on border areas.

This report details the findings and recommendations from a review of Australia's humanitarian assistance to Afghanistan and Pakistan. It considers the extent to which current investments are relevant and appropriate, effective and efficient. It is designed to inform learning and any future humanitarian assistance in Afghanistan and Pakistan. It was conducted jointly by DFAT and Humanitarian Advisory Group.

Findings

Overall, Australia's approach to simultaneously provide assistance in Pakistan and Afghanistan *has proved an appropriate, relevant, effective and efficient response*. It has delivered critical humanitarian assistance to people in need. The number of people in need of humanitarian assistance in Afghanistan has tripled since the Strategy was implemented. Need in Pakistan remains extensive, and is exacerbated by the reduction in humanitarian architecture and donors in country. UN-led appeals for humanitarian assistance in both countries have been underfunded.

¹ ACAPS INFORM Severity Index March 2020 <https://www.acaps.org/methodology/severity>

² <https://www.unhcr.org/en-au/asia-and-the-pacific.html>

³ ACAPS INFORM Global Crisis Severity Index dataset March 2020. Pakistan's absence from the UN Humanitarian Needs Overviews makes it difficult to rank needs in Pakistan in the same way as Afghanistan.

⁴ Includes 1.4 million registered Afghan refugees, an additional 880,000 Afghans who have either received, or are entitled to register for, an Afghan Citizen Card, and an estimated 300,000 to 500,000 entirely undocumented Afghans. IOM Pakistan Migration Snapshot August 2019 in Undocumented Afghans in Pakistan IOM Return Intentions Survey 2.0 November 2019.

⁵ <https://www.dfat.gov.au/geo/pakistan/development-assistance/Pages/development-assistance-in-pakistan>

Australia's funding has assisted 1.7 million people in Afghanistan and Pakistan⁶ to date, with more than 20,000 metric tonnes of food, USD2.7 million in cash and vouchers, sexual and reproductive health and gender-based violence services and multisectoral assistance. Partners have supported resilience and delivered assistance at the border.

Australia's focused approach, working regionally with just three partners, is appropriate to need and DFAT's staffing footprint. The regional focus of the Strategy has delivered benefits commensurate with the investments of staff time, particularly through the annual regional meeting, policy dialogue and the potential to influence behaviour change. This meeting, a first for DFAT, is highly valued by partners.

DFAT's management of partners and influence across the humanitarian response is both noted and valued. It has been credited with contributing to improved performance of two key partners (OCHA AHF in Afghanistan and UNFPA in Pakistan) and leveraging additional funding from other donors. This is likely due to both high-performing staff and coordination across Desk, Post and the Humanitarian, NGOs and Partnerships Division (HPD) for advocacy at global levels. DFAT's funding to UNFPA is unusual for Australia's humanitarian response, in that DFAT has earmarked funding to the project level and is the sole donor for that project. This has meant higher risk and a higher management burden for DFAT, although the impact of this program for people in need has led DFAT staff to characterise the support as value for money.

Uniquely for DFAT, the Strategy is funded primarily from bilateral sources and the Gender Equality Fund, with targeted funding from humanitarian central pooled fund. In terms of management, the advantages of this approach are particularly demonstrated by Desk and Post taking ownership, but policy and program management advances in HPD are slower to inform the response in Afghanistan and Pakistan due to longer and more complex communication profiles. Staff in country are not always humanitarian experts, and some rely more heavily on specialist advice.

Recommendations

The overarching recommendation of the review is that *DFAT continue its multi-year contributions to existing partners in Afghanistan and Pakistan.* This reflects findings on unmet humanitarian need, and the effective performance of the Strategy and partners. DFAT will need to maintain strong oversight of partners, particularly where there has been recent underperformance (WFP Pakistan), or DFAT is the sole donor (UNFPA). The recommendation is made in the context of the cessation of bilateral funding to Pakistan, which will increase reliance on regional and global funding sources for humanitarian assistance.

In line with DFAT's staffing footprint, *it is recommended that the number of partners is not increased,* building on the positive relationships and influence that DFAT has established with existing partners. To create additional flexibility to respond to sudden onset crises, DFAT may wish to maintain unprogrammed funding allocations in future funding packages, similar to other DFAT multi-year, regional humanitarian packages such as Bangladesh and Myanmar. *The regional approach, and particularly the regional meetings, should be continued* pending the impact of COVID-19, reflecting findings that they have delivered impact commensurate with the inputs.

Drawing on experience in implementing the current Strategy, future investment could be strengthened through (a) defining more targeted objectives and outcomes that clearly articulate DFAT's intention, (b) being more explicit about how it will achieve these objectives, and (c) improving tracking of progress.

⁶ WFP and UN OCHA Annual Reports (proportionally attributed); UNFPA reports to DFAT

(a) Defining more targeted objectives

When setting the objectives for a future strategy, it is recommended that DFAT clearly articulates its intentions for priority areas such as the regional approach and thematic issues, including resilience. This will guide both staff and partners about what they are expected to achieve, and help with tracking and measuring progress. It is further recommended that DFAT prioritise one or two thematic focus areas in which it aims to influence substantive change, in order to best leverage its small staffing footprint.

(b) Being more explicit about how it will achieve those objectives

It is recommended that Australia outline how it will achieve its objectives through its own actions and through partners. This could include advocacy plans for DFAT staff, funding to partners, contracting expectations, technical assistance, and action plans to achieve specific objectives with unearmarked funding. This approach has been utilised in other humanitarian contracts with multilateral partners and allows DFAT to maintain its commitment to flexible funding.

(c) Improving tracking of progress

It is recommended that DFAT continue to closely manage partners and strengthen its mechanisms and support to monitor and track progress, including enhancing the monitoring and evaluation framework. Given DFAT's small staffing footprint and security constraints, especially in Afghanistan, it is recommended that DFAT considers new ways of working and supporting staff at the program level, and in country at the field level. This will allow DFAT to better understand its progress towards each of its objectives and goals and identify its achievements.

Finally, it is recommended that the South and West Asia Division continue to elevate the visibility and prioritisation of the crisis within DFAT and within the international arena to more accurately reflect its severity and humanitarian need. This could be achieved through building on its partnership with the HPD and with UN New York and UN Geneva Posts, more targeted internal reporting, and seeking additional humanitarian (rather than bilateral) funding for crisis response. Stronger engagement with HPD will increase ability to quickly leverage developments in humanitarian policy and program management.

CONTEXT

Australia has a long history of providing humanitarian assistance to Afghanistan and Pakistan. Consistent with the Government's 2017 Foreign Policy White Paper, Australia has major security, political and humanitarian interests in finding solutions to, and mitigating the impacts of, the protracted humanitarian crises in these countries.

Australia is currently implementing an AUD72 million Regional Humanitarian Strategy for Afghanistan and Pakistan 2018–20 ('the Strategy'; see Figure 1). Implementation commenced in March 2018 and is due to conclude in December 2020.

Figure 1: Australian assistance to Afghanistan and Pakistan 2018–20



Its key features are:

- regional framing across Afghanistan and Pakistan;
- focused selection of sectors and partners;
- the inclusion of resilience as part of humanitarian action;
- multi-year funding;
- flexible funding (earmarked to the country level); and
- a commitment to assist vulnerable groups, particularly women and girls and people with a disability.

The Strategy aligns with DFAT's Afghanistan and Pakistan Aid Investment Plans, its Humanitarian Strategy, and approaches to major humanitarian responses in Syria and Iraq designed in 2017.

The humanitarian crisis in Afghanistan remains one of the biggest in the South Asia region, and worsened over the period of the investment. Almost one quarter of the population is likely to need humanitarian assistance in 2020, following years of violent conflict and severe drought. Need may further increase due to COVID-19. The impact of violence on civilians increased in 2019, with July being the "single bloodiest month for civilians" since records began in 2009; four million displaced people are yet to return to their

communities.⁷ It is yet to be seen whether the recent political settlement between the US and the Taliban will reduce need for humanitarian assistance. In Afghanistan, aid remains critical for meeting basic needs.

Pakistan hosts about 2.6 million displaced Afghans, including 1.4 million registered Afghan refugees, one of the world's largest protracted refugee populations,⁸ while itself experiencing drought, food insecurity, internal displacement and insecurity from protracted conflict.⁹ ACAPS estimates 50 million people in Pakistan have been affected by conflict, insecurity and drought – approximately a quarter of its population.¹⁰

Pakistan's government is seeking to transition to longer-term development support¹¹ and has restricted aid agencies since 2015, leading to the withdrawal of 18 international NGOs.¹²

COVID-19 has affected both Afghanistan and Pakistan substantially. As of 5 June 2020, there were over 97,000 confirmed cases in these countries¹³ and the humanitarian impact is likely to continue for 12–24 months.

Funding and Management of the Strategy

Australia's bilateral aid program to Pakistan is ceasing in June 2020, though several programs including humanitarian and complementary resilience and stabilisation areas will continue into 2021–22. Post will continue to pursue "modest aid footprint drawing on regional and global funding".¹⁴

Both funding sources and management of the Strategy have distinguished this regional response from DFAT's other large humanitarian responses. While many DFAT humanitarian programs receive a large proportion of funding from humanitarian budget sources, most of the Afghanistan and Pakistan Strategy is funded from bilateral aid budgets, plus AUD6 million from the Gender Equality Fund. Additional funding, such as AUD5 million to WFP in July 2018, and AUD2 million to OCHA in 2020, was sourced from DFAT's Emergency Fund.

Management of Australia's humanitarian aid to Afghanistan and Pakistan is similarly distinct. Due to the high-risk operating environment, the Afghanistan humanitarian program is primarily managed from Canberra, with one Australian officer and one locally engaged staff responsible for monitoring and stakeholder engagement in Kabul (although these officers also have other responsibilities, so time available is approximately 0.3 FTE Australian officer, and 0.3 FTE locally engaged staff). Travel in-country, and therefore in-country monitoring, is highly restricted. Until recently, the Pakistan program was primarily managed from Islamabad by one Australian officer and two locally engaged staff, with support from Canberra (Pakistan, Afghanistan and Central Asia Branch). Overall responsibility for implementation of the Strategy sits with the Canberra-based Humanitarian Advisor covering Afghanistan and Pakistan.

