

AFGHANISTAN EMOP 200366

Relief food assistance for drought-affected populations in northern Afghanistan	
Number of beneficiaries	2,386,730
Duration of project	11 months (December 2011 – October 2012)
WFP food tonnage	90,495 mt
Cost (United States dollars)	
WFP food cost	46,840,107
WFP cash/voucher cost	7,578,540
Total cost to WFP	116,041,308

EXECUTIVE SUMMARY

Afghanistan is experiencing one of its worst droughts in a decade. The most recent rainfall season (November 2010 to April 2011) was extremely poor, especially between November and January. The exceptional lack of precipitation is having severe repercussions in the north, northeast, central highlands and northwest parts of the country, with substantial losses of rain-fed wheat crops, below-average irrigated wheat crops, and poor pasture conditions.

A WFP-led rapid emergency food security assessment was undertaken in July and August, indicating 2.6 million people in 14 provinces have been severely affected and require emergency food assistance. These provinces, generally considered the grain basket of Afghanistan, are Badakhshan, Badghis, Baghlan, Balkh, Bamyan, Daykundi, Faryab, Ghor, Hirat, Jawzjan, Kunduz, Samangan, Sar-i-Pul and Takhar. Drought-affected populations face food insecurity due to both reduced food availability from their own production, as well as loss of income from agricultural labour, causing reduced access to food even if available in markets through imports. The Government has endorsed the drought emergency through the 2012 consolidated appeals process.

In order to prevent increased food insecurity and related impact on nutritional status, WFP will provide food assistance to drought-affected populations from December 2011 until October 2012, the duration of assistance depending on the type of activity. Of the drought-

affected population of 2.6 million, WFP will assist 1.19 million people who will not receive support from the Government or other partners. WFP will take into account the potential for food imports through bilateral contributions and the private sector. WFP activities will be through general food distributions, food for work and voucher transfers. To prevent any further deterioration of nutrition of children, WFP will target 430,000 children under five (6-59 months) with lipid-based nutrient supplements. WFP will also provide general food rations to 1.2 million people for a two-month period to complement an on-going four-month food distribution programme by the Government.

This EMOP is aligned with WFP Strategic Objective 1 “to save lives and protect livelihoods in emergencies” and Strategic Objective 2 “to prevent acute hunger and malnutrition and invest in disaster preparedness and mitigation measures.” Its specific objectives are to:

- Improve food security and nutrition of drought-affected populations by increasing household food consumption for targeted households.
- Prevent further deterioration of the nutrition status of children 6-59 months.
- Establish enhanced food security monitoring systems to support disaster preparedness and mitigation measures.

The EMOP will contribute to Millennium Development Goals 1 “Eradicate extreme poverty and hunger” and 4 “Reduce child mortality”.

SITUATION ANALYSIS AND SCENARIO

The Overall Context¹

1. Afghanistan is a land-locked, low-income and food-insecure country that ranks 172 out of 187 countries in human development.² It is ranked 141³ for gender equality and women continue to have limited access to productive resources. Despite real gross domestic product growth of 23 percent in 2009/2010,⁴ it remains one of the poorest countries in South Asia with the poverty rate of 36 percent and unemployment at 40 percent. Over 30 years of conflict have severely weakened institutional capacities and infrastructure, undermined social service delivery and displaced millions of Afghans. State-supported social protection covers only 20 percent of those in need.⁵ Although 76 percent of the country's 26.5 million⁶ people live in rural areas, with agriculture being their main livelihood, there is a national deficit in wheat, the major staple, even in years of good harvests.
2. Seasonal precipitation in Afghanistan is normally from November through April. Between November 2010 and January 2011 there was almost no rainfall and from mid-January, precipitation was below the long-term average across the country. With higher-than-normal temperatures, drought emerged in the north, northeast, central highlands and northwest, affecting both rain-fed and irrigated crops.
3. Drought-affected households in the central highlands and northeast could not cultivate spring rain-fed wheat, with resulting food deficits by November 2011. Dry conditions also affected households dependent on livestock and forced herders to sell animals prematurely at low prices; this worsened the terms of trade between livestock and cereals and increased the vulnerability of herders. Food and nutrition insecurity could deteriorate further if the upcoming winter is excessively cold and prolonged, or if the winter is too mild with low snow coverage and subsequent crop damage.
4. Wheat is the major staple food in Afghanistan, and normally accounts for 78 percent of cereal production. The cereal production deficit in 2011 is forecast to be approximately 2

¹ The analysis is based on the EFSA findings of August/September 2011 unless indicated otherwise.

² UNDP; Human Development Report 2011.

³ *Ibid.*

⁴ A significant proportion of gross domestic product growth has been fuelled by private consumption in urban centres, largely due to an enhanced international presence. Rural areas have been largely unaffected (Informal World Bank briefing).

⁵ Ministry of Economy. Poverty Status in Afghanistan: A Profile based on National Risk and Vulnerability Assessment (NRVA) 2007/08. July 2010.

⁶ Statistical Yearbook, Central Statistics Organization 1390 (2011-2012), Government of Afghanistan.

million mt, much higher than the 2010 deficit of 750,000 mt and the average deficit between 1999-2010 of 1,155,500 mt. The large production shortfall is expected to exceed the ability of the market to cover the deficit. Anticipated imports include up to 255,000 mt of bilateral cereal donations and procurement by the Government; an estimated 1.5 million mt to be imported by private sector traders and 4,000 mt to be imported by non-governmental organizations (NGOs). This will leave an uncovered national cereal deficit of at least 212,000 mt (see national cereal balance sheet in Annex III).

