

## Protracted Relief and Recovery Operation – Afghanistan 200447

<b>Assistance to Address Food Insecurity and Undernutrition</b>	
Number of beneficiaries	3,663,779
Duration of project	36 months (1 January 2014 – 31 December 2016)
WFP food tonnage	323,299
<b>Cost (United States dollars)</b>	
WFP food transfer cost	174,237,208
WFP cash & voucher transfer cost	31,716,000
Capacity Development & Augmentation	1,926,000
<b>Total cost to WFP</b>	<b>496,965,796</b>

## EXECUTIVE SUMMARY

The operating landscape in Afghanistan will become increasingly challenging over the medium term as international troops withdraw, foreign aid levels decline, and presidential and parliamentary elections are contested. Growing insecurity resulting from these pivotal transitions could further impede humanitarian access to a third of the population – 8.8 million people – that is food-insecure and experiences high levels of undernutrition due to protracted conflict, frequent natural disasters, low development, weak institutional capacities and volatile food prices. Food insecurity and undernutrition must be addressed to respond to humanitarian needs and promote economic growth and stability in the country.

The 2012 Country Portfolio Evaluation confirmed the relevance, alignment and programming of WFP's activities in Afghanistan. Protracted relief and recovery operation 200447, with the overall objective of enhancing food security and nutrition among the most vulnerable populations, responds to the recommendations of the evaluation and other assessments. The operation will support up to 3.7 million beneficiaries in over 180 districts where food insecurity prevalence is above 30 percent and undernutrition is high while maintaining country-wide emergency response capacity and ensuring beneficiary protection and women's participation. Through advocacy and leveraging of capacity development support, WFP will seek to indirectly address the needs of the remaining 5.1 million food-insecure. To pro-actively manage access, capacity, anticipated above-normal support costs and challenges posed by insecurity and a complex operational environment, WFP has adopted principles of simplicity in design and implementation, accountability to stakeholders, flexibility to realign interventions, and effectiveness of delivery and monitoring.

Conflict- and disaster-affected populations and households experiencing acute economic stresses will be assisted through food, voucher or cash transfers and undernutrition will be addressed through targeted supplementary feeding programmes for children and pregnant and lactating women. Physical and natural assets creation will support recovery of communities, families and individuals. Support to primary and secondary schools will aim to increase enrolment and attendance of pupils and transfer income to beneficiary households while targeted training to provide vocational skills among adults will also be pursued. These activities will be complemented by appropriate targeted capacity development initiatives.

This operation was planned in consultation with the Government, United Nations agencies, bilateral donors, international financial institutions, non-governmental organizations, private sector partners and beneficiaries. It is aligned with WFP Strategic Objectives 1, 2 and 4 and will primarily contribute to Millennium Development Goals 1 and 4. At the country level, it supports the priorities of the Country Strategy Document and is aligned with the United Nations Development Assistance

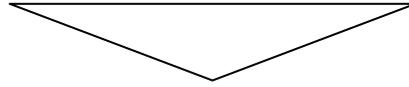
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Framework (2010 – 2013)<sup>1</sup> and relevant recovery-related components of National Priority Programmes.

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<sup>1</sup> The UNDAF has been extended for one year pending completion of a Common Country Assessment (CCA) that will set priorities to guide future engagement and coordinated programming.

## DRAFT DECISION\*



The Board approves the proposed protracted relief and recovery operation Afghanistan (No. 200447) “Assistance to Address Food Insecurity and Undernutrition” [(document reference: e.g. WFP/EB.2/2012/9-C/4)].