⁷ UN OCHA, Global Humanitarian Overview 2020

⁸ Includes 1.4 million registered Afghan refugees, an additional 880,000 Afghans who have either received, or are entitled to register for, an Afghan Citizen Card, and an estimated 300,000 to 500,000 entirely undocumented Afghans. IOM Pakistan Migration Snapshot August 2019 in Undocumented Afghans in Pakistan IOM Return Intentions Survey 2.0 November 2019.

⁹ UN OCHA, Global Humanitarian Overview 2020

¹⁰ ACAPS INFORM Global Crisis Severity Index dataset March 2020

¹¹ DFAT Cable Afghanistan and Pakistan: 2019 Regional Humanitarian Dialogue 27/01/2020

¹² <https://www.thenewhumanitarian.org/news/2020/04/15/coronavirus-Pakistan-aid-access-NGO-restrictions>; <http://www.thenewhumanitarian.org/news/2018/03/06/pakistan-s-ngo-crackdown-prompts-widening-alarm-among-aid-workers>

¹³ <https://coronavirus.jhu.edu/data/mortality> accessed 5th June 2020

¹⁴ <https://www.dfat.gov.au/geo/pakistan/development-assistance/Pages/development-assistance-in-pakistan>

SCOPE AND METHODOLOGY

Review purpose and scope

This Mid-Term Review assessed the performance of DFAT's investments under the Strategy after two years of implementation (2018 and 2019). The purpose of the review was to learn from implementation to date and inform any future humanitarian assistance in Afghanistan and Pakistan. It was conducted by Humanitarian Advisory Group and DFAT.

The review assessed whether the investments were relevant and appropriate, effective, efficient, connected and promoted the protection of vulnerable groups. It specifically looked at:

- successes,
- achievement of outputs,
- regional (versus bilateral) strategy,
- flexible, multi-year funding,
- local partnership,
- protection of women, girls and people with a disability,
- DFAT's influence, and
- the Performance Assessment Framework (PAF).

Methodology



Focus Group Discussion in Pakistan 2020.
Credit: GLOW Consultants.

The methodology used a largely qualitative approach, combining stakeholder interviews, a desk review and focus group discussions. Review questions were derived from international frameworks¹⁵ and Australia's key policy and strategy documents.¹⁶

Quantitative datasets, including data on performance and the impact of multi-year funding and localisation, were used to triangulate key findings. A summary of the methodology is provided in Figure 2.

All review participants provided informed consent prior to data collection.

¹⁵ ALNAP, Evaluating Humanitarian Action using the OECD-DAC Criteria, 2006

¹⁶ DFAT, Humanitarian Strategy, 2016; Gender Equality and Women's Empowerment Strategy, 2016; Development for All 2015–2020: Strategy for strengthening disability-inclusive development in Australia's aid program; Child Protection Policy, 2017;

Desk review

The desk review involved the analysis of over 68 documents. Documents included DFAT policy and strategy documents, humanitarian policy and guidance documents, UN and implementing partner strategy documents, implementing partner reports and proposals, and other specialist papers.

Figure 2: Review methodology



Key informant interviews

Fifty-two semi-structured interviews were undertaken, involving 73 individuals. Key informants were 12 DFAT staff, 10 partner government representatives, 24 UN and 26 NGO representatives, and one donor representative. Interviews were undertaken remotely by DFAT and Humanitarian Advisory Group, or in-person in Pakistan by GLOW Consultants.

Focus group discussions

Focus group discussions (involving 227 individuals – 94 men and 133 women) were used to capture the views of affected populations on the appropriateness of the assistance provided and the extent to which they participated in, and influenced, partner programs.

Triangulation and rigour of evidence

All findings presented in the report were validated through triangulation where possible. Each finding is based on data that has emerged from multiple sources and/or methods (i.e. desk review and/or focus group discussions and/or interviews).

Limitations

The review faced unique limitations. In particular, the COVID-19 pandemic prevented planned travel to Pakistan and Bangkok, which reduced the time available to meet with partners, other stakeholders and DFAT staff supporting the review. The security situation in Afghanistan prevented the review team from travelling there.

The review team could not identify a local Afghan partner to conduct in-person consultations in line with DFAT's security requirements within the required timeframe. As such, evidence from Afghanistan is less substantive than evidence available for Pakistan. This is further compounded by comparatively less DFAT oversight of its partners in Afghanistan due to security constraints and a smaller staffing footprint.

Partner reports varied in format, detail and comprehensiveness, which affected the review's ability to analyse the partners' programs.

SUCCESSES

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Figure 3: Successes of the Afghanistan Pakistan Regional Strategy 2018–19

SUCCESSES 2018–2019			
	Food security	 Afghanistan  362,338 people assisted e.g. 12,104 metric tonnes of food and USD1,489,651 cash or vouchers distributed	 Pakistan  287,168 people assisted e.g. 9,487 metric tonnes of food and USD1,309,406 cash distributed
	Sexual and reproductive health, and gender based violence services	 Afghanistan  270,866 people assisted e.g. 14,101 gender based violence survivors received assistance	 Pakistan  405,574 people assisted e.g. 6,547 births attended by a skilled birth attendant
	Multi-sectoral (2018 only)	 Afghanistan  386,450 people assisted e.g. additional 137,186 received protection and 162,069 received health services	
	Improved partner performance	 UN OCHA AHF	 UNFPA Pakistan
	Leveraged small investments for larger impact	WFP credits USD1.5 million from Australia with leveraging USD40 million including from the Government of Pakistan ¹⁵	
	Progressive design valued by partners: ✓ Regional ✓ Flexible ✓ Multi-year	 'Multi-year funding is a key success; it makes it possible to plan' ¹⁶  'We are very appreciative of DFAT — flexible funding has been leveraged strategically to achieve results that were not possible otherwise' ¹⁷  'The Bangkok meeting is extremely useful — additional interaction with counterparts has resulted in improved relationships. We'd like to see other donors consider this approach' ¹⁸	
	Assistance needed by communities	 'when I hear from beneficiaries, they say they have no hope to live, but you (Australia) give us (Afghans) a new life in this situation — a second life to live in a situation where there is no food, no health facilities, no shelter' ¹⁹	
	High-performing staff	 'Australia has very much played a strong role in influencing the response' ²⁰	

¹⁷ Interview 14

¹⁸ Interview 5

¹⁹ Interview 13

²⁰ Interview 6

²¹ Interview 46

²² Interview 47

FINDINGS

1. RELEVANCE AND APPROPRIATENESS

Relevance is concerned with assessing whether the project is in line with local needs and priorities (as well as donor policy). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly.

This section assesses the relevance and appropriateness of the Strategy with a focus on understanding:

- humanitarian need at the country level;
- the application of DFAT's regional approach to the Strategy;
- humanitarian need at the sectoral level; and
- whether the number and type of implementing partners are the most relevant and appropriate in the context of need at the country and sectoral level.

1.1 GEOGRAPHY

"Afghanistan and its people cannot be abandoned. Now is the time for the international community to act and deliver."

Antonio Guterres, UN Secretary-General, February 2020²³

²³ <https://www.unhcr.org/en-au/news/stories/2020/2/5e4b57e14/world-must-act-deliver-afghan-refugees-says-un-chief.html>

Figure 4: Severity of global crises²⁴



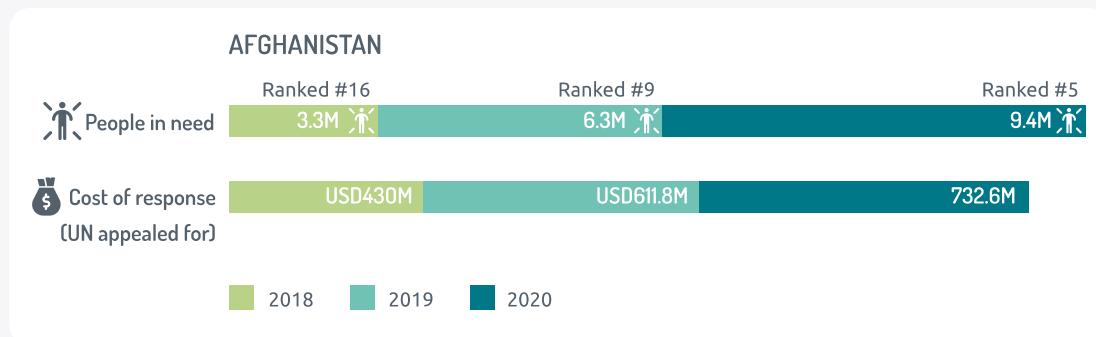
Afghanistan

The crisis in Afghanistan is currently ranked the third most severe worldwide – behind Syria and Sudan, and equal to Yemen and Somalia (Figure 4). Globally, there are almost 2.5 million registered refugees from Afghanistan, comprising the largest protracted refugee population in Asia, and the second-largest refugee population in the world.²⁵ This figure does not include displaced Afghans in Pakistan and elsewhere who are not registered as refugees. Afghanistan is ranked 5th in the world in terms of number of people in need of humanitarian assistance, estimated at 9.4 million people for 2020.²⁶ This need has almost tripled since the inception of the Strategy.

Afghanistan received just 77 per cent of the USD1.2 billion in humanitarian assistance for which the UN appealed in 2018 and 2019 combined.²⁷ Australia contributed 2.2 per cent of this funding and was the 10th largest donor across the two years.²⁸

Australia's funding for Afghanistan represents a relatively small but important contribution towards meeting Afghanistan's enormous and growing humanitarian need (Figure 5).

Figure 5: Afghanistan humanitarian need 2018-20



²⁴ ACAPS INFORM Severity Index March 2020 <https://www.acaps.org/methodology/severity>

²⁵ UNHCR: <https://www.unhcr.org/en-au/afghanistan.html>

²⁶ UN OCHA Global Humanitarian Overview 2020

²⁷ OCHA Financial Tracking Service Afghanistan <https://fts.unocha.org/countries/1/summary/2019> and https://fts.unocha.org/countries/1/donors/2019?order=total_funding&sort=desc. Australia's ranking includes contributions from the CERF and Education Cannot Wait Fund.