5. In the 14 drought-affected provinces, a production deficit of 643,000 mt is forecast and 518,000 mt⁷ is expected to be imported by traders into these provinces. About 45,000 mt of cereals in stock and in transit to build a strategic grain reserve⁸ will be released by the Government's Ministry of Agriculture, Irrigation and Livestock (MAIL) for drought relief. Hence the uncovered cereal deficit is expected to be around 80,000 mt.

Food Security and Nutrition Situation

6. Following an initial investigation of drought-induced food insecurity, the Food Security and Agriculture Cluster (FSAC), under the technical leadership of WFP, conducted an emergency food security assessment (EFSA) in August 2011. The assessment was conducted in 82 districts of the 14 drought-affected provinces through detailed research of households, traders and communities. Approximately 7 million people are food-insecure in these 14 provinces (61 percent of the population assessed under the EFSA) of which 2.6 million are severely drought-affected and require emergency food assistance at least until the harvest of June-September 2012. Annex IV illustrates these figures by province.
7. The assessment confirmed that due to the failed harvest, a significant part of the population that usually produces its own food will now rely on the market as the primary food source. In normal years, most households in the drought-affected areas produce 9 months of their food requirements and purchase 3 months' supply to fill the gap. However, this year 73 percent of affected households produced less than 2 months of their food requirements and will rely on the market for more than 10 months. With decreased access to agricultural jobs and other cash-generating opportunities, 89 percent of the households in drought-affected areas report that they would need to incur debt to purchase food. It is anticipated that food prices will continue to increase throughout the winter and spring⁹ (until August/September 2012 if there is a normal harvest) and a growing number of people will have difficulty accessing food from the market. The shock

⁷ Commercial imports into drought affected provinces are estimated using national historical data, which is then prorated by province based on production deficits by province, and totalled for the affected areas.

⁸ With support from donors and technical assistance from the World Bank, WFP and FAO, the Government has been working on establishing a strategic grain reserve.

⁹ Food prices at district and community levels have increased in the past year by an average of 80 percent for wheat and 90 percent for wheat flour, with prices expected to increase further over the coming 12 months. District-level traders believe that the main reasons for food price increases are decreased supply, increased transport costs, increased purchase costs and the reduced availability of credit to traders.

caused by the drought would have a significant impact on food security if not addressed by a major food assistance response.¹⁰

8. Poverty, poor diets, and micronutrient deficiencies are major factors contributing to undernutrition in Afghanistan. The drought is likely to exacerbate existing high rates of malnutrition: 61 percent of children under five are stunted and 9 percent are wasted. At the onset of the drought, nutrition surveys carried out by Oxfam Novib in the provinces of Faryab, Balkh, and Sar-i-Pul (July 2011) showed deterioration, with global acute malnutrition (GAM) of 14 percent (GAM rates over 15 percent indicate a “critical” nutrition situation¹¹). An estimated 61,000 children aged 6-59 months within the affected population are acutely malnourished and the remainder in this age group at risk of becoming malnourished. While WFP and UNICEF are already treating the acutely malnourished children under on-going operations, the prevention of wasting in 430,000 children under five is warranted.

Scenario

9. This EMOP is based on the EFSA and consultations with the Government and other partners on how to address the substantial food assistance needs. WFP plans to cover the food needs of the drought-affected population that are not being addressed by the Government or NGOs.
10. The EMOP assumes that the Government can secure the timely arrival of bilateral donations in-country. Late deliveries would lead to a more acute shortage of grain in the market. If commercial imports were to be less than the planned 1.5 million mt, this would imply a further increase in the cereal deficit, risking increased food prices and food insecurity.
11. This EMOP is being planned for a period of 11 months (December 2011-October 2012), i.e., until the next harvest is secured. The food and nutrition security of the drought-affected population will be continuously monitored and the operation adjusted if necessary.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

12. The Afghanistan National Disaster Management Authority (ANDMA), part of the National Disaster Management Committee (NDMC), has been collaborating with WFP to coordinate, implement and monitor emergency relief assistance in sudden-onset disasters.

¹⁰ An evaluation of a WFP-assisted cash voucher activity in Kabul showed over 50 percent of the voucher value was exchanged for wheat flour, 16 percent for oil, 14 percent for rice, 7 percent for sugar, and the balance for other items. Vegetables and meat were not available in the shops.

¹¹ World Health Organization, Geneva (2000).

For this particular drought emergency, MAIL has been tasked with coordinating relief assistance to the affected population.

13. The Government is working with a major bilateral donor for a total of 250,000 mt of wheat (which is reflected in the national cereal balance sheet - see Annex III). If the donations cannot arrive on time, the Cabinet has given its permission to the Ministry of Commerce and Industry to purchase an additional 50,000 mt of wheat from regional markets in the coming months.
14. With support from donors and technical assistance from the World Bank, WFP and the Food and Agriculture Organization of the United Nations (FAO), the Government has been developing a strategic grain reserve, in which about 45,000 mt of cereals are currently in stock or in transit, which the MAIL is planning to release for drought relief. To channel the government food stocks to the drought-affected population, MAIL has issued “Guidelines for Distributions to the Drought-affected Populations” and approximately 200,000 families residing in the 14 affected provinces will receive a “one-off” ration consisting of 200 kg of wheat grain, 25 kg of rice, 50 kg of wheat seeds and 50-100 kg of animal feed. MAIL has established provincial and district drought committees responsible for the distribution of this food assistance.