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## SITUATION ANALYSIS

### Context

1. The 27 million people of Afghanistan<sup>2</sup> live in a challenging conflict-ridden, natural disaster-prone environment. Attacks on Government installations, targeted assassinations and high-profile incidents against international military and civilian facilities continue despite the presence of a United Nations-mandated International Security Assistance Force (ISAF). The deteriorating security situation resulted in 480,000 Internally Displaced Persons (IDPs) in 2012 with this projected to rise to 700,000 by the end of 2013.<sup>3</sup> Although approximately 5.7 million refugees returned to Afghanistan from 2001 to 2012, 2.7 million still live in exile in neighbouring countries and over 170,000 are expected to return in 2013.
2. The prospects for stable security conditions look bleak as ISAF prepares to withdraw by the end of 2014 and hand over national security to the Government. Indications are that the 'international' profile of the United Nations will become increasingly visible and attractive to insurgent attacks. The April 2014 presidential election build-up, and potentially disputed results, could also intensify violence which may be sustained through the 2015 parliamentary election cycle.
3. Compounding the fragile security context is the country's susceptibility to recurring natural hazards and disasters (i.e. earthquakes, droughts, floods, landslides and avalanches) that affect some 250,000 people annually.<sup>4</sup> Eight droughts and dozens of floods have occurred in the last 12 years. In addition to seasonal stresses, Afghanistan is also exposed to severe climatic shocks. In 2011/12, over 2.6 million severely drought-affected people in 14 provinces required assistance to avert hunger and malnutrition.
4. Economic growth in the past decade has largely been driven by foreign assistance amounting to USD\$ 70 billion.<sup>5</sup> Despite this, socioeconomic indicators remain poor. Per capita income is only US\$ 595<sup>6</sup> and the Human Development Index (HDI) ranks Afghanistan 176<sup>th</sup> out of 186 countries.<sup>7</sup> Thirty six percent of Afghans live below the poverty line, and over half of the population is at serious risk of falling into poverty.<sup>8</sup> Fifty percent of the workforce is underemployed,<sup>9</sup> particularly in rural areas. Women and girls face socio-cultural barriers to education, healthcare, income generation, ownership of productive assets and other opportunities.<sup>10</sup>

<sup>2</sup> Central Statistics Office, 2012. The population figure has now been revised upward by the CSO to 27.5 million including Kuchis.

<sup>3</sup> UNHCR website and Global Appeal 2013.

<sup>4</sup> Afghanistan Common Humanitarian Action Plan 2013.

<sup>5</sup> Economic Update, October 2012, World Bank.

<sup>6</sup> World Bank. April 2013. Afghanistan Economic Update.

<sup>7</sup> UNDP. Human Development Report 2013.

<sup>8</sup> World Bank. July 2010. Poverty Status in Afghanistan: A Profile based on National Risk and Vulnerability Assessment (NRVA) 2007/08.

<sup>9</sup> ILO, Afghanistan: Time to move to Sustainable Jobs – Study on Employment in Afghanistan, 2012.

<sup>10</sup> According to the UNDP Human Development Report 2013, the country's Gender Inequality Index (GII) value is 0.714 and it ranks 147 among 148 countries.

5. The education sector faces immense challenges. Only two thirds of boys and less than half of girls of school-going age attend primary school. Even fewer, 42 and 23 percent respectively, go on to attend secondary school.<sup>11</sup> Gender disparity, which varies significantly across regions, is higher, and net primary attendance rates significantly lower in districts with food insecurity prevalence greater than 30 percent. Quality of education services varies considerably and basic standards, including those for school feeding, are often lacking. Worse, 87 percent of women and girls are illiterate, the lowest female literacy rate in the world,<sup>12</sup> which restricts employability.
6. Six million Afghans have no access to health services,<sup>13</sup> only 57 percent use improved drinking water, and just 29 percent access improved sanitation facilities.<sup>14</sup> The mean life expectancy is 46 years,<sup>15</sup> under-five mortality stands at 102 deaths per 1,000 live births,<sup>16</sup> and the maternal mortality rate is 460 deaths per 100,000 live births.<sup>17</sup> Functioning healthcare facilities and skilled staff are lacking, and in some areas non-existent.<sup>18</sup>

### **The Food Security and Nutrition Situation**

7. Between 2007/08 and 2011/12, food insecurity increased from 29 percent to 33 percent of the population or 8.82 million people.<sup>19</sup> An estimated 9 percent of the population is very severely food-insecure, 11 percent severely food-insecure and 13 percent moderately food-insecure.<sup>20</sup> Of the 8.82 million food-insecure, over 5 million, including 1.1 million children under five years of age, lack appropriate and adequate dietary quality and quantity. Over the same period, food insecurity in urban areas increased from 31 to 35 percent. Food insecurity has both geographic and seasonal variations: it is most prevalent in the northeast, central highlands and southwest regions and particularly acute during the winter and spring lean seasons.
8. Poverty, displacement, high unemployment and underemployment, dependence on subsistence agriculture and price fluctuations in key food commodities are key drivers of food insecurity. Wheat flour and wheat prices have risen by 20 percent and 10 percent respectively, since January 2013, reflecting rising global prices in Afghanistan's generally well-developed, integrated and competitive domestic markets, especially in urban areas, which provide scope to deliver food assistance using different transfer modalities. Although the country achieved near self-sufficiency in cereal production of 6.32 million metric tons (mt) in 2012, the second best in 35 years, post-harvest losses remain high and household food security cannot be guaranteed due to a

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<sup>11</sup> Preliminary results of National Risk and Vulnerability Analysis (NRVA) 2011/12.