²⁸ OCHA Financial Tracking Service Afghanistan 2018 – 2019 <https://fts.unocha.org/data-search/results/incoming?usageYears=2018%2C2019&locations=1&sort=id&order=desc&group=organizations>

Pakistan

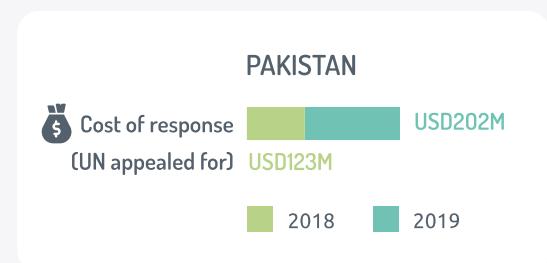
The crisis in Pakistan is ranked 24th globally in terms of severity, equal to those in Palestine and Zimbabwe.²⁹ ACAPS estimates 50 million people in Pakistan have been affected by conflict, insecurity and drought – approximately a quarter of its population.³⁰ This includes approximately 2.6 million Afghans who remain in Pakistan.³¹

The UN Financial Tracking System reports that the UN requested USD325 million for crisis responses in Pakistan in 2018 and 2019 (Figure 6) but received just 41.5 per cent of this amount, with Australia contributing 7.1 per cent as the seventh-largest donor.³²

UN Secretary-General Antonio Guterres recently called for greater support for Afghan refugees in Pakistan, Iran and beyond, noting concern that the world's attention and its funding has shifted to other crises.³³ Australia's more substantial percentage contribution to Pakistan is particularly important when global contributions are so low relative to need. It may become even more important as donors pull back from Pakistan and clusters are being drawn down, while a series of emergencies continue, and Pakistan's risk of future emergencies remains high.³⁴

Finding (i): Australia's humanitarian assistance is relevant and appropriate to Afghanistan and Pakistan. Substantial humanitarian need in both countries is not being met.

Figure 6: Pakistan humanitarian need 2018–19



1.2 REGIONAL APPROACH

DFAT has taken a regional approach to managing its humanitarian response in Afghanistan and Pakistan. Features of its implementation are the regional Strategy design, annual regional meetings with partners, and combined internal processes, such as annual quality checks.³⁵

The regional approach was designed in 2018, when large people movements were expected across the Afghanistan–Pakistan border.³⁶ DFAT had implemented a regional approach in just two other contexts previous to this Strategy, the Syria crisis and on the Thai–Myanmar border. The regional approach in the Syria context aligned with regional planning and fundraising by the UN and many other donors to address the broader impact of the Syria crisis on countries hosting Syrian refugees. It meant that DFAT's planning, monitoring and evaluations matched those of partners and global mechanisms. The regional approach to the Thai–Myanmar border focused Australia's funding on displaced populations from Myanmar. Evaluations of

²⁹ ACAPS INFORM Severity Index data set March 2020 <https://www.acaps.org/countries>

³⁰ ACAPS INFORM Global Crisis Severity Index dataset March 2020. Pakistan's absence from the UN Humanitarian Needs Overviews makes it difficult to rank needs in Pakistan in the same way as Afghanistan.

³¹ Includes 1.4 million registered Afghan refugees, an additional 880,000 Afghans who have either received, or are entitled to register for, an Afghan Citizen Card, and an estimated 300,000 to 500,000 entirely undocumented Afghans. IOM Pakistan Migration Snapshot August 2019 in Undocumented Afghans in Pakistan IOM Return Intentions Survey 2.0 November 2019.

³² OCHA Financial Tracking Service Pakistan 2018 – 2019 <https://fts.unocha.org/data-search/results/incoming?usageYears=2018%2C2019&locations=169&group=organizations>

³³ UNHCR: <https://www.unhcr.org/en-au/news/stories/2020/2/5e4b57e14/world-must-act-deliver-afghan-refugees-says-un-chief.html>

³⁴ Interviews 5 and 13

³⁵ Interview 7

³⁶ Interview 8

the Syria and Thai–Myanmar border responses found that population-based programming can enable partners to work more strategically across borders and across humanitarian–development priorities.³⁷

With approximately 2.6 million displaced Afghans in Pakistan,³⁸ there remains a relationship between humanitarian needs in the two countries, but the context has evolved, and there is no longer expectation of substantial people movement across the Afghanistan–Pakistan border.³⁹ The regional Strategy is unique in this context, because neither likeminded donors nor implementing partners are working regionally or plan to do so.⁴⁰ This presents opportunities to influence regional thinking, along with challenges in working against established practice.

The Strategy was DFAT’s first to introduce annual regional in-person meetings between DFAT and implementing partners. This mechanism has initiated regional reflections and relationships which are unlikely to have occurred otherwise. Implementing partners found these meetings highly valuable, being rare opportunities to come together outside of the humanitarian response, meet counterparts from the region and focus on strategic regional issues.⁴¹ Partners reported the following actions related to this regional approach:

- WFP and UNFPA commenced a new partnership in Afghanistan following the 2018 Regional Dialogue, which they planned to expand, partly due to Australia’s influence;⁴²
- in responding to the 2018 drought in Afghanistan, WFP sought greater support from other agencies. The regional meeting provided a forum to identify key messages;⁴³
- UNFPA Afghanistan and Pakistan country offices and regional office have been coordinating through conference calls and two missions by UNFPA Afghanistan to support UNFPA Pakistan, including a three-month assignment;⁴⁴ and
- WFP Afghanistan and Pakistan coordinate primarily to share learnings and in programming for returnees. For example, an education consultant is working across Afghanistan and Pakistan, and the Aga Khan Foundation has been asked to repeat its research on stunting prevention from Pakistan in Afghanistan – thereby sharing best practice/learning.⁴⁵

Further cross-border activities are outlined in Section 2.6 below.

Evidence indicates the approach – working with all implementing partners across both countries and engaging regional offices simultaneously – is an efficient way for DFAT to focus on policy and operational issues important to Australia. For example, the 2019 Regional Dialogue discussed disability inclusion, gender, monitoring and evaluation (M&E) and localisation.⁴⁶ DFAT staff from Afghanistan, Pakistan and Canberra, including both South and West Asia Division and HPD, benefit from face-to-face discussions of regional priorities.

³⁷ DFAT, Review of Australia’s Humanitarian Assistance to the Thai-Myanmar Border 2018

³⁸ Includes 1.4 million registered Afghan refugees, an additional 880,000 Afghans who have either received or are entitled to register for an Afghan Citizen Card, and an estimated 300,000 to 500,000 entirely undocumented Afghans. IOM Pakistan Migration Snapshot August 2019 in Undocumented Afghans in Pakistan IOM Return Intentions Survey 2.0 November 2019.

³⁹ Interviews 7 and 44

⁴⁰ Interviews 6, 42 and 43

⁴¹ Interviews 5, 11 and 13

⁴² DFAT Cable Afghanistan and Pakistan: 2019 Regional Humanitarian Dialogue 27/01/2020, UNFPA Afghanistan Report 2020, Interview 11

⁴³ Interview 5

⁴⁴ UNFPA Afghanistan Report October 2019, UNFPA Afghanistan Report 2020, Interview 11

⁴⁵ Interview 5

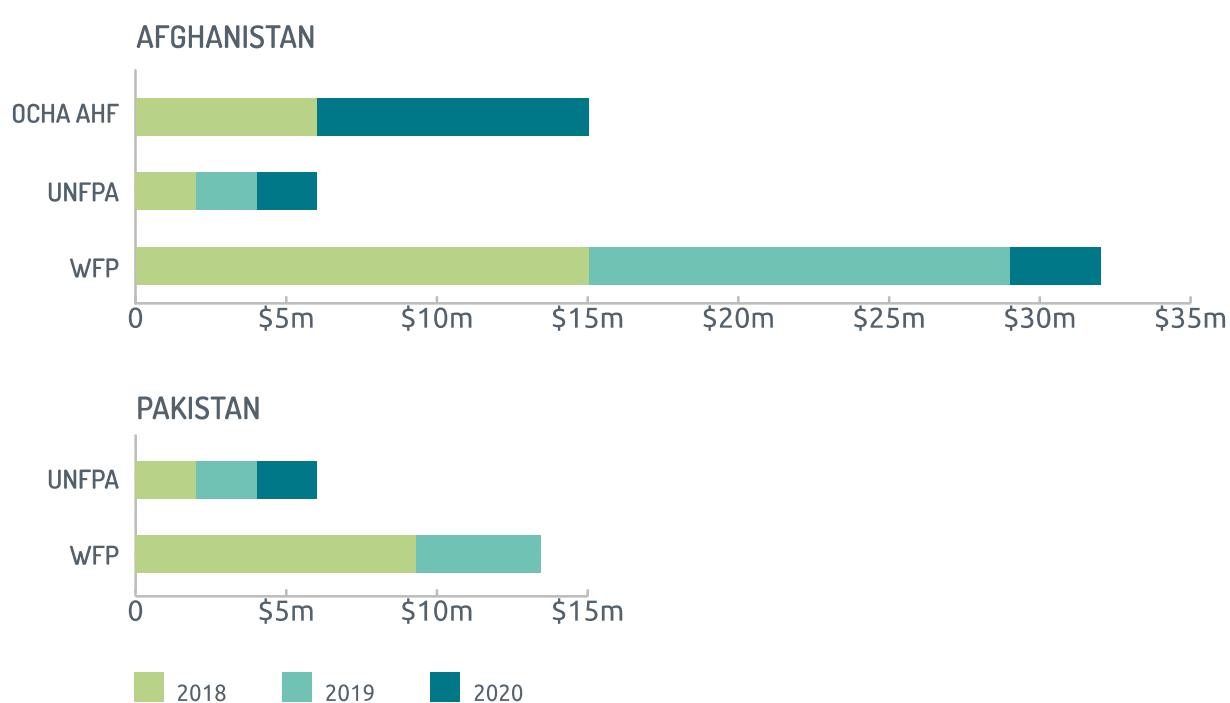
⁴⁶ DFAT Cable Afghanistan and Pakistan: 2019 Regional Humanitarian Dialogue 27/01/2020

Finding (ii): The regional approach has delivered benefits in line with the investment of time and resources, despite the reduction in expected people movement across the Afghanistan–Pakistan border. It has potential to deliver improvements in line with strategies that have been effective in other contexts.

1.3 SECTORS AND IMPLEMENTING PARTNERS

DFAT has focused on food security, basic health services and protection, particularly for vulnerable groups. In 2018–19, DFAT directed 75 per cent of its funding to food security and 14 per cent to the protection and health sectors (Figure 7). The remaining 11 per cent was allocated to multisector activities. DFAT has implemented this assistance through trusted implementing partners with mandates to deliver food security, protection and health assistance: WFP, UNFPA and the UN Office for the Coordination of Humanitarian Affairs (OCHA) to deliver the Afghanistan Humanitarian Fund (AHF).