Policies, Capacities and Actions of Other Major Actors

15. While humanitarian activities are not a central focus of the Integrated Strategic Framework,¹² they are a key element of the United Nations' operations in Afghanistan. Needs-based assistance will continue to be provided by the relevant United Nations agencies and the wider humanitarian community and under the leadership of the Humanitarian Coordinator.
16. Under the 2011 Consolidated Appeal Process (CAP)¹³ Drought Emergency Revision, projects were reviewed, including additional needs for food assistance in the form of food transfers and cash vouchers. Other additional needs were submitted by the clusters for: Nutrition; Emergency Shelter and Non-Food Items; Health; and Water, Sanitation and Hygiene.
17. In 10 of the 14 drought-affected provinces, WFP is addressing acutely malnourished children 6-59 months and pregnant and lactating women with targeted supplementary feeding under its existing protracted relief and recovery operation (PRRO) 200063 “Relief Food Assistance to tackle Food Security Challenges in Afghanistan”. Using community-based management of acute malnutrition (CMAM) and ready-to-use foods, WFP treats moderate acute malnutrition while United Nations Children’s Fund (UNICEF) manages the programme focused on treatment of severe acute malnutrition. Acutely malnourished pregnant and lactating women receive a monthly food basket of nutritious

¹² The Integrated Strategic Framework was developed after the July 2010 Kabul Conference to integrate United Nations efforts towards sustainable peace and recovery in Afghanistan over an initial 18-month period from July 2011 to December 2012.

¹³ The 2011 CAP focuses on saving lives and alleviating suffering, strengthened with emergency preparedness and contingency planning.

commodities (wheat flour, vegetable oil, pulses, salt) that provides 2400-2600 kcal/day, as well as multiple micronutrient supplement tablets.¹⁴

18. NGOs plan to implement unconditional cash transfers and/or cash-for-work interventions in the drought-affected areas. These will improve the purchasing power of their beneficiaries and facilitate access to food, though will not directly increase the food availability.

Coordination

19. A dedicated Drought Coordination Cell (DCC), under the leadership of MAIL, has been established. Other members of the DCC are: ANDMA, Independent Directorate of Local Governance, Ministry of Refugees and Returnees, Ministry of Rural Rehabilitation and Development (MRRD), Ministry of Public Health (MoPH), Ministry of Public Works, Ministries of Border and Tribal Affairs, Afghan Red Crescent Society, International Committee of the Red Cross, International Federation of the Red Cross and the Humanitarian Country Team. Meetings are also attended by FAO, Office for the Coordination of Humanitarian Affairs (OCHA), WFP and NGO partners.
20. WFP and FAO are co-leaders of FSAC which coordinates food security responses of United Nations agencies and NGOs to ensure efficiency and prioritization in coordination with the Government. WFP is also a key technical leader in the Nutrition cluster.
21. A joint government/WFP high-level steering committee and a technical committee were established under the current PRRO to improve planning, implementation and coordination of the various WFP activities, with the involvement of relevant ministries. Under this EMOP, WFP will continue to utilize these committees to engage with representatives from ministries to coordinate food assistance response with the Government.

OBJECTIVES OF WFP ASSISTANCE

22. This EMOP will support national emergency response priorities, in line with the WFP Strategic Objectives 1 “save lives and protect livelihoods in emergencies” and 2 “prevent acute hunger and malnutrition and invest in disaster preparedness and mitigation measures” (see logical framework summary in Annex II). The EMOP’s specific objectives are to:

¹⁴ Beneficiaries of the CMAM programme would also benefit from general food distributions from this EMOP within targeted locations. If nutrition surveillance indicates that the situation is deteriorating, WFP would assess its response and scale-up CMAM as necessary.

- Improve food security and nutrition situation of drought-affected populations by increasing household food consumption of targeted households.
- Prevent further deterioration of the nutrition status of children 6-59 months.
- Establish enhanced food security monitoring systems to support disaster preparedness and mitigation measure.

Beneficiaries and Targeting

23. WFP's targeted population takes into account government and NGO interventions to address the food needs of the additional drought-affected people.
24. In October, the Government began distributing a "one-off" food ration of 225 kg cereals to 1.2 million beneficiaries (200,000 households - see paragraph 14), equivalent to a 4-month WFP ration. When the government support is exhausted at the beginning of 2012, WFP will take over support to this population with food rations under food-for-work and general food distributions for an additional two months.
25. NGO partners plan to assist 445,200 drought-affected people with a focus on cash transfers to their targeted populations to provide access to food available in the market.
26. WFP will target a total 2.39 million beneficiaries. Of these, 1.19 million people will receive WFP assistance over a period of 6 months in the form of food transfers (934,000) and vouchers (253,000). Rural families will receive monthly food rations of around 60 kg of mixed commodities over an average period of 6 months. The vouchers, targeting urban families, will be the equivalent local market value of 50 kg of wheat flour on a monthly basis for six months.¹⁵
27. WFP will continue to engage Community Development Councils (CDCs) and shuras in beneficiary identification given the effectiveness of this approach.¹⁶
28. The 1.19 million drought-affected targeted people are predominantly small-scale farmers and agricultural labourers dependent on agriculture for their livelihoods. Households will initially receive a three-month family ration (for six family members) of approximately

¹⁵ The Government has initiated a social safety net pilot programme in Kabul and NGOs are implementing cash-based interventions in specific rural areas. Under PRRO 200063, WFP has established several voucher activities in urban areas for the most vulnerable people, for up to 12 months. The voucher value is aligned with the average value of the in-kind ration of 50 kg of wheat also provided in WFP's urban safety net. Similarly, under the EMOP, vouchers will be provided in selected peri-urban or urban areas instead of in-kind food. Vouchers will have value in terms of cash rather than in terms of specific quantities of food. Cash voucher assistance will be based on seasonality, access to markets, supply, price, market structures and other factors.

¹⁶ A recent evaluation of the National Solidarity Programme through the Massachusetts Institute of Technology studied wheat distribution mechanisms within the communities through CDCs and shuras and found that the most vulnerable community members are effectively targeted by these bodies. A recent study by the European Commission Humanitarian Aid and Civil Protection Department through the International Refugee Council on social transfers in two provinces in Eastern Afghanistan arrived at the same conclusion.