<sup>12</sup> UNDP Website.

<sup>13</sup> UNFPA. Annual Report 2010/11.

<sup>14</sup> CSO/UNICEF, 2010-11. Afghanistan Multiple Indicator Cluster Survey, 2010-11 (AMICS 2010-11)

<sup>15</sup> Life expectancies could vary between 61.5-64.2 years for females and between 61.7-63.6 years for males (AMS 2010).

<sup>16</sup> Ibid.

<sup>17</sup> Findings should be interpreted with caution due to differing methodologies and high rates of underreporting: Afghanistan Mortality Survey 2010 and Afghanistan Multiple Indicator Cluster Survey, 2010-11

<sup>18</sup> There is particularly a lack of female health practitioners, especially in rural areas. In most areas, women are only allowed to see female healthcare workers.

<sup>19</sup> NRVA 2011/12 preliminary results. Other sources of food security data are: (i) WFP Kabul. 2012. Trend Analysis of food insecurity prevalence between 2007/08 and 2011/12, frequency and severity of natural disasters and environmental degradation between 1951 and 2010, and the probability of occurrence of droughts and floods from 2011 to 2015. (ii) Islamic Republic of Afghanistan. WFP and Food Security and Agriculture Cluster. November 2012. Drought Impact Emergency Food Security Assessment in Fourteen Provinces of Afghanistan. Second Report.

<sup>20</sup> According to NRVA 2011/12 preliminary results, food insecurity was based on caloric intake, with households consuming less than 2,100 Kcal/person/day considered food insecure; <1,500 calories per person/day classified as very severe; 1,500 to 1,800 Kcal/person/day as severe and 1,800 to 2,100Kcal/person/day as moderately food-insecure.

lack of physical and economic access, inadequate food utilization, and unstable food availability caused by conflict, recurring natural disasters, land degradation and continued dependence on rain-fed agriculture.<sup>21</sup> The rural poor, women and children, IDPs and returnees, and destitute urban dwellers are most at risk of food insecurity.

9. Undernutrition is alarmingly high in Afghanistan.<sup>22</sup> Recent district-level estimates of global acute malnutrition (GAM) ranging from 2.8 percent to 17 percent<sup>23</sup> confirm previous findings indicating a national rate of 8.7 percent.<sup>24</sup> Stunting and underweight in children under five years of age are 60.5 percent and 37.7 percent, respectively.<sup>25</sup> Micronutrient deficiencies among these children also warrant concern: 72 percent are iodine and iron-deficient,<sup>26</sup> and 34 percent anaemic.<sup>27</sup> The nutritional situation of women of reproductive age (15 to 49 years) is equally serious: 21 percent are underweight, 72 percent iodine-deficient and 48 percent iron-deficient.<sup>28</sup> Anaemia prevalence among non-pregnant women is 21 percent compared to 16 percent for pregnant women.<sup>29</sup>

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<sup>21</sup> World Bank. April 2013. Afghanistan Economic Update. Opium, Afghanistan's single most important cash crop, has significant implications for the food security of rural, poor households. The production of 3,700 tons in 2012 amounts to 3.3 percent of GDP in farm-gate value or 7.8 percent in export value.

<sup>22</sup> Although most nutrition data is dated, there is no reason to expect that the nutrition situation has improved but more likely that it may have even deteriorated in vulnerable areas. A new national nutrition survey is being carried out in 2013, which will also report on micronutrient status.

<sup>23</sup> The WHO 2000 classification of nutrition situations refers to GAM >15% as a critical situation ; district level surveys carried out by NGOs in 2011/12 found GAM rates between 2.8 percent and 17 percent..