Figure 7: Funding allocations 2018–20⁴⁷



This allocation aligns with unmet humanitarian need, as indicated by requests, in-country appeals and efforts to fill gaps in allocations for underfunded sectors. Of funds requested by the UN, 43 per cent was for food security; just 61 per cent of the amount requested was received. Seventeen per cent of total funds requested were for protection and health; only 39 per cent was received.⁴⁸ The 11 per cent of funds directed towards multisector activities through the AHF is designed to target the most pressing needs.⁴⁹

⁴⁷ DFAT Aidworks Report, accessed May 2020

⁴⁸ Analysis of data from the UN OCHA Financial Tracking Service for Afghanistan and Pakistan, accessed March 2020

⁴⁹ <https://www.unocha.org/afghanistan/about-ahf>

The assistance further aligns with humanitarian need as reflected by communities:

- “The stomachs of our children are filled and we do not need to beg for food.”⁵⁰ Affected communities appreciated the assistance from WFP and regarded it as highly relevant to their needs.⁵¹
- “Women have been delivering babies at home, which is quite risky; after the establishment of this facility, the risk has subsided to some extent because babies can be delivered here.”⁵² UNFPA is delivering important sexual and reproductive health (SRH) and gender-based violence (GBV) services which women and girls would not receive otherwise,⁵³ and cater to both Pakistani and Afghan people in need.⁵⁴
- Community members consulted as part of an evaluation of the AHF in 2019 confirmed that those most in need had received assistance.⁵⁵

The partners represent an appropriate selection to deliver food security, health and protection assistance to the most vulnerable. WFP is able to provide food assistance at scale in challenging contexts and has the logistical and security systems in place to continue to deliver high-quality programs. UNFPA also brings specific technical capacities to deliver on Australia’s protection priorities. OCHA AHF allows DFAT to efficiently reach the most vulnerable through a range of implementers including local actors, supporting Australia’s localisation objectives. The focused selection of partners, with just two implementing partners in Pakistan and three in Afghanistan, is small when compared to DFAT’s other large humanitarian responses. This reflects DFAT’s small staffing footprint, but is a real strength of the design.

Finding (iii): DFAT is contributing to sectors that align with its priorities and unmet humanitarian need. DFAT has selected a small number of appropriate partners, relative to its staffing capacity, to deliver its sectoral objectives.

2. EFFECTIVENESS

Effectiveness measures the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs. Implicit within the criterion of effectiveness is timeliness.

This section assesses the effectiveness of the Strategy with a focus on understanding progress towards Strategy outcomes and partner performance, including against planned targets. It also assesses how the following have contributed to achieving Strategy outcomes:

- local partnership,
- DFAT influence,
- multi-year and flexible funding, and
- monitoring, evaluation and learning.

⁵⁰ FGD 22

⁵¹ FGDs 14, 14, 18, 20 and 23

⁵² FGD 3

⁵³ GLOW Consultants’ conclusion following FGDs discussing UNFPA’s assistance with 83 women and girls

⁵⁴ Interviews 26 and 30

⁵⁵ OCHA, Evaluation of Country-Based Pooled Funds Afghanistan Country Report, August 2019

2.1 ACHIEVEMENT OF OUTCOMES AND CONNECTEDNESS

Outcome 1: Beneficiaries, particularly vulnerable women and children, people with disability and displaced persons, have improved access to food security, basic health services and protection through government and humanitarian programs.

Finding (iv): The Strategy is improving vulnerable people's access to food security, basic health services and protection. This is largely in line with beneficiary targets (see Figure 8), with the exception of food security targets in Pakistan.

Afghanistan

- Improved the food security of 362,338 beneficiaries through the distribution of 12,104 metric tonnes of food and USD1,489,651 in cash or vouchers.⁵⁶
- Provided health and protection assistance to 270,866 people, including 14,101 GBV survivors.⁵⁷ In just six months, DFAT's assistance funded the deployment of four mobile health teams, assisted 5,356 pregnant and lactating women, and distributed 5,716 dignity kits and 2,300 clean delivery kits (for birth).⁵⁸
- Assisted 386,450 people to meet their most pressing multi-sectoral needs, including additional protection services for 137,186 people and additional health services to 12,069 people.⁵⁹

Pakistan

- Improved the food security of 287,168 people through the distribution of 9,487 metric tonnes of food and USD1,309,406 in cash.⁶⁰
- Provided health and protection assistance to 405,574 people and ensured 6,547 births were attended by a skilled birth attendant.⁶¹ In just 12 months, SRH care was provided to 55,852 women and girls, including 307 with disabilities, and modern contraceptive services reached 24,508 people.⁶²

⁵⁶ WFP, Afghanistan 2018 and 2019 Annual Reports; proportional attribution of Australia's funding 2018–19

⁵⁷ UNFPA, Afghanistan Reports

⁵⁸ UNFPA, Afghanistan Report for March – August 2019

⁵⁹ OCHA, Afghanistan Humanitarian Fund Annual Report 2018; proportional attribution of Australia's funding 2018–19

⁶⁰ WFP, Pakistan 2019 Annual Report

⁶¹ UNFPA, Pakistan Reports

⁶² UNFPA, Pakistan Annual Report to Australia March 2019 to February 2020.

Outcome 2: Increase household resilience including for displaced, returnee and host communities with a focus on border areas through supporting integrated cross border humanitarian programming.

Finding (v): The Strategy is contributing to Outcome 2 and connectedness through programs implemented by UNFPA and WFP. Partners are strengthening resilience in both Afghanistan and Pakistan. Cross-border activities are taking place, though not necessarily programmed in an integrated way by counterparts in both countries.

Connectedness

Connectedness refers to the need to ensure that activities of a short-term emergency nature are carried out in and context that takes longer-term and interconnected problems into account.

Partners demonstrated examples of connectedness, particularly through their progress towards Outcome 2 on resilience – ensuring that activities of a short-term emergency nature take longer-term problems into account, and cross-border programming – addressing the interconnected challenge of working with similar populations across borders. These examples are outlined below. Connectedness is further enhanced by DFAT's regional approach to the strategy, discussed in Section 1.2 above.

Resilience

Not all partners report on resilience outcomes and they are not explicitly measured by the Strategy's PAF.⁶³ However, there are some clear examples of the package working towards and contributing to increased resilience.

WFP's Country Strategic Plans in both Afghanistan and Pakistan prioritise outcomes that support resilience. The Plan for Pakistan, in particular, envisages a shift in focus from relief to development.⁶⁴

- In Afghanistan, WFP aims to assist vulnerable people to meet their own food and nutrition needs by 2022. Food for asset creation activities included the construction of flood protection walls; a survey found 86 per cent of communities perceived benefits, including enhanced protection from natural disasters.⁶⁵
- In Pakistan, WFP aims to ensure disaster-prone districts in Pakistan have more resilient food systems by 2022. WFP partnered with the Benazir Income Support Programme to respond to the drought in Sindh with a shock-responsive social protection initiative, providing an additional 20 per cent of the regular entitlement for up to four months.⁶⁶

UNFPA implements activities that contribute to better health outcomes that support people's resilience. In Afghanistan, UNFPA closely coordinates with several departments within the Ministry of Public Health to support more resilient government systems and processes.⁶⁷

⁶³ Afghanistan Pakistan Regional Strategy Performance Assessment Framework

⁶⁴ WFP Pakistan Country Plan

⁶⁵ WFP Afghanistan Annual Report 2019

⁶⁶ WFP Pakistan Annual Report 2019

⁶⁷ UNFPA Afghanistan Annual Report 2020

- In Afghanistan, UNFPA supports the Ministry of Public Health's Basic Package of Health Services. It has established family protection centres and networks of health workers, enabling them to identify GBV cases and respond appropriately.⁶⁸
- In Pakistan, UNFPA is increasing community acceptance of family planning in a challenging context, with women more open to discussing these options. This outcome was particularly apparent in Afghan refugee communities, where women had an average of seven children.⁶⁹

Humanitarian response plans did not include resilience until the 2020 Global Humanitarian Overview,⁷⁰ and as such opportunities to build resilience under the AHF, such as in the response to the 2018 floods, were not taken.⁷¹

Cross-border activities

Cross-border activities are a feature of the regional approach outlined in Section 1.2, and found to deliver benefits in line with the investment of time and resources. It has potential to deliver improvements in line with strategies that have been effective in other contexts. For example, DFAT encouraged partners on either side of the Thai Myanmar border to strengthen program alignment for a more cohesive experience for displaced people.

The International Organisation for Migration, which has received funding from DFAT, conducted its second return intention survey of undocumented Afghans residing in Pakistan in 2019. The report reaffirmed the return intentions of those interviewed are linked to economic independence and security. In Pakistan, Afghans require financial assistance, healthcare and employment. People choosing to return to Afghanistan are most in need of security, shelter and livelihood support.⁷²

Partners are implementing cross-border activities for Afghans returning from Pakistan. This has included:

- UNFPA Afghanistan supporting the provision of SRH and GBV prevention and response services to 2,815 people at the returnee entry point on the Torkham border with Pakistan;⁷³
- WFP and UNFPA implementing a joint project on the Afghanistan–Pakistan border (not DFAT funded);⁷⁴
- in September 2019, the UNFPA Pakistan Country Office, Afghanistan Country Office, UNFPA Regional Office and DFAT held a meeting to enhance cross-border cooperation;⁷⁵ and
- WFP providing initial assistance on arrival in Afghanistan at border crossings in the form of food rations for returnees. Subsequently, WFP provided cash-based transfers for three months to vulnerable returnee families at their destinations.⁷⁶

These cross-border activities have been important in supporting populations moving between countries. The regional approach may have supported partners to carry out these cross-border activities, though they do not appear to be part of a strategy for partners and their counterparts in Pakistan. One partner noted that

⁶⁸ Interview 4

⁶⁹ Interview 34

⁷⁰ InterAction Afghanistan Mission Report 2019

⁷¹ OCHA, Evaluation of Country-Based Pooled Funds, Afghanistan Country Report by Charlotte Lattimer and Andy Featherstone, August 2019

⁷² Undocumented Afghans in Pakistan IOM Return Intentions Survey 2.0 November 2019