180 kg (i.e. 60 kg per month), in order to provide households with stocks before the onset of winter. After this initial three-month period, WFP and partners will switch to food-for-work interventions where possible.¹⁷

29. Drought-affected households that cannot participate in rural food-for-work schemes,¹⁸ such as households headed by women or the elderly and disabled, will continue receiving unconditional food support beyond the initial three-month period. In urban and semi-urban areas where such households have good access to markets, the use of vouchers will be preferred.
30. Approximately 42,000 households (253,000 individuals) are expected to benefit from the EMOP voucher programme.¹⁹ These households are those that depend on wage labour, petty trade, remittances and the agricultural households that lost crops and livestock from the drought and that can purchase commodities in the markets. All potential beneficiary households will be visited by a joint team of government, WFP and/or NGO representatives to confirm eligibility. Following compilation of the initial beneficiary list by partners based on the specific criteria (poor consumption, lost income/livelihood due to the drought, and food availability in markets) the joint team will verify all the households and confirm their eligibility.
31. The voucher programme will be implemented in seven urban areas: the provincial capitals of Kunduz, Balkh, Nahri Shahi, Sar-i-Pul, Jawzjan, Faryab, and Badghis. These provinces rank amongst the most affected by the drought. Areas to benefit from vouchers have been identified according to price stability of cereals in the market over a two-year period, stability of supply to the market, good road infrastructure and a large number of traders in the markets. The terms of trade between labour and wheat were considered, with markets with better terms of trade being included. Market monitoring systems will be established and/or strengthened to ensure that the voucher interventions do not cause localized inflation and that households are using the cash to reduce food insecurity.
32. Voucher activities will be implemented in coordination with government authorities and local representatives from the ANDMA, the Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD) and the relevant provincial governor's office and/or mayor's office, and in consultation with the CDCs and shuras.
33. WFP will also provide a lipid-based nutrient supplement (LNS²⁰) to 430,000 children under five in 398,000 households. The LNS will be provided to all children aged 6-59 months to prevent acute malnutrition. Through the general food distributions, each family with children under five will be targeted. The targeted population will be verified through village or community beneficiary lists. At food distributions, efforts will be made to

¹⁷ Food for work is an effective means of self-targeting since only those without alternative livelihood opportunities will work for the monthly ration 60 kg. Participation in work schemes is culturally acceptable. Food-for-work activities protect livelihoods and are an initial step to early recovery.

¹⁸ Such as predominantly rural road rehabilitation and, to a limited extent, maintenance and rehabilitation of irrigation facilities.

¹⁹ A cash voucher programme under the PRRO 200063 reinforces the existing urban safety net. In the drought affected areas, this cash voucher programme is on-going in Mazar-i Sharif city (Balkh Province): 3,000 households receive a monthly food voucher of 1,250 Afghanis (US\$26) for a six-month period.

²⁰ Plumpy'doz® or equivalent.

protect and promote optimal infant and young child feeding practices and appropriate household use of the LNS.

TABLE 1: BENEFICIARIES BY ACTIVITY TYPE			
Activity	Male*	Female*	Total
GFD/FFW (2 months)	612 000	588 000	1 200 000
GFD/FFW (6 months)	476 396	457 714	934 110
LNS through GFD (6 months)**	219 300	210 700	430 000
Subtotal GFD/FFW	1 088 396	1 045 714	2 134 110
Vouchers (6 months)	128 836	123 784	252 620
Total	1 217 232	1 169 498	2 386 730
*The Afghanistan CSO data shows 49 percent females and 51 percent males.			
** LNS beneficiaries are included in GFD/FFW so are not double-counted in the total beneficiary numbers.			

34. WFP is implementing PRRO 200063 in all 34 provinces of the country with recovery activities to improve the longer-term food security, including in the 14 drought-affected provinces. In order to avoid any duplication of relief activities under this EMOP and PRRO, WFP will address the relief needs of the affected population in the 14 drought-stricken provinces exclusively under this EMOP through general food distributions, food for work, cash vouchers, and LNS while all recovery efforts, targeted supplementary feeding and support to tuberculosis patients in these 14 provinces will continue under the PRRO.
35. To avoid potential overlaps of humanitarian interventions, WFP will work only in the provinces and districts where food assistance is not covered by other humanitarian partners and the Government. If there were other minor drought relief requirements outside these 14 provinces, they would be addressed under the relief component of the PRRO. Other relief needs caused by flooding and/or internal displacement would be addressed under the PRRO relief component countrywide. Table 2 illustrates the relief activities implemented under the two WFP operations.

TABLE 2: RELIEF ACTIVITY COVERAGE BY TYPE OF OPERATION AND AREA				
	Drought Relief	Flood and other Disaster Relief	Targeted Supplementary Feeding	Internal Displacement
14 drought-stricken provinces	EMOP	PRRO	PRRO	PRRO
Remaining 20 provinces	PRRO	PRRO	PRRO	PRRO

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

36. In Afghanistan, cereals (mainly wheat) are the staple food. Fruits and vegetables comprise a relatively minor part of the diet. The commodity choices in the WFP rations reflect the food preferences of the population and take into account expected access to food from other sources. The ration will ensure adequate intake of energy, protein and fat, also providing iodine and other micronutrients to vulnerable populations (such as children and women of reproductive health age).
37. Rations for general food distributions and food for work have been harmonised. WFP will distribute a monthly ration of wheat (50 kg),²¹ fortified vegetable oil (3.7 kg), pulses (6 kg) and iodised salt (0.5 kg), which provides 80 percent of total energy requirements (1,652 kcal/per person/day). In addition, nutrition requirements for children under five will be met through 50 g/day of LNS. Table 3 shows rations for each beneficiary category and the nutritional values.
38. The planned voucher value is about 1,400-1,500 Afghanis (US\$29-31)²² per household per month for a six-month period. The voucher can only be redeemed in pre-selected shops for a pre-determined list of basic food commodities. The value of the voucher is the equivalent cost of 50 kg of wheat.²³ This is slightly less than the ration for general food distributions, recognizing that poor urban households have wider coping mechanisms than poor rural households. Vulnerability in urban and semi-urban areas will be monitored closely and the value of the assistance may be reviewed.
39. Reports from the drought-affected areas indicate an increase in the numbers of acutely malnourished children as well as pregnant and lactating mothers. These people will be incorporated into the targeted supplementary feeding activity (CMAM), which WFP is already undertaking in these areas in cooperation with UNICEF, MoPH and NGO partners under the PRRO²⁴ and alongside the food supplements in this EMOP.
40. The total food and voucher requirements for the EMOP are summarized in Table 4 and are in detailed by province in Annex IV.