<sup>24</sup> MoPH/CDC/UNICEF National Nutrition Survey, 2004/05

<sup>25</sup> MoPH/CDC/UNICEF National Nutrition Survey, 2004/05

<sup>26</sup> MoPH/CDC/UNICEF National Nutrition Survey, 2004/05

<sup>27</sup> CSO/MOPH/UNICEF. Afghanistan Multiple Indicator Cluster Survey, 2010 (AMICS 2010)

<sup>28</sup> MoPH/CDC/UNICEF National Nutrition Survey, 2004/05

<sup>29</sup> CSO/MOPH/UNICEF. Afghanistan Multiple Indicator Cluster Survey, 2010 (AMICS 2010)

10. Underlying causes of undernutrition are poor infant and young child feeding practices; inadequate food intake and dietary diversity; lack of access to basic services including water and sanitation; and limited hygiene and parental education. Other causes are weak food quality and safety controls and the absence of large-scale micronutrient food fortification and corresponding standards.

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## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT(S) AND OTHERS**

### **Policies, Capacities and Actions of the Government(s)**

11. The Afghanistan National Development Strategy 2008-13 (ANDS) and associated National Priority Programmes (NPPs) are grouped in six Government-led clusters to ensure alignment and coherence.<sup>30</sup> The Government is also finalizing approval of the Afghanistan Food Security and Nutrition Agenda (AFSANA) and Nutrition Action Framework (NAF) as strategic and operational frameworks to address food insecurity and undernutrition. Key food security-related policies and plans include the National Agricultural Development Framework, National Health and Nutrition Policy 2012-2020, National Education Interim Plan 2011-2013, and the National Disaster Management Plan 2010.<sup>31</sup>
12. The Government's National Disaster Management Committee (NDMC) coordinates disaster-related emergency response and a High Level Food and Nutrition Security Steering Committee to oversee implementation of the AFSANA and NAF is under consideration. A Social Protection Working Group (SPWG) has been established to promote cash and in-kind assistance while a joint Government and WFP High Level Steering Committee meets biannually to improve planning, implementation and coordination of WFP activities.<sup>32</sup>

### **Policies, Capacities and Actions of other Major Actors**

13. Humanitarian and development services are provided by about 30 United Nations organizations operating under the 2010-2013 United Nations Development Assistance Framework (UNDAF). The Common Humanitarian Action Plan (CHAP) provides a strategic framework for humanitarian stakeholders, and international financial institutions and donors support the Government through the Afghanistan Reconstruction Trust Fund (ARTF) as well as bilateral programmes.
14. Many international and national non-governmental organizations (INGOs/NNGOs) operate in Afghanistan and have long-standing relationships with communities. The Inter-Agency Standing Committee (IASC) cluster approach enhances operational coordination.
15. WFP and the Food and Agriculture Organization of the United Nations (FAO) co-lead the Food Security and Agriculture Cluster (FSAC), and WFP and the United Nations Children's Fund (UNICEF) co-chair the Inter-Agency Emergency Preparedness Sub-Working Group. WFP plays

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<sup>30</sup> The 6 clusters are security, human resource development, infrastructure development, private sector development, agriculture and rural development and governance.

<sup>31</sup> Some important NPPs are National Comprehensive Agriculture Production and Market Development Program; Health for All Afghans; Education for All; National Rural Access Program and Sustainable Decent Work Through Skills Development and Employment Policies for Job-Rich Growth.

<sup>32</sup> Key WFP counterpart line ministries and agencies participating in the joint committee, which is chaired by the 2<sup>nd</sup> Vice President, are MRRD, MAIL, ANDMA, MoE, MoWA, MoPH, MoRR and MoLSAMD.

a leading role in the FSAC's Cash and Voucher and Disaster Risk Reduction (DRR) Working Groups and is active in the Nutrition and Protection clusters. In addition to United Nations Humanitarian Air Services (UNHAS) supplied under a Special Operation, WFP provides logistics support to the humanitarian community. Other key players in the food security and nutrition sphere are the United Nations Environmental Programme (UNEP), United Nations High Commissioner for Refugees (UNHCR) and the World Health Organization (WHO).

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## **OBJECTIVES OF WFP ASSISTANCE**

16. Based on an analysis of beneficiary needs identified during seasonal livelihood programming consultations, operational challenges and lessons learned, the overall objective of the PRRO is to enhance food security and nutrition among the most vulnerable populations. The specific objectives are to:

- Respond to immediate food security and nutrition needs of conflict-affected IDPs and returnees, natural disaster-affected populations, and persons affected by acute economic stresses (Strategic Objective 1);
- Support the recovery of communities, families and individuals affected by successive shocks (Strategic Objective 2);
- Treat moderately malnourished children under 5 years of age and pregnant and lactating women (PLW) (Strategic Objective 4); and
- Contribute to the learning of primary and lower secondary school pupils and adults, particularly women (Strategic Objective 4).