⁷³ UNFPA, Afghanistan Report October 2019

⁷⁴ UNFPA, Afghanistan Report 2020

⁷⁵ UNFPA Afghanistan Report 2020

⁷⁶ WFP, Afghanistan Annual Report 2019 Returnees

cross-border dimensions are a consideration in terms of people movement, but that it does not undertake cross-border programming as such.⁷⁷

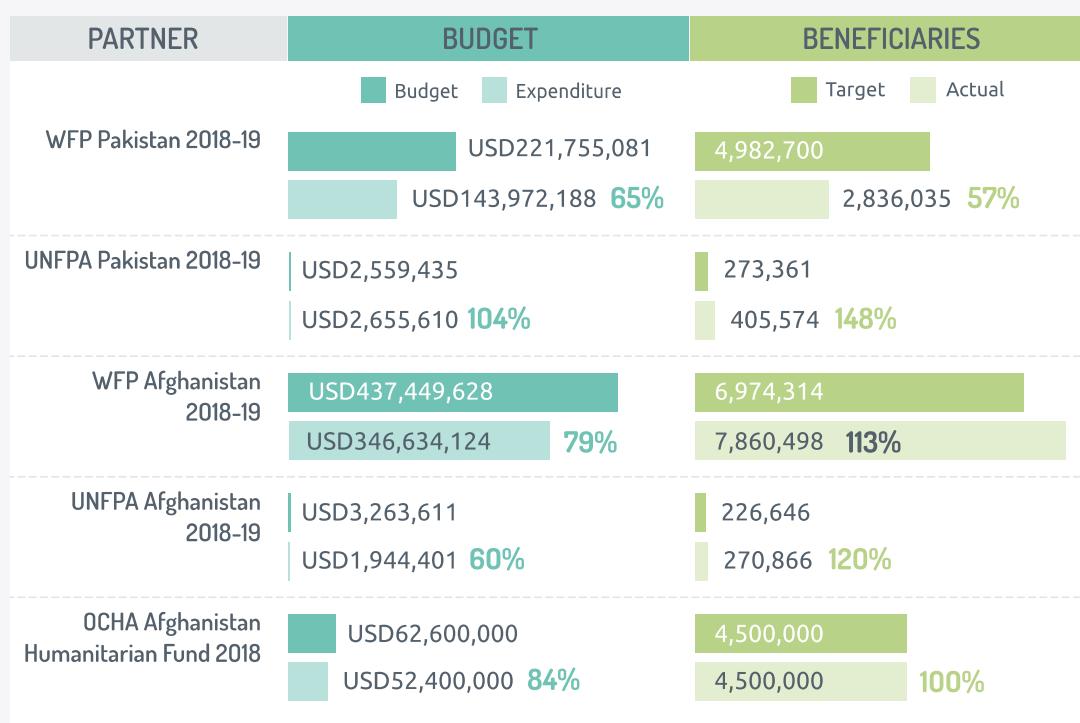
2.2 IMPLEMENTING PARTNER PERFORMANCE

Finding (vi): Reports on performance against targets indicate almost all partners are now performing well in challenging contexts.

This is an impressive achievement given the design took risks on important partners which met critical needs. For example, at the time of design UN OCHA Afghanistan was underperforming,⁷⁸ and the contract with UNFPA Pakistan identified several risks that materialised in the first year of implementation, with DFAT as the sole donor responsible.⁷⁹ UNFPA Pakistan is now performing satisfactorily and exceeding its expenditure and output targets (Figure 8).⁸⁰ UN OCHA Afghanistan is now considered to be performing at a very high standard due to factors explained below (2.3).

Figure 8: Performance against targets

Note UNFPA figures are DFAT specific; WFP and OCHA figures are country-level.⁸¹



⁷⁷ Interview 6

⁷⁸ OCHA, Evaluation of Country-Based Pooled Funds, Afghanistan Country Report by Charlotte Lattimer and Andy Featherstone, August 2019

⁷⁹ DFAT, Pakistan SRH Programme Review Report, October 2019; Simon Azariah Progressive Development Initiative UK

⁸⁰ See performance against targets below, and GLOW Consultants' assessment following interviews with 37 people and FGDs with 227 people

⁸¹ Data sourced from annual reports. Includes figures as reported to DFAT. WFP and OCHA AHF figures are not proportionally attributed to DFAT. UNFPA figures represent DFAT funding only.

WFP Pakistan has struggled to achieve some targets in its Country Strategic Plan, particularly due to its shift to a government partnership model and short-term earmarked funding from most donors.⁸² It has recognised contributing internal factors that it is working on rectifying, including an overly ambitious Country Strategy Plan which failed to maintain sufficient focus on humanitarian assistance, gaps in senior positions, structural issues within the Country Office, and insufficient investment in government relations.⁸³ This has resulted in under-utilisation of Australian funds and consideration of a no-cost extension. That WFP has identified and is addressing these issues, and that the proportion of beneficiaries reached is only slightly behind rates of expenditure, suggests that its ability to achieve its targets will improve. WFP will shortly undertake a Mid-Term Review of its Country Strategic Plan to further analyse and address structural challenges.

2.3 DFAT PROGRAM MANAGEMENT AND INFLUENCE

External partnership management and influence

Australia contributed to the successful turnaround in performance of UN OCHA in Afghanistan and UNFPA in Pakistan. It used its influence effectively and engaged strong partnership management and independent advice as necessary to support improvements to UNFPA Pakistan's service delivery. Note that UNFPA Pakistan still requires strong management to ensure it sustains performance improvements, and WFP Pakistan will require additional oversight until its performance against targets improves. DFAT worked well across Desk, Post and HPD to manage risks; this resulted in important service delivery to vulnerable populations. For example:

OCHA AHF – issues were raised by senior officials in Canberra directly with the Humanitarian Coordinator, by Post in country, and by HPD in Geneva and New York with the support of Desk, which contributed to a change in leadership and improved processes.

UNFPA Pakistan – Post met and continues to meet regularly with UNFPA; Desk commissioned an external review to inform management; DFAT health experts provided important technical expertise.

DFAT's partners value its management approach and influence highly;⁸⁴ one partner described it as "a constructive and close collegial relationship through to the global level" and said that "the level of trust has a positive influence on others and shouldn't be underestimated; we encourage Australia to use its influence."⁸⁵ OCHA AHF noted Australia's multiplier effect for attracting new and additional funding, and credits Australian support for its funding increase of 93 per cent in 2019 – the largest in its history.⁸⁶

Finding (vii): DFAT has used its management and influence to materially improve the impact of its humanitarian assistance in Afghanistan and Pakistan. Partners value its approach highly. DFAT should maintain its approach to management, with additional oversight of WFP Pakistan as performance improves.

⁸² Email WFP-HAG 12 May 2020

⁸³ Email WFP-HAG 12 May 2020

⁸⁴ Interviews 6 and 13

⁸⁵ Interview 6

⁸⁶ Interview 13

Internal funding and management

The Strategy's unique sources of funding have had implications for its management internally. As outlined in the section on Context, funding to the Regional Strategy is primarily bilateral and from the Gender Equality Fund, with targeted funding from the central humanitarian pool. Desk and Post manage the program, with support from HPD, unlike many other large humanitarian investments, which Desk and HPD often manage jointly, such as the regional humanitarian responses to crises in Myanmar, Bangladesh and Syria. There are advantages and disadvantages to this approach. Advantages include strong ownership by Desk and Post, where HPD delivers global influence when required. There is, however, greater workload on Desk; longer and more complex communication profiles with regards to global reform priorities and initiatives, particularly for Post; and as a result, slower adoptions of new approaches to programming such as updates to reform priorities and new M&E systems. This can be further complicated when staff are not humanitarian experts and rely more heavily on specialist advice from HPD. Note that not all reforms are viable in contexts such as Afghanistan given Australia's security footprint and restrictions.

Finding (viii): The unusually large proportion of bilateral funding for the Strategy indicates a mismatch between bilateral and department-wide prioritisation of Afghanistan and Pakistan for humanitarian assistance.

2.4 LEVERAGING MULTI-YEAR AND FLEXIBLE FUNDING

The Strategy specified that funding would be largely multi-year and flexible, earmarked no further than the country level. Partners value this approach, which is rare amongst its donors. WFP, for example, reported that 15 per cent or less of the funding it received was multi-year, that this proportion decreased in both Pakistan and Afghanistan from 2018 to 2019, and that Australia contributed a substantial proportion of this multi-year funding (in Pakistan, 97 per cent).⁸⁷

WFP and UNFPA gave strong examples of how Australia's approach to funding was critical to their effectiveness.

- In Afghanistan, WFP used DFAT's flexible funding together with funding from USAID and UK DFID to respond to the drought in 2018 using Afghanistan's Strategic Grain Reserve. The Afghan Government provided 60,000 metric tonnes of wheat from their Reserve, which WFP fortified and distributed.⁸⁸
- For the first time in Pakistan, WFP was able to use a social protection platform to reach 61,000 drought-affected households. Further, USD1.5 million of DFAT's funding was used to leverage USD37 million with contributions from the Government of Pakistan – a huge achievement which would have been impossible without DFAT funding.⁸⁹
- UNFPA Afghanistan noted that its capacity-building work with government and civil society on establishing networks and commencing service provision would not be possible with shorter-term funding. For example, some of its partnerships are of five-year duration (though with annual contracts and budgets), which allowed UNFPA to engage intensely initially with weekly meetings to build understanding (meetings are now monthly).⁹⁰

Flexible, unearmarked funding allows partners to reallocate existing funding to sudden-onset emergencies in line with their priorities. DFAT staff have, however, noted that locking in all Australia's available funding at

⁸⁷ Emails HAG-UNFPA 27 April and 5 May 2020

⁸⁸ Interview 5

⁸⁹ Interview 13

⁹⁰ Interview 4

the beginning of the Strategy has limited its ability to earmark funds for immediate relief activities that inevitably occur in Pakistan and Afghanistan during a three-year period.⁹¹

Multiyear funding can have additional impact for communities when DFAT's partners pass it on to their local partners and implement multi-year programs (projects that are guaranteed to last beyond 12 months). WFP, OCHA AHF and UNFPA Afghanistan report they do not provide contracts to local and national NGOs of more than 12 months duration.⁹² One reason for this is the small percentage of overall funding that is multi-year. The result is that the Strategy is less able to contribute to resilience, which requires longer-term programming. Affected populations in Afghanistan are reportedly requesting longer-term programming, because short-term projects do not support self-reliance and leave vulnerable populations uncertain as to how they will survive in the near future.⁹³

Figure 9: Funding approach by partner

	UNFPA	WFP	OCHA AHF
 Unearmarked funding	✗	✓	✓
 Multi-year funding	✓	✓	✗

Not all DFAT's partners under the Strategy are given multi-year, unearmarked funding (see Figure 9). In the case of OCHA AHF, which was given single-year funding, this assisted in managing risk, because Australia invested when the organisation was performing poorly. As mentioned above, OCHA AHF provides annual allocations to implementing partners. Given improved performance, DFAT has an opportunity to join the UK and Switzerland as leading multi-year funders,⁹⁴ and potentially advocate for Afghanistan to explore multi-year allocations to implementing partners, in line with OCHA-managed pooled funds in Yemen and the Democratic Republic of Congo.⁹⁵

Earmarking UNFPA's funding to a project as a sole donor is unusual among DFAT's humanitarian funding to multilateral partners. It represents a larger risk to DFAT as a donor, because no other donors are working with UNFPA to manage the risks of the projects funded by DFAT. This approach to funding requires a different and much more intensive management approach than unearmarked, flexible funding. DFAT has successfully managed this risk, as outlined in Section 2.3. DFAT cannot maintain the same level of oversight of UNFPA in Afghanistan as in Pakistan due to its small staffing footprint and travel restrictions.