²¹ National capacity to produce fortified wheat flour for general distribution is currently not sufficient.

²² According to the EFSA, commodity prices are higher in districts than in urban centres. The official United Nations Exchange Rate, as of November 2011, is AFN 47.97 to US\$1.

²³ This voucher value is in line with the value of vouchers distributed under PRRO 200063 . The slightly lower transfer value for urban areas compared to rural areas recognizes the wider coping mechanisms for poor urban households and also that an equal transfer could create a higher risk of triggering migration from rural areas to the urban centres. Vulnerability in urban and semi-urban areas will be monitored closely and the value of the assistance may be reviewed.

²⁴ The children with moderate acute malnutrition under the PRRO supplementary feeding programme receive ready-to-use food (e.g. Plumpy'Sup®) 92g/child/day for 2-3 months.

TABLE 3: DAILY FOOD RATION/TRANSFER BY ACTIVITY (g/PERSON/DAY)				
Commodity Type/ Cash Voucher	Supplement for children < 5 (g/person/day)	GFD (g/person/day)	FFW (g/person/day)	Voucher
Lipid-based nutrient supplement	50			
Wheat		379	379	
Vegetable oil		28	28	
Pulses		45	45	
Salt		4	4	
Vouchers				US\$0.17/ person/day (US\$30/family/month)
Kcal/day	260	1652	1652	
% kcal from protein	10	14.0	14.0	
% kcal from fat	58	18.6	18.6	

TABLE 4: TOTAL FOOD AND CASH VOUCHER REQUIREMENTS	
Activity	Total
GFD/FFW (6 months)	62 549 mt
GFD/FFW (2 months)	24 080 mt
LNS through GFD (6 months)	3 867 mt
Subtotal food	90 496 mt
Vouchers (6 months)	US\$7 578 540

IMPLEMENTATION ARRANGEMENTS

Participation

- WFP will organise primary, secondary and tertiary transport of food commodities to the affected communities. Distributions will be at locations that are easily accessible for women. Heads of households receiving cash vouchers will be identified using registration cards. For cultural reasons, women in the northern provinces are more likely to be represented on CDCs and shuras for beneficiary selection than in other parts of the country.

Partners

42. WFP will work with a variety of governmental counterparts, CDCs, shuras and NGOs. WFP's main government partners include MAIL, MRRD, ANDMA and MoLSAMD for voucher-based activities.
43. At the national level, the joint government-WFP steering committee oversees programme design, ensuring humanitarian activities are in line with national emergency response priorities. A technical committee set up for relief interventions, including general food distributions and food for work, will continue to coordinate both PRRO and EMOP interventions at the central level. Provincial departments and district administrators will be involved in field-level implementation in close cooperation with the WFP area offices in Mazar-e-Sharif, Herat, Faizabad and Kabul. At the community level, CDCs and shuras identify the most vulnerable households and ensure their participation in drought relief activities. Cooperation with NGO partners and others will be coordinated under the FSAC.

Capacities

44. WFP has an extended field presence through well-established area offices, which bring WFP closer to beneficiaries, overseeing the implementation of the EMOP. WFP staff capacity is reinforced by project assistance teams (PATs), which have been engaged under commercial contracts. PATs are able to operate in areas that are not accessible for United Nations staff. In implementing activities, WFP signs field-level agreements (FLAs) with partners to formalise the partnership and implementation arrangements.
45. For its on-going voucher activities under the PRRO, WFP has signed agreements with banks for the encashment of vouchers and with traders for the redemption of commodities. WFP will draw on this experience.

Non-food inputs

46. A limited amount of non-food inputs will be required for the implementation of the EMOP, mainly the tools for food-for-work activities.
47. To respond to the changes in food access and availability at the household level in the most appropriate manner, an intensive food security and markets monitoring system is being expanded and enhanced. WFP vulnerability analysis and mapping (VAM) will revise the existing food security and market field data collection methods and implement them through WFP area offices, PATs and other partners. This will improve information for programmes both in the drought-affected 14 provinces and elsewhere in the country. To strengthen the capacity of the field staff in market and food security data collection, WFP staff in area offices, PATs and other partners will be trained. Furthermore, the WFP VAM unit will enhance its technical expertise in remote sensing and data analysis, with communications and data-processing equipment of its partners upgraded, at both field and central levels.

Procurement

48. WFP purchases commodities for Afghanistan from neighbouring countries, mainly Kazakhstan, Russia and Pakistan.²⁵ There are four main entry points for regionally-

²⁵ Flooding in Pakistan is likely to have a negative impact on the food imports from Pakistan.

purchased commodities: Peshawar and Quetta (Pakistan), Thurgundi (border with Turkmenistan) and Hairaton (border with Uzbekistan).