17. The operation is aligned with WFP Strategic Objectives 1, 2 and 4<sup>33</sup> and will primarily contribute to Millennium Development Goals 1 and 4.<sup>34</sup> At the country level, it supports priorities of the Country Strategy Document (CSD)<sup>35</sup> and is aligned with the United Nations Development Assistance Framework (2008 – 2013) and relevant recovery-related components of NPPs.

## WFP RESPONSE STRATEGY

### Nature and Effectiveness of Food Security-Related Assistance to Date

18. WFP has been present in Afghanistan since the 1960s, providing relief and recovery assistance which has continued over the past three decades of political instability and conflict. Most recently, PRRO 200063 (1 April 2010 – 31 March 2013) targeted approximately 7.6 million people and aimed to enhance the food security and nutritional status of IDPs, disaster-affected people, poor and food-insecure families, school children, illiterate people and tuberculosis (TB) patients and their families. An urban safety net activity utilizing vouchers as general food assistance was implemented as well as capacity development (i.e. promotion of micronutrient fortified foods, formulation of food and fortification standards) through the trust fund-financed Purchase for Progress (P4P) and Government-led strategic grain reserve (SGR) programmes. Budget revisions extended PRRO 200063 up to December 2013.<sup>36</sup>

19. The 2012 Country Portfolio Evaluation (CPE) found the operation relevant to beneficiary needs and aligned with government policies, corporate objectives and plans, and partners' strategies. The successful delivery of assistance to beneficiaries was recognized as a significant accomplishment given the prevailing insecurity and access constraints. Suggested areas to improve effectiveness were:

- Better prioritization of food insecure and malnourished populations and locations;
- Reinforced safety nets focus on recovery activities while retaining emergency response and preparedness capacity;
- Use of the urban safety net pilot project to explore assistance for the urban poor pending development of a national strategy and programme;
- Stronger focus on building national capacity to improve service delivery;
- Strengthening of delivery and monitoring partnerships; and
- Mainstreaming gender and protection issues.

20. Since 2011, WFP has assessed individual programmatic areas which have informed PRRO 200447 planning.<sup>37</sup>

<sup>33</sup> Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies; Strategic Objective 3 – Reduce risk and enable people, communities and countries to meet their own food and nutrition needs; and Strategic Objective 4 – Reduce undernutrition and break the intergenerational cycle of hunger.

<sup>34</sup> Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 2 – Achieve universal primary education; 3 – Promote gender equality and empower women; 4 – Reduce child mortality; 5 – Improve maternal health; and 7 – Ensure environmental sustainability.

<sup>35</sup> WFP Afghanistan Country Strategy Document 2013-16.

<sup>36</sup> PRRO 2000063 Budget Revision 5 (1 April – 31 December 2013) targeted 2.4 million beneficiaries and prioritized life-saving and Disaster Risk Reduction activities in 22 highly food-insecure provinces.

<sup>37</sup> These have covered school feeding (mid-2011 and April 2013); food for training (January 2012); gender and protection (January 2012 and January – May 2013); emergency preparedness (January 2012); monitoring and evaluation (April 2012); and cash and

## Strategy Outline

20. The PRRO strategy is guided by the four key principles adopted from the CSD because of the increasingly complex operating environment and anticipated access and capacity challenges:<sup>38</sup>
- *Simplicity*: in design and execution of interventions including minimization of the number of activities and geographic coverage;
  - *Accountability*: to beneficiaries, partners, donors and other stakeholders through tailored communications and consultations, enhanced partnerships, improved monitoring and timely reporting;
  - *Flexibility*: to reposition and realign activities in an increasingly uncertain and complex environment; and
  - *Effectiveness*: through a ‘depth over breadth’ approach requiring proper targeting, appropriate use of different transfer modalities, and negotiation of sustained access to areas where food insecurity and undernutrition are highest.
21. Transfer modalities will include food, vouchers or cash. Food transfers will constitute the bulk of emergency assistance while cash or voucher transfers will be phased in to replace food transfers for economically-stressed urban populations and vocational training participants in urban areas given the increasing availability of financial, communications and payment infrastructures. With relatively weaker markets, poor enabling infrastructures and greater insecurity, food transfers are the preferred modality for supporting rural beneficiaries. For school feeding, lack of community ownership and awareness combined with storage and handling issues associated with past in-kind snacks make take-home rations preferable for this activity in the short term. Cash and voucher transfers are expected to increase from some 9 percent of overall beneficiaries in 2014 to 20 percent by 2016. Nutrition interventions will provide specialized nutritious food products, a food basket and micronutrient tablets (MNTs).