Finding (ix): Australia's multi-year and flexible funding has been critical to the effectiveness of the implementing partners funded in this way. Partners who received earmarked funding from DFAT as a sole donor required more intensive oversight.

⁹¹ Email HAG DFAT 3 June 2020

⁹² Interview 4, Emails HAG-WFP 25 March and 6 May 2020

⁹³ Interviews 45 and 46

⁹⁴ Interview 6

⁹⁵ Interview 6

2.5 LOCAL PARTNERSHIP

Localisation is an increasingly important humanitarian reform priority for DFAT. Reflecting the Strategy, all DFAT's partners implement through local partners.⁹⁶ Australia's funding to the AHF in particular is a critical contribution to local partnership, because it provides funding directly to local NGOs to implement their own projects, allocating 15 per cent (USD9.4 million) to 11 national NGOs in 2018,⁹⁷ and more than 100 national NGO implementing partners in 2020.⁹⁸

The design suggests implementing through local organisations and supporting government-led service provision is intended to build the capacity of host governments and communities. Some of the Strategy's positive localisation outcomes are outlined below.

- WFP Afghanistan highlighted its initiation of the Afghanistan Food Security and Nutrition Agenda, a national level platform for food security and action playing a leading role in coordinating and implementing policy towards Zero Hunger, as one of its localisation successes. It further supported the establishment of 26 provincial committees across the country.⁹⁹
- WFP Pakistan aims to strengthen federal and provincial systems to provide food security, and in 2019 provided infrastructure support for government supply chains.¹⁰⁰
- OCHA AHF trained 78 representatives of national NGOs in AHF procedures and provided monthly training sessions at the Afghan NGO coordination body in order to support more NGO partners to access AHF funding.¹⁰¹
- UNFPA Afghanistan has actively sought to build the capacity of local organisations (see the text box below).

Finding (x): All partners are implementing through local organisations and are building local capacity in line with the expectations in the Strategy.

UNFPA Afghanistan partnership with the Afghan Red Crescent Society

UNFPA has partnered with the Afghan Red Crescent Society (ARCS) to increase the number of midwives in its mobile health teams. It aims to integrate midwives into all 40 teams in 2020 (there were none in 2015). UNFPA provided ARCS with technical and financial support to include midwives in project proposals, recruit midwives, build their capacity and access reproductive health supplies.¹⁰²

2.6 MONITORING, EVALUATION AND LEARNING

DFAT developed a PAF to support monitoring; it identifies indicators to be measured and partners responsible for reporting against each indicator. In addition, DFAT held regular meetings with partners in

⁹⁶ Emails HAG-WFP 25 March and 6 May 2020; Emails HAG-UNFPA 27 April and 5 May; Author, Afghanistan Humanitarian Fund Annual Report 2018

⁹⁷ Author, Afghanistan Humanitarian Fund Annual Report 2018

⁹⁸ Interview 6

⁹⁹ Email HAG-WFP 25 March 2020

¹⁰⁰ WFP Pakistan Annual Report 2019

¹⁰¹ Author, Afghanistan Humanitarian Fund Annual Report 2018

¹⁰² Email HAG-UNFPA 27 April 2020

Pakistan¹⁰³ and Afghanistan, which ensured that quality requirements, including annual Humanitarian Aid Quality Checks, were met. DFAT also commissioned an independent review of UNFPA Pakistan when its monitoring indicated underperformance.¹⁰⁴

In Kabul, DFAT meets with partners regularly and contributes heavily to donor group meetings, including through its membership of the Afghanistan Humanitarian Fund Board. Security constraints in Afghanistan and the management of partners by Canberra rather than Post do, however, limit DFAT's ability to oversee partner performance compared to other contexts, particularly at the field level.

The PAF is not currently being utilised. Several practical reasons may have made the PAF difficult for staff to apply. For example, the program logic in the design is slightly different from that in the PAF, the PAF does not include indicators for Outcome 2, and partners do not report directly on the PAF indicators. The PAF does not outline a systematic process for tracking performance, making it more difficult to report and promote the achievements of the Strategy.

It is unclear how partners' results are attributed to DFAT; this is not explicit in the Strategy's design or the PAF. Results reported in this review assume direct attribution for UNFPA, and proportional attribution for WFP and OCHA AHF.

Finding (xi): While M&E systems have enabled DFAT to identify underperformance and support partners to improve, they should be strengthened in order to track performance more systematically, support reporting of results and achievements, and improve visibility of performance.

3. DIVERSITY AND INCLUSION

3.1 MAINSTREAMING PROTECTION AND GENDER

UNFPA Afghanistan, UNFPA Pakistan and OCHA AHF have delivered protection assistance as outlined in Section 2.1 (Achievement of Outcomes). In addition, all partners have mainstreamed protection and gender throughout their programming (Figure 10). All partners are disaggregating at least some data by sex and age and there is evidence in their reporting that they are considering gender and protection in programming.¹⁰⁵ One tool WFP and OCHA AHF are using to help mainstream gender is the Inter-Agency Standing Committee (IASC) gender marker (see below).

Gender marker¹⁰⁶

The IASC Gender Marker (replaced by the Gender with Age Marker in 2019¹⁰⁷) is a tool for determining whether a humanitarian project is designed well enough to ensure that women/girls and men/boys will benefit equally from it or that it will advance gender equality in another way. If the project has the potential to contribute to gender equality, the marker predicts whether the results are likely to be negligible or significant.

¹⁰³ Interview 9

¹⁰⁴ DFAT Pakistan SRH Programme Review Report, 18 October 2019; Simon Azariah, Progressive Development Initiative UK

¹⁰⁵ WFP Afghanistan and Pakistan Country Strategic Plans; Interview 6

¹⁰⁶ <https://data2.unhcr.org/en/documents/download/51385>

¹⁰⁷ IASC, https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/iasc_2018_gam_promo.pdf

UNFPA's dedicated protection programming for women and girls surpasses any gender and protection mainstreaming requirements. It also plays a significant role in advocating for gender equality in Pakistan.¹⁰⁸.

OCHA AHF requires all proposals to address protection mainstreaming in line with AHF guidance, and to pass protection cluster review prior to approval. It also funds dedicated protection programs.¹⁰⁹

Figure 10: Systems in place to support mainstreaming inclusion

	UNFPA	WFP	OCHA AHF
Sex-disaggregated data		✓	✓
Gender considered in programming		✓	✓
Age-disaggregated data		✓	✓
Disability-disaggregated data		✗	✗
Protection considered in programming		✓	✓

Data on gender mainstreaming from Pakistan indicates positive impact at the field level. For example, communities in Pakistan reported that WFP's approach to empowering women helps break some traditional barriers. WFP enables women to collect aid independently, includes women as key stakeholders in dialogue, and encourages them to obtain identification papers (e.g. national identity cards).¹¹⁰ However, inclusion practices often overlook minorities within gender groups. Women in Pakistan also reported that those who were too old or sick would find it difficult to access aid, and that the specific nutritional needs of children, the elderly, and pregnant and lactating women were not included in the aid they received.¹¹¹

Finding (xii): Partners have implemented systems that support gender and protection mainstreaming. Data from community consultations in Pakistan indicate that these systems have had positive impact, but there is opportunity to further strengthen inclusion practices.

3.2 INCLUDING PEOPLE WITH A DISABILITY

Effectively including people with a disability can be particularly challenging in Afghanistan¹¹² and Pakistan. In Afghanistan, a 2019 survey by the Asia Foundation found 79 per cent of adults and 17 per cent of children in Afghanistan have a disability, with approximately 2.5 million adults (13.9 per cent) experiencing severe disabilities.¹¹³ Human Rights Watch highlights that people with a disability in Afghanistan experience discrimination, exclusion and neglect, face significant barriers to education, employment and healthcare, are

¹⁰⁸ Interview 9

¹⁰⁹ OCHA, Afghanistan Humanitarian Fund Annual Report 2018

¹¹⁰ Interviews 16, 17, 18, 19, 20 and 23; FGDs 15 and 22

¹¹¹ FGDs 21 and 22

¹¹² Interview 47

¹¹³ The Asia Foundation Model Disability Survey of Afghanistan 2019, available at <https://asiafoundation.org/wp-content/uploads/2020/05/Model-Disability-Survey-of-Afghanistan-2019.pdf>

overrepresented among displaced populations, and face greater difficulties accessing humanitarian assistance.¹¹⁴ Women and girls with disabilities are often seen as a burden and are at increased risk of violence.¹¹⁵ In Pakistan, an estimated 3.3–27 million people are living with disabilities.¹¹⁶

Finding (xiii): All partners face challenges in proactively including people with disabilities. However, all have expressed a commitment to improve practice and some have taken concrete steps to implement changes.