49. Limited quantities of food have been purchased under Afghanistan's Purchase for Progress (P4P) programme, predominately in the areas that are now stricken by drought. Hence, the scope for P4P activities for this EMOP will be extremely limited, if at all possible.
50. WFP corporate quality control measures are designed to ensure appropriate quality standards irrespective of the procurement modality. WFP food purchases (local, regional, or international) are inspected by reputed inspection companies prior to shipment and distribution. The food is examined upon arrival and at various points along the supply chain.

Logistics

51. WFP plans to procure most EMOP commodities from international and regional markets, to be delivered through two main supply corridors. Regional purchases of cereals will primarily be transported through the Hairaton corridor, serving all northern and central provinces. The Pakistan corridor, using the Karachi ports as a point of entry, will be used for all international purchases of non-cereal commodities, as well as the residual cereal purchases. Two logistics hubs in Peshawar and Quetta will serve as transit points where WFP manages seven warehouses with a total capacity of 72,000 mt. In Afghanistan, WFP utilises both commercial transporters and its own fleet of 148 trucks to deliver food from its warehouses to distribution points and co-operates with counterparts and commercial partners to ensure safe delivery.

PERFORMANCE MONITORING

52. A logical framework has been prepared in line with the WFP strategic results framework and draws upon WFP's existing monitoring capacity in Afghanistan. Under PRRO 200063, a monitoring and evaluation (M&E) system has been established to ensure monitoring functions provide up-to-date information on the implementation of activities. The established monitoring mechanisms will be utilized to monitor the EMOP, with some capacities augmented to ensure adequate capacity is in place, particularly in areas inaccessible due to insecurity.
 53. Output monitoring will be the responsibility of WFP technical units in Kabul in charge of implementing activities for GFD, FFW, cash vouchers, and LNS. The data collected is reviewed in the area offices and entered into the M&E database, allowing area offices and the country office to monitor progress and achievements on output indicators, including beneficiaries reached, amount of food distributed and physical outputs achieved.
 54. Outcome measurement will be the responsibility of the M&E unit in Kabul, which will organize representative surveys and collect information from WFP counterparts and implementing partners.
 55. To reflect the opinions of female beneficiaries more accurately, additional female monitors and interviewers will be recruited to assist in performance monitoring.
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56. The M&E work will be supported by PATs, which will undertake, on behalf of WFP and under the supervision of WFP area offices, some of the traditional programming functions in areas where access for WFP staff is limited.
57. WFP will conduct baseline and follow-up surveys. Outcome data will be collected in various ways, such as through interviews at household and community levels, representative surveys, and discussion groups, and also from government ministry reports. In September 2012, the EMOP will be evaluated.

HAND-OVER STRATEGY

58. Based on indications from initial crop assessments and precipitation reports in 2012, the need for emergency assistance will be reassessed, and activities may be adjusted to focus on strengthening beneficiaries' livelihoods.
59. WFP will work closely with the Government and other partners to optimize the existing surveillance systems, including weather, market surveillance, for improved emergency preparedness and response. This will include assistance in beneficiary targeting, logistics and food distributions. WFP, in cooperation with other United Nations agencies and donors, will continue to assist the MAIL to set up a strategic grain reserve to enable the Government to address such disasters.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

60. *Contextual risks:* Long-term forecasts indicate, with more than 50 percent likelihood, that autumn precipitation will be below-normal and that autumn and winter temperatures will be above-normal. This would mean a lack of water for wheat planted in the autumn and also a lack of ground water in the spring (as much of the snow may have melted during the winter) which would negatively affect production of the irrigated wheat crop. Thus a second year of drought and low crop yields in some parts of the country is probable and there may be a need for continuation of food assistance beyond October 2012.
61. WFP's risk assessment and preparedness planning will rely on information from a surveillance system that is being strengthened under this EMOP. This system will provide market and weather forecasts that will enable WFP and partners to respond accordingly. WFP will continue to support to the Central Statistics Office (CSO) to proceed with the implementation of quarterly national risk and vulnerability assessment (NRVA) exercises. WFP is also an active member of the Early Warning Working Group, set up under the FSAC, to monitor the weather and market conditions.
62. *Programmatic risks:* WFP does not foresee any significant changes in the operating environment in Afghanistan, which is one of chronic instability. The existing conditions and insecurity limits the humanitarian space and the ability to reach the most food-insecure populations. Limited local capacities in some areas may lead to delays in implementation. WFP has introduced specific measures for assessment, programme activities, distributions, and M&E to remain operational in this environment. WFP is providing technical assistance in establishing the Government's strategic grain reserve, which will be a vital buffer against grain shortages in the market. WFP publishes monthly

market price bulletins for commodities in the major urban centres but market analysis mechanisms need to be strengthened in cooperation with the Government and partners to refine the humanitarian responses.

63. *Institutional risks*: The highest WFP threat is collateral damage; lesser threats include complex and suicide attacks, and food diversion by criminals or local officials. Monitoring and investigation could put staff at risk (see “Security considerations” below). Adequate funding is required to achieve the objectives of the EMOP and WFP will ensure that adequate information on humanitarian activities is available to donors and the media.

SECURITY CONSIDERATIONS

64. The handover of security responsibilities from international forces to the Afghan National Security Forces is currently underway in Afghanistan in four municipalities (Hirat, Mazar-e-Sharif, Lashkargah and Mehterlam) and three provinces (Bamyan, Panjsher and Kabul). Hirat and Mazar-i-Sharif experienced high-profile attacks in the aftermath of their transitions. In the context of multiple insurgent groups operating throughout the country, and within these provinces, the humanitarian community faces enormous challenges to access certain areas that are in need.
65. The United Nations in Afghanistan monitors significant incidents that can have an impact on the United Nations either directly or indirectly, of which the main categories are armed clashes, improvised explosive device detonations and stand-off attack. As of the end of August 2011, the average monthly number of incidents for 2011 was 2,108, a 39 percent increase compared with the same period in 2010.²⁶
66. The response of United Nations agencies follows a “stay and deliver” approach, while increasing the degree of protection given to staff through, for example, the provision of armed guards and staff movements by armoured vehicles. The cost of these protective measures is high and the restrictions imposed upon normal field operations are considerable.