### ***Responding to immediate food security and nutrition needs***

22. *General rations*: To ensure adequate household food consumption in life-threatening situations and, as appropriate, to facilitate reintegration, emergency food rations will be provided to conflict-affected IDPs and returnees and natural disaster-affected people. Vulnerable rural and urban populations experiencing acute economic stresses (such as shocks, seasonal food shortages due to unstable food production, lack of diversified livelihoods and income loss) will be supported in the immediate term through food, cash, or vouchers, or a combination as the situation warrants. Able-bodied beneficiaries requiring prolonged assistance will be linked to asset creation activities while those unable to work (for instance disabled persons) will continue to be supported by unconditional transfers.
23. WFP will seek to strengthen the emergency preparedness and response capacities of the NDMC and the Afghanistan Disaster Management Authority (ANDMA) through capacity assessments, simulation exercises and DRR training and will support similar capacity-building for local Community Development Councils (CDCs) and other community groups. WFP will also

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vouchers (July 2012). WFP has also conducted studies on country context, cost of diet, cost of hunger, partnerships, supply chain management, government capacity development and operational effectiveness.

<sup>38</sup> The CSD principles resulted from WFP’s two and a half years of programme assessments which indicated a need to prioritize.

contribute to the programme implementation and coordination capacities of the CDCs and national NGOs through inclusion in project processes. An initial work plan with indicative time-bound outputs and milestones for these and all other PRRO capacity building initiatives has been developed pending finalization during stakeholder consultations.

***Supporting recovery from successive shocks***

24. *Physical and natural assets creation:* Acknowledging the complexity of the operating environment, low-tech agricultural infrastructure, flood protection structures and nurseries will be rehabilitated or created to help communities and food-insecure households affected by successive shocks (floods, localised droughts, soil erosion) recover livelihoods, assets and, to the extent possible, improve resilience to shocks. The activities will utilize a mix of food, cash, and vouchers depending on markets and other circumstances, and will be aligned with beneficiary needs through seasonal livelihood programming.
25. To rebuild sustainable livelihoods and connect to markets, WFP will support the planning and coordination of rural seasonal livelihoods programming at the Ministry of Rehabilitation and Rural Development (MRRD); develop a special operation to finance continued assistance to the SGR programme in the form of food safety and quality control training, procurement and logistics contracting, and knowledge of best foreign management practices; and help develop a national wheat supplier base from among smallholder producers through P4P.

***Treating moderate acute malnutrition through access to appropriate food and nutrition assistance***

26. *Nutrition interventions:* To address the alarmingly high levels of undernutrition, targeted supplementary feeding programmes (TSFPs) utilizing specialized nutritional products will aim to treat moderate acute malnutrition (MAM) in children aged 6-59 months while a food basket and MNTs will support acutely malnourished PLW.<sup>39</sup> A secondary objective of the assistance to PLW is to promote uptake of ante/post-natal care.

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<sup>39</sup> Instead of fortified blended foods, malnourished PLW are treated with fortified wheat flour and vegetable oil, pulses and iodised salt as well as MNTs, as there is a history of blended foods being unacceptable to the population.

27. Given the volatile context and access concerns, WFP will contribute to essential prevention efforts for wasting and stunting, a major concern recognized by strategic reviews, by enhancing government strategic planning and oversight of the multi-sectoral AFSANA and NAF initiatives, and through nutrition-sensitive programming such as the WFP/Global Alliance for Improved Nutrition (GAIN) partnership for national food fortification.<sup>40</sup> Furthermore, WFP will continue engaging in nutrition policy dialogue and advocacy through efforts such as the Cost of Diet, which strengthen understanding of availability and access constraints to nutritious foods, and leverage P4P's support of locally-developed ready-to-use supplementary food (RUSF) whilst promoting sustainability of these prevention activities under the Ministry of Public Health (MoPH)'s Basic Package of Health Services (BPHS). WFP will also continue strengthening the food security analysis capacity of the Central Statistics Office (CSO).