- While WFP reports the number of people with disability assisted by its programs, this is a population-level estimate.¹¹⁷ WFP Afghanistan has provided training to all partners on disability inclusion. WFP is currently exploring inclusive aid distribution and how to track the benefit for people with disabilities.¹¹⁸
- UNFPA Pakistan has disaggregated data, but with just 307 people with a disability assisted in 12 months, improvement is needed. UNFPA Pakistan has identified disability inclusion as a gap and is working to close it.¹¹⁹
- UNFPA Afghanistan reports are silent on people with disability, and UNFPA recognises the need to improve. It has reached out to organisations working on disability inclusion to request training.¹²⁰
- OCHA AHF reporting to date (2018) is silent on the inclusion of people with disability. However, the 2020 revision of the 2018–21 Humanitarian Response Plan, which the AHF is designed to fund, has a much stronger emphasis on disability, and has disaggregated the number of people in need to specify people with disability.¹²¹

DFAT's regional meetings have raised disability inclusion and have supported partners to do more on this issue.¹²² DFAT's advocacy on disability at the Humanitarian Country Team level in Afghanistan has also been noted.¹²³

Finding (xiv): DFAT has been an advocate for disability inclusion and is likely to have positively influenced partner practice.

3.3 ACCOUNTABILITY TO AFFECTED POPULATIONS

OCHA AHF and WFP have sound accountability mechanisms in place. WFP was instrumental in establishing Awaaz in Afghanistan, a call centre for beneficiary feedback shared by WFP and OCHA. It also has its own internal feedback mechanism, trains staff in anticipatory action to assist in avoiding problems, and uses

¹¹⁴ <https://www.hrw.org/report/2020/04/28/disability-not-weakness/discrimination-and-barriers-facing-women-and-girls>

¹¹⁵ <https://www.hrw.org/report/2020/04/28/disability-not-weakness/discrimination-and-barriers-facing-women-and-girls>

¹¹⁶ British Council Policy Brief (2014) Moving from the margins: mainstreaming persons with disabilities in Pakistan, available at https://www.britishcouncil.pk/sites/default/files/mainstreaming_persons_with_disabilities_0.pdf

¹¹⁷ WFP Annual Plans for Pakistan and Afghanistan

¹¹⁸ Interview 5

¹¹⁹ UNFPA Pakistan Annual Report to Australia March 2019 to February 2020

¹²⁰ Interview 4

¹²¹ Available from: https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/afg_2018_2021_humanitarian_response_plan_2020.pdf

¹²² Interview 4; Afghanistan and Pakistan: 2019 Regional Humanitarian Dialogue DFAT Reporting

¹²³ Interview 4

third-party monitors.¹²⁴ OCHA AHF requires partners to include accountability to affected populations (AAP) in program proposals, which are peer reviewed by experts in AAP.¹²⁵

WFP's quantitative data from both Afghanistan and Pakistan suggests feedback and complaints mechanisms are accessible and timely. WFP has received 15,904 instances of feedback or complaints since January 2018, of which 98 per cent have been resolved within 15 days.¹²⁶ Interviews in Pakistan confirmed complaints were received and addressed by WFP,¹²⁷ but feedback from community consultations suggests communities have little influence over the type of aid they receive.¹²⁸

In Afghanistan, UNFPA provided examples of substantive requests for assistance, to which it responded by deploying mobile health teams, issuing diagnostic tests for malaria, and responding rapidly with health and psychosocial services in conflict settings.¹²⁹ Across Afghanistan and Pakistan, UNFPA reports fewer than 150 complaints, with almost 80 per cent resolved, suggesting that UNFPA could improve the accessibility of its feedback mechanisms.¹³⁰ Feedback mechanisms appear to be in their infancy in Pakistan,¹³¹ and according to communities were only established and visible a week before the field visits conducted for this review.¹³²

Finding (xv): WFP and OCHA AHF have good accountability mechanisms in place. UNFPA's accountability to affected populations could be improved.

4. EFFICIENCY

Efficiency measures the outputs – qualitative and quantitative – achieved as a result of inputs. This generally requires comparing alternative approaches to achieving an output to see whether the most efficient approach has been used.

4.1 VALUE FOR MONEY

DFAT's partners, over the available reporting period (two years for UNFPA and WFP, and one year for OCHA Afghanistan), exceeded beneficiary targets and underspent budgets, with the exception of WFP Pakistan (see Figure 8). These partners maximised inputs to reach more people, indicating greater value for money overall than originally planned. WFP Pakistan had an expenditure rate of 65 per cent and achieved just 57 per cent of its beneficiary targets.

Partners gave examples of how they have integrated value-for-money approaches to maximise the return on inputs and resources:

¹²⁴ Interview 5

¹²⁵ OCHA, Afghanistan Humanitarian Fund Annual Report 2018

¹²⁶ Email HAG–WFP

¹²⁷ Interviews 19

¹²⁸ Interviews 17 and 18; FGD 21

¹²⁹ Email HAG–UNFPA 27 April 2020

¹³⁰ Email HAG–UNFPA 12 April 2020 and 27 April 2020

¹³¹ Email HAG–UNFPA 12 April 2020

¹³² FGDs 1–4

- in Afghanistan, multi-year funding has allowed WFP to purchase food when prices are low, as well as enabling savings on fleet management. Its beneficiary registration and end-to-end SCOPE services have also resulted in cost efficiencies;¹³³
- WFP Pakistan leveraged its social protection platform to quickly reach out to 61,000 households with unconditional cash transfers as part of the drought response, which enabled both time and cost efficiencies;¹³⁴
- UNFPA's approach to building the capacity of government staff aims to have long-term development impact and be efficient in terms of both time and cost.¹³⁵ In Afghanistan, multi-year funding enabled UNFPA to scale up staffing to meet the needs of large numbers of returns from Pakistan and then scale back staff and share an office in the second year once systems were established. This would not have been possible in a short-term response;¹³⁶ and
- OCHA Afghanistan uses cost efficiency tools to assess the value for money of the projects it funds, including a value-for-money matrix and cost per beneficiary assessment.¹³⁷

Finding (xvi): Partners have integrated value-for-money approaches into their programs.

4.2 DFAT STAFFING

Finding (xvii): DFAT has been efficient in its management of the Strategy. The design successfully kept the package manageable for a small team.

DFAT has managed the Afghanistan Pakistan Regional Strategy well with a limited staffing footprint: one Humanitarian Adviser based in Canberra, one Australian officer and two locally engaged staff in Pakistan (note that this has changed recently) and 0.3 FTE Australian and 0.3 FTE locally engaged staff in Afghanistan. Efficiency necessarily increased during implementation when the two Australian officers responsible for aid in Kabul were reduced to just one in March 2018 due to security concerns.

Efficiencies were achieved through:

- limiting partners to three, with just five agreements across the two countries;
- focused policy priorities;
- funding the OCHA AHF, which facilitates DFAT's investment in a wide range of international and national implementing partners without additional administrative burden;
- targeted investment of time in opportunities for influence, such as through membership of the OCHA AHF Board; and
- an annual regional review with partners on reform priorities, allowing maximum partner engagement per unit of DFAT time invested, leveraging the exposure to partner regional offices and utilising the DFAT Bangkok office as a hub for external meetings.

¹³³ Interview 5

¹³⁴ Interview 13

¹³⁵ Interview 34

¹³⁶ Interview 4

¹³⁷ Interview 6

While UNFPA Pakistan has required and received substantially more oversight than many humanitarian partners, Post reports satisfaction with this time commitment given the achievements of the program.¹³⁸ It has been less efficient in terms of time, but represents value for money due to the results delivered for vulnerable populations.

¹³⁸ Interview 9

RECOMMENDATIONS

The following recommendations are made on the basis of the findings outlined in this report. They are designed to inform learning and any future Australian humanitarian assistance to Afghanistan and Pakistan. Recommendations are made in the context of Australia's bilateral aid program to Pakistan ceasing in June 2020, with the exception of several programs that include humanitarian aid continuing into 2021–22.¹³⁹

Recommendation 1: continue multi-year contributions to existing partners.

The overarching recommendation of the review is that DFAT continue its multi-year contributions to existing partners in Afghanistan and Pakistan. DFAT will need to maintain strong oversight of partners, particularly where there has been recent underperformance, such as in the case of WFP Pakistan, or it is the sole donor to projects, such as those implemented by UNFPA. The recommendation is made in the context of the cessation of bilateral funding to Pakistan, which will increase reliance on regional and global funding sources for humanitarian assistance. Further:

- in line with DFAT's staffing footprint, it is recommended that the number of partners is not increased, building on the positive relationships and influence that DFAT has established with existing partners.
- any future contributions to OCHA AHF should be provided on a multi-year basis given improvements to its performance; and
- to create additional flexibility to respond to sudden-onset crises, DFAT may wish to maintain unprogrammed funding allocations in future funding packages, similar to other DFAT multi-year, regional humanitarian packages such as Bangladesh and Myanmar.

Finding (i): Australia's humanitarian assistance is relevant and appropriate to Afghanistan and Pakistan. Substantial humanitarian need in both countries is not being met.

Finding (iii): DFAT is contributing to sectors that align with its priorities and unmet humanitarian need. DFAT has selected a small number of appropriate partners, relative to its staffing capacity, to deliver its sectoral objectives.

Finding (iv): The Strategy is improving vulnerable people's access to food security, basic health services and protection. This is largely in line with beneficiary targets, with the exception of food security targets in Pakistan.

Finding (vi): Reports on performance against targets indicate almost all partners are now performing well in challenging contexts.

Finding (ix): Australia's multi-year and flexible funding has been critical to the effectiveness of the implementing partners funded in this way. Partners who received earmarked funding from DFAT as a sole donor required more intensive oversight.

¹³⁹ <https://www.dfat.gov.au/geo/pakistan/development-assistance/Pages/development-assistance-in-pakistan>

Finding (xvi): Partners have integrated value-for-money approaches into their programs.

Finding (xvii): DFAT has been efficient in its management of the Strategy. The design successfully kept the package manageable for a small team.

Recommendation 2: continue the regional approach to humanitarian assistance across Afghanistan and Pakistan.

The regional approach, and particularly the regional meetings, should be continued in line with findings that it has delivered benefits in line with the investment of time and resources, and has supported DFAT staffing efficiency (see Finding xvii above) and influence (see Finding vii below).

The regional approach, including cross-border activities and regional meetings, could be further strengthened by applying Recommendation 3 – defining more targeted objectives, being more explicit about how DFAT will achieve its objectives, and improving tracking of progress.