²⁶ United Nations General Assembly Security Council Report of the Secretary General, ‘The Situation in Afghanistan’, 21 September 2011, page 1.

RECOMMENDATION

67. The Executive Director and Director-General of FAO are requested to approve the proposed Afghanistan EMOP “Relief food assistance for drought-affected populations in northern Afghanistan” 200366.

APPROVAL

.....
Josette Sheeran
Executive Director
United Nations World Food Programme

Date:

.....
Jacques Diouf
Director-General
Food and Agriculture Organization of
the United Nations

Date:.....

ANNEX I-A

PROJECT COST BREAKDOWN			
Food ²⁷	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	71,951	21,693,223	
Pulses	8,490	3,840,971	
Oil and fats	5,468	7,268,274	
Mixed and blended food	3,866	13,977,294	
Others	720	60,345	
Total food	90,496	46,840,107	
Cash transfers			
Voucher transfers		7,578,540	
Subtotal food and transfers			54,418,647
External transport			8,418,479
Landside transport, storage and handling			18,071,951
Other direct operational costs			7,646,269
Direct support costs ²⁸ (see Annex I-B)			19,894,474
Total WFP direct costs			108,449,820
Indirect support costs (7 percent) ²⁹			7,591,487
TOTAL WFP COSTS			116,041,308

²⁷ This is a notional food basket for budgeting and approval. The contents may vary.

²⁸ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

²⁹ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	5,025,317
International general service staff	0
Local staff - national officers	751,335
Local staff - general service	3,768,873
Local staff - temporary assistance	0
Local staff – overtime	52,181
Hazard pay and hardship allowance	1,353,148
International consultants	331,200
Local consultants	0
Non staff HR: UNV	0
Commercial consultancy services	0
Staff duty travel	999,679
Subtotal	12,281,733
Rental of facility	489,432
Utilities general	467,581
Office supplies and other consumables	535,418
Communications and IT services	506,550
Equipment repair and maintenance	94,436
Vehicle running cost and maintenance	168,862
Office set-up and repairs	1,570,169
UN organization services	82,400
Subtotal	3,914,848
Vehicle leasing	10,200
TC/IT equipment	603,625
Local security costs	3,084,068
Subtotal	3,697,893
TOTAL DIRECT SUPPORT COSTS	19,894,474

ANNEX II – AFGHANISTAN EMOP 200366: LOGICAL FRAMEWORK SUMMARY

Results Hierarchy	Performance Indicators	Risks, Assumptions
Strategic Objective 1: Save Lives and Protect Livelihoods in Emergencies Goal: Support conflict and disaster-affected people, IDPs and other vulnerable groups, whose food and nutrition security has been adversely affected by shocks		
Outcome 1.1: Adequate food consumption over assistance period reached for targeted drought affected households	1.1.1 Household food consumption score Target: Food consumption score exceeds 21 for target households 1.1.2 Prevalence of low mid-upper arm circumference (MUAC) among children under 5 Target: Low MUAC prevalence stabilized for 80 percent of projects	Inaccessibility of the target areas due to insecurity Lack of accurate nutrition data to measure nutritional outcome indicators Food scarcity in the markets due to drought caused by poor harvest Cash voucher may attract beneficiaries that do not qualify, success will depend on good beneficiary targeting Projects can may draw individuals pursuing their own political and/or economic interests
Output 1.1: Food commodities and vouchers distributed in sufficient quantity and quality to targeted women, girls and boys under secure conditions	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food by category and as percentage of planned figures: Target - Total: 2,386,730 (Males 1,217,232, Females 1,169,498) Target - GFD/FFW 2,134,110 (Males 1,088,396, Females 1,045,714) Target - Blanket LNS distribution: 430,000 (Boys 219,300, Girls 210,700) Target - Cash Voucher 252,620 (Males 128,836, Female 123,784) ➤ Tonnage of food distributed, by type as % of planned distribution Target - GFD/FFW: 86,628 mt Target - Blanket LNS: 3,867 mt ➤ Monetary value (US\$) of vouchers distributed to women and men Target: US\$7,578,540 ➤ Percentage of security incidents decrease 	Availability and timely delivery of food and vouchers Availability and sufficient capacity of cooperating partners

Strategic Objective 2: Prevent Acute Hunger and Invest in Disaster Preparedness and Mitigation Measures Goal: Strengthen the capacity of the government to prepare for, assess and respond to acute hunger arising from disasters		
Outcome 2.1: Food security monitoring systems; in place and enhanced with WFP capacity development support	2.1.1 Disaster preparedness index Target: Index reached at or greater than 7	Adequate and credible structures are in place
Output 1.1: Disaster mitigation measures set into place with WFP capacity development support.	➤ Food security monitoring system is developed and partners are trained in its application and maintenance. Target: Food security monitoring system in place for the 14 affected provinces.	