### *Contributing to the learning of children and adults*

28. *Vocational training:* Following individual needs assessments and as part of the vocational skills training program, occupational numeracy and literacy skills integrated with health and nutrition messaging will be provided to adults, particularly women.<sup>41</sup> This will help to improve employability, consistent with government priorities,<sup>42</sup> and encourage participating mothers to adopt improved feeding and care practices to reduce malnutrition emanating from poor food utilization. Participants, mostly from urban areas, will be assisted through food, cash, and vouchers.

29. *School feeding:* WFP will provide take-home rations comprising fortified vegetable oil which is desirable, widely used and easy to transport, for both boys and girls in grades 1 to 6 and girls in grades 7 to 9 in selected public schools. This targeted investment aims to increase enrolment and attendance and reduce dropout rates; narrow gender disparity in secondary schools; and provide income transfer to families of beneficiaries who will also be assisted through complementary WFP activities and by NGO cooperating partners (CP) interventions. The activity will contribute to longer-term resilience and human capital creation.

30. WFP's implementation of the activity will demonstrate its commitment to supporting development of a national school feeding policy and the eventual establishment of a structured programme in Afghanistan. Policy formulation will be led by the Ministry of Education (MoE) and will include relevant government entities and other stakeholders with whom a work plan will be discussed in the second half of 2013 and finalized in the first quarter of 2014.

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<sup>40</sup> UNICEF, a key stakeholder of the NAF and AFSANA initiatives, will be addressing stunting and micronutrient deficiencies through a greater focus on nutrition of adolescent girls and increased collaboration with the WASH sector.

<sup>41</sup> Where possible, WFP will endeavor to link nutrition awareness to physical and natural assets creation activities through partnerships with CPs.

<sup>42</sup> MoLSAMD's Sustainable Decent Work Through Skills Development and Employment Policies for Job-Rich Growth National Priority Program.

## Hand-Over Strategy

31. Viable exit strategies for PRRO 200447 core activities are premature given the uncertain environment that is likely to prevail between 2014 and 2016. However, WFP is committed to developing critical technical and operational capacities of national and sub-national entities to promote ownership and facilitate gradual hand-over consistent with Government priorities. During the operation, the Government will assume full budgetary responsibility for coordination of AFSANA and NAF, WFP will help finalize the school feeding policy, and rural seasonal livelihoods programming capacity will be fully developed within MRRD.

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## BENEFICIARIES AND TARGETING

32. WFP will assist up to 3.7 million people in 184 of Afghanistan's 408 districts<sup>43</sup> where food insecurity prevalence is greater than 30 percent and in districts where GAM rates exceed 10 percent. The findings of the 2011/12 National Risk and Vulnerability Analysis (NRVA) will be the primary basis for geographic and beneficiary targeting. Household targeting by CPs, CDCs and community members will also be based on characteristics of very severely food insecure people derived from the NRVA 2011/12. The trend analysis which triangulated food insecurity prevalence between 2007/08 and 2011/12, frequency and severity of natural disasters and environmental degradation between 1951 and 2010, and the probability of occurrence of droughts and floods from 2011 to 2015 will, as appropriate, be an additional targeting reference. Results of current and future surveys and assessments by WFP and other agencies and consultations with affected communities will be used to refine both geographical targeting and beneficiary numbers. Budget revisions will be explored should significant changes occur.
33. The following activity-specific targeting measures will be used:
34. *General rations*: In coordination with the Ministry of Refugees and Returnees (MoRR), UNHCR and NGOs, IDPs and returnees will be targeted through an interagency assessment tool and supported for two months, with further assistance contingent on re-assessment of their vulnerability. Disaster-affected populations and households experiencing acute economic stresses will be identified during consultation between CDCs, ANDMA, Provincial Disaster Management Committees (PDMCs), MRRD and the International Organization for Migration (IOM).
35. *Physical and natural asset creation*: Based on the results of the trend analysis which triangulated food insecurity prevalence, frequency and severity of natural disasters and environmental degradation, and the probability of occurrence of droughts and floods, communities in 83 districts with convergence of recurring food insecurity and shocks, and likelihood of IDP return or displacement have been prioritized for targeting. Implementation of activities will be based on seasonal livelihood consultations and implemented mainly through INGOs that will be encouraged to work with capable NNGOs.

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<sup>43</sup> Ten of the 408 districts are considered temporary by the CSO.