Finding (ii): The regional approach has delivered benefits in line with the investment of time and resources, despite the reduction in expected people movement across the Afghanistan–Pakistan border. It has potential to deliver improvements in line with strategies that have been effective in other contexts.

Recommendation 3: strengthen future investments through (a) defining more targeted objectives, (b) being more explicit about how DFAT will achieve its objectives, and (c) improving tracking of progress.

(a) Defining more targeted objectives

When setting the objectives for a future strategy, it is recommended that DFAT clearly articulates its intentions for priority areas such as the regional approach and thematic issues, including resilience. This will guide both staff and partners as to what they are expected to achieve, and help with tracking and measuring progress.

DFAT may wish to engage partners in the design process for future funding packages to identify the best ways to achieve its objectives, drawing on partners' understanding of the architecture that inhibits and supports various objectives.

It is expected that this process will lead to a review of the existing program logic and outcomes, and these will need to be updated for any future funding.

Finding (v): The Strategy is contributing to Outcome 2 and connectedness through programs implemented by UNFPA and WFP. Partners are strengthening resilience in both Afghanistan and Pakistan. Cross-border activities are taking place, though not necessarily programmed in an integrated way by counterparts in both countries.

(b) Being more explicit about how it will achieve its objectives

It is recommended that Australia outline how it will achieve its objectives through its own actions and through partners. This could include funding to partners, contracting expectations, technical assistance and

action plans to achieve specific objectives with unearmarked funding. This approach has been utilised in other humanitarian contracts with multilateral partners and allows DFAT to maintain its commitment to flexible funding.

Noting Australia's success at influencing partner performance and leveraging donor funding, it is recommended that DFAT plan its advocacy in future investments in support of the overall objectives of any new strategy.

Finding (vii): DFAT has used its management and influence to materially improve the impact of its humanitarian assistance in Afghanistan and Pakistan. Partners value its approach highly. DFAT should maintain its approach to management, with additional oversight of WFP Pakistan as performance improves.

Finding (xiv): DFAT has been an advocate for disability inclusion and is likely to have positively influenced partner practice.

DFAT is working towards several important cross-cutting objectives through its investment: mainstreaming gender and protection, better inclusion of people with disabilities, strengthening localisation, extending the benefits of multi-year funding to local implementers and communities, encouraging other donors to also provide multi-year funding, and improving AAP. These are all important goals, and progress is being made towards each. Community consultations are important to understand the impact of these objectives at the community level, beyond assessing whether partners have appropriate systems and processes in place. For example, as outlined in Finding (xii), community consultations in Pakistan indicated both positive impact and opportunity to improve inclusion practices.

A more focused approach will enable DFAT, with its small staffing footprint, to more substantively effect and measure change. It is recommended that DFAT select one or two areas of focus and work closely with partners at both operational and policy levels to a plan how to work towards them together.

To strengthen the implementation of partner systems, DFAT could (subject to security and workplace, health and safety considerations) engage in targeted monitoring visits (e.g. for gender and protection) to discuss and support solutions to challenges experienced in the field.

Finding (x): All partners are implementing through local organisations and are building local capacity in line with the expectations in the Strategy.

Finding (xii): Partners have implemented systems that support gender and protection mainstreaming. Data from community consultations in Pakistan indicate that these systems have had positive impact, but there is opportunity to further strengthen inclusion practices.

Finding (xiii): All partners face challenges in proactively including people with disabilities. However, all have expressed a commitment to improve practice and some have taken concrete steps to implement changes.

Finding (xv): WFP and OCHA AHF have good accountability mechanisms in place. UNFPA's accountability to affected populations could be improved.

(c) Improving tracking of progress

It is recommended that DFAT continue to manage partners closely and strengthen its mechanisms and support to monitor and track progress. This will improve DFAT's understanding of its progress towards objectives and identify its achievements.

It is recommended that DFAT strengthen M&E by:

- for future investments, designing a PAF, M&E framework and tools as part of the program design and directly in line with the program logic and partner indicators, targets and budgets. These documents should be responsive to both partner reporting and DFAT's information needs;
- contracting M&E support to ensure the data is analysed regularly regardless of staffing capacity and to minimise burden on busy staff;
- investing in additional field monitoring to provide assurance of performance at the field level, particularly where there are gaps in field-level oversight by other donors. This could include subcontracting a third party in country to conduct this monitoring, such as GLOW Consultants in Pakistan or contractors recently engaged by OFDA in Afghanistan (while noting the challenges of Workplace Health and Safety legislation in Afghanistan);
- consider investing further in the evidence agenda in Afghanistan through joint donor-partners assessments and research, particularly on thematic areas of concern to DFAT such as disability inclusion.

Finding (vii): DFAT has used its management and influence to materially improve the impact of its humanitarian assistance in Afghanistan and Pakistan. Partners value its approach highly. DFAT should maintain its approach to management, with additional oversight of WFP Pakistan as performance improves.

Finding (xi): While M&E systems have enabled DFAT to identify underperformance and support partners to improve, they should be strengthened in order to track performance more systematically, support reporting of results and achievements, and improve visibility of performance.

Recommendation 4: elevate the visibility and priority of the crisis within DFAT.

It is recommended that the South and West Asia Division continue to elevate the visibility and priority of the crisis within DFAT and within the international arena to more accurately reflect the severity of the crisis and humanitarian need. This could be achieved through:

- building on its partnership with HPD and with UN New York and UN Geneva Posts;
- more targeted internal reporting of needs and achievements, drawing on improved tracking as per recommendation 3(c); and
- seeking additional humanitarian (rather than bilateral) funding for crisis response.

Stronger engagement with HPD would improve ability to quickly leverage developments in broader humanitarian policy and program management.

Finding (viii): The unusually large proportion of bilateral funding to the Strategy indicates a mismatch between bilateral and department-wide prioritisation of Afghanistan and Pakistan for humanitarian assistance.

ANNEX ONE: REVIEW MATRIX

This matrix outlines the data source, collection method and the relevant tool for each design question.

Review questions	Data source	Collection method	Tool
1. How effectively has the regional strategy and its investments met their stated outputs or outcomes?			
a) Partners have delivered outputs in line with the Strategy Performance Assessment Framework outcomes, and achieved the targets they set for themselves	Partners	Document Review (DR) Key Informant Interviews if needed (KII)	Annotated bibliography (AB) Interview Guide - DFAT (IG-DFAT)
b) The strategy and its implementation promotes the safety, dignity and rights of vulnerable groups, including women, girls and people with a disability	DFAT Partners External stakeholders Affected populations	KII DR Focus Group Discussion (FGD)	IG-DFAT IG-Partners IG-External AB Focus Group Discussion Guide (FGDG)
c) DFAT policy dialogue and partnerships influences flexible multi-year funding; transition to recovery, resilience and development; gender, protection and disability inclusion	DFAT Partners	KII DR Quantitative data analysis	IG-DFAT AB
d) Multi-year funding supports achievement of outputs and outcomes	DFAT Partners	KII Quantitative data analysis	IG-DFAT
e) Regional approach leading to outputs or outcomes greater than the sum of its parts	DFAT	KII	IG-DFAT
f) DFAT and partners operate in a coordinated and complementary manner, internally and with other humanitarian actors, including cross-border programming and delivery	DFAT Partners External stakeholders	KII	IG-DFAT IG-Partners IG-External

Review questions	Data source	Collection method	Tool
2. To what extent are the Afghanistan Pakistan Regional Strategy investments appropriate and relevant?			
a) Alignment with the identified needs of local populations, host governments and DFAT	Affected populations Host Government DFAT	KII FGD	FGDG Interview Guide Host Government (IG-HG) IG-DFAT
b) Funding modalities, sectoral focus, geographic location and scale and duration of investments	DFAT Partners Host Government	KII DR	IG-DFAT IG-Partners IG-HG
c) Partners demonstrate local partnership and ownership in delivery and decision-making	Partners	KII Quantitative data analysis	IG-Partners
d) Partners are accountable to affected populations	Affected populations Host Government Partners	FGD KII DR	FGDG, IG-HG IG-Partners
3. How efficient is the Strategy and its investments?			
a) Whether investments selected by DFAT are cost effective to meet Strategy outcomes	DFAT Likemindeds Partners	KII	IG-DFAT IG-Likemindeds
b) Time savings achieved through multi-year, flexible programming and the regional approach to the strategy, without compromising strategy outcomes	DFAT Partners	KII Quantitative data analysis?	IG-DFAT IG-Partners
4. How connected are strategy activities?			
a) Partners support connectedness from emergency support to recovery, resilience and long-term development	DFAT Partners Host Government	KII DR	IG-DFAT IG-HG, IG-P AB
5. What has worked well, and what could be improved?			
a) Key successes (intended or unintended) that should be continued [keep doing]	DFAT, Partners, Host Government, Likemindeds, Affected Populations	KII DR	IG-DFAT IG-P, IG-HG IG-L, FGD, AB

Review questions	Data source	Collection method	Tool
b) Improvements for final year of the Strategy and any potential investments in Afghanistan and Pakistan [stop doing / start doing]	DFAT, Partners, Host Government, Likeminded, Affected Populations	KII DR	IG-DFAT IG-P, IG-HG IG-L, FGD, AB

ANNEX TWO: HUMANITARIAN APPLICATION OF THE OECD DAC CRITERIA¹⁴⁰

Relevance/Appropriateness	Relevance is concerned with assessing whether the project is in line with local needs and priorities (as well as donor policy). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly
Connectedness	Connectedness refers to the need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account
Coherence	The need to assess security, developmental, trade and military policies as well as humanitarian policies, to ensure that there is consistency and, in particular, that all policies take into account humanitarian and human-rights considerations
Coverage	The need to reach major population groups facing life-threatening suffering wherever they are
Efficiency	Efficiency measures the outputs – qualitative and quantitative – achieved as a result of inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used
Effectiveness	Effectiveness measures the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs. Timeliness is implicit in the effectiveness criterion
Impact	Impact looks at the wider effects of the project – social, economic, technical, environmental – on individuals, genders and age groups, communities and institutions. Impacts can be intended and unintended, positive and negative, macro (sector) and micro (household)

¹⁴⁰ ALNAP (2006) Evaluating Humanitarian Action Using the OECD DAC Criteria pp.20–21, available at: <https://www.alnap.org/system/files/content/resource/files/main/eha-2006.pdf>