ANNEX III: NATIONAL CEREAL BALANCE SHEET AS OF 1 SEPTEMBER 2011 ('000s MT)³⁰

	Irrigated Wheat	Rain-fed Wheat	ALL Wheat	Rice	Maize	Barley	Total Other Cereals	Potato Cereal Equiv. (ii)	Total
1. Domestic availability (A+B)	2,917.0	339.0	3,316.0	452.0	301.5	305.5	1,059.0	37.5	4,412.5
A. Domestic production	2,917.0	339.0	3,256.0	450.0	301.0	305.0	1,056.0	37.5	4,349.5
B. Stocks Available in country (i)			60.0	2.0	0.5	0.5	3.0	0.0	63.0
2. Total utilization (C+D+E+F+G)	647.0	170.0	5,224.0	516.0	301.0	305.0	1,122.0	37.5	6,383.5
C. Food use			4,346.0	462.0	54.0	27.0	543.0	27.5	4,916.5
D. Feed use	0.0	0.0	0.0	0.0	191.0	202.0	393.0	0.0	393.0
E. Seed requirement	209.0	119.0	328.0	22.0	11.0	30.0	63.0	5.0	396.0
F. Post-harvest losses	438.0	51.0	489.0	32.0	45.0	46.0	123.0	5.0	617.0
G. Stock build-up (Strategic Reserve)			61.0	0.0			0.0	0.0	61.0
3. Surplus/Deficit (1-2)			-1,908.0	-64.0	0.5	0.5	-63.0	0.0	-1,971.0
4. Import requirement (+3)			1,908.0	64.0	-0.5	-0.5	63.0	0.0	1,971.0
5. Total Anticipated Imports (H+I+J)			1,754.0	5.0	0.0	0.0	5.0	0.0	1,759.0
H. Anticipated commercial imports and Gov bilateral Aid			250.0	5.0			5.0		255.0
I. Private Sector Commercial Imports			1,500.0				0.0		1,500.0
J. Non-Gov. Anticipated Food Aid Imports (Pledged and on the way)			4.0				0.0		4.0
6. Uncovered deficit (4-5)			-154.0				-58.0		-212.0

(i). Stocks estimates for rice, barley and maize; (ii) Potato harvest estimated at 150,000 mt a decrease from the historical data of 280,000 mt, the potato harvest is converted to cereal equivalent at the rate of 4kgs potato to 1 kg of cereal

ANNEX IV: FOOD ASSISTANCE NEEDS: POPULATION, BENEFICIARIES, FOOD AND CASH NEEDS, BY PROVINCE

Province	Projected Population 2011/12	Severely affected food-insecure population	Number of WFP Beneficiaries					WFP Food and Cash Requirements				
			GFD & FFW for 6 months *	C&V for 6 months**	Total for 6 months	6-59 months children received LNS for 6 months	Additional Population (2 m'ths)***	C&V Cash (6 months) US\$	Additional LNS for <5 through GFD (6 months) mt	GFD & FFW Food (6 months) mt	Additional Food (2 months) mt	Total WFP FFW & GFD mt
Baghlan	850,400	65,000	0	0	0	11,698	64,988	0	105	0	1,304	1,409
Bamyan	420,100	56,700	0	0	0	6,372	35,399	0	57	0	710	767
Badakhshan	892,700	145,100	0	0	0	20,616	114,533	0	186	0	2,298	2,484
Takhar	920,400	263,000	146,997	0	146,997	47,496	116,872	0	427	8,849	2,345	11,621
Kunduz	936,700	132,900	0	41,467	41,467	23,920	91,420	1,244,018	215	1037	1,834	3,086
Samangan	363,600	135,100	21,155	0	21,155	15,176	63,158	0	137	1,274	1,267	2,678
Balkh	1,218,500	667,700	389,205	155,231	544,437	113,315	85,088	4,656,938	1,020	27,311	1,708	30,039
Saripul	524,600	146,300	0	17,093	17,093	19,942	93,696	512,796	179	427	1,880	2,486
Ghor	648,700	166,700	59,449	0	59,449	25,736	83,531	0	232	3,579	1,676	5,487
Daykundi	432,800	47,100	0	0	0	9,099	50,550	0	82	0	1,015	1,097
Jawzjan	504,300	112,500	0	12,000	12,000	16,635	80,414	360,000	150	300	1,614	2,064
Faryab	934,600	224,300	80,510	15,457	95,967	35,343	100,385	360,000	318	5,233	2,015	7,566
Badghis	465,800	95,100	0	11,370	11,370	17,117	83,722	341,112	154	284	1,680	2,118
Hirat	1,745,200	373,100	236,795	0	236,795	67,147	136,245	0	604	14,255	2,734	17,593
Total	10,858,400	2,630,500	934,111	252,619	1,186,730	429,612	1,200,000	7,578,564	3,867	62,549	24,080	90,496

Notes

* All targeted drought-affected households will receive GFD food ration for 3 months, which assumed that 50% of them will be switched to FFW and remaining 50% will continue under GFD for another 3 months.

** WFP has cash and voucher activities where markets are functional and the targeted households may receive GFD of 50 kg wheat for initial three-month period.

*** Government will provide assistance to 1.2 million beneficiaries proportionately distributed to assessed needs across all districts of the country. Government three-month ration is equivalent to 4 months of WFP's ration. WFP will cover the Government beneficiaries for another 2 months so that all affected households receive on average 6 months of assistance.

ANNEX V - LIST OF ACRONYMS

ANDMA	Afghanistan National Disaster Management Authority
CAP	Consolidated Appeal Process
CDC	Community Development Council
CMAM	community-based management of acute malnutrition
CSO	Central Statistics Office
DCC	Drought Coordination Cell
EFSA	emergency food security assessment
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FFW	food for work
FLA	field-level agreement
FSAC	food security and agriculture cluster
GFD	general food distribution
LNS	lipid-based nutrient supplements
LTSH	landside transport, storage and handling
MAIL	Ministry of Agriculture Irrigation and Livestock
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MRRD	Ministry of Rural Rehabilitation and Development
mt	metric tons
NGO	non-governmental organization
NRVA	national risk and vulnerability assessment
OCHA	Office for the Coordination of Humanitarian Affairs
P4P	Purchase for Progress
PAT	programme assistance team
PRRO	protracted relief and recovery operation
VAM	vulnerability analysis and mapping
WASH	water, sanitation and hygiene
WFP	United Nations World Food Programme

ANNEX VI – MAP