36. *Nutrition interventions:* Beneficiary caseloads for TSFP interventions will be estimated based on national and provincial GAM rates,<sup>44</sup> district level surveys,<sup>45</sup> and operational reach determined in consultation with the MoPH and other partners. Beneficiaries will be screened in communities for admission at health centres using mid-upper arm circumference (MUAC) measurements. In keeping with global and national standards, MAM children will be discharged from the programme once they reach a MUAC of >125 mm or three months in the TSFP, and acutely malnourished PLW with a MUAC of >230mm will exit once their infant is six months of age.
37. *Vocational training:* The activity will be implemented mainly in urban and peri-urban areas for the very severely food-insecure. It aims for 70 percent of all participants to be women and also targets unemployed youth. Beneficiaries will be selected by CPs and CDCs based on skill gaps and motivation identified through individual needs assessments.
38. *School feeding:* Because of access challenges, this activity will support primary public school children in some 60 of the 78 districts with food insecurity prevalence above 30 percent, below-average net attendance rates and gender disparity less than 1. Additionally, girls in lower secondary grades in targeted schools will receive continued support to help off-set higher drop-out rates and gender disparity. Beneficiary assistance is conditional on attendance. Local education authorities and CPs will validate targeted schools meeting all three criteria within identified districts. An outcome survey will measure the impact of the intervention on assisted schools in food insecure areas.
39. To complement the assistance for the 3.7 million direct beneficiaries, WFP will seek to indirectly support the remaining 5.1 million of the 8.8 million food-insecure by advocating national food security and nutrition objectives in national fora; investing in food security and nutrition systems, coordination and national preparedness for recurrent shocks; leveraging pro-smallholder procurement and nutrition-enhancing capacities of P4P; and contributing to the Government's emergency response and grain price stability through support of the SGR programme.

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<sup>44</sup> Findings from a planned 2013 National Nutrition Survey, disaggregated to the provincial level, will be used when available.

<sup>45</sup> Currently, WFP has findings from district-level NGO surveys in 16 provinces over 2012/12.

**TABLE 1: BENEFICIARIES BY ACTIVITY<sup>46</sup>**

Activity	2014	2015	2016	Total	% Female
<b>General Rations</b>					
Natural disaster affected populations – Food	231,000	238,000	245,000	245,000	49
Conflict affected IDPs and Returnees – Food	294,000	301,000	315,000	315,000	49
Economically-stressed urban populations – Food	245,000	21,000	14,000	245,000	49
Economically-stressed urban populations - Cash/Voucher	301,000	434,000	462,000	462,000	49
Economically-stressed rural populations - Food	840,000	875,000	875,000	875,000	49
Economically-stressed rural populations - Cash/voucher	0	7,000	14,000	14,000	49
<b>Nutrition Interventions</b>					
Targeted SFP MAM children 6-59 months	129,000	141,900	156,090	156,090	49
Targeted SFP acutely malnourished PLW	240,000	264,000	290,400	290,400	69
<b>Training</b>					
Vocational Training – Food	84,000	140,000	14,000	140,000	52
Vocational Training - Cash/voucher	21,000	70,000	266,000	266,000	52
<b>School Feeding</b>					
School Feeding - Take Home Ration; Girls & Boys grades 1-6	552,690	552,690	552,690	552,690	47
School Feeding - Take Home Ration; Girls grades 7-9	107,310	107,310	107,310	107,310	66
<b>Physical and Natural Assets Creation</b>					
Assets Creation - Food	245,000	266,000	273,000	273,000	43
Assets Creation - Cash/voucher	0	7,000	14,000	14,000	43
<b>GRAND TOTAL</b>	<b>3,290,000</b>	<b>3,424,900</b>	<b>3,598,490</b>	<b>3,955,490</b>	<b>51</b>
<b>Adjusted Total</b>	<b>3,079,219</b>	<b>3,202,951</b>	<b>3,369,687</b>	<b>3,663,779</b>	

## **NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS<sup>47</sup>**

40. Wheat will be milled and fortified locally, whenever possible, with a pre-mix containing iron and folate and other vitamins and minerals. Vegetable oil is enriched with vitamins A and D, biscuits with vitamins A, B1, B2, and C, and niacin, folic acid, calcium, iron and zinc. The value of cash or voucher transfers will be regularly reviewed and changed, if necessary, to accommodate price fluctuations in both local commodity and labour costs.
41. The two-month ration for IDPs, returnees and disaster affected populations provides 2,083 kcal per person per day, meeting nearly 100 percent of the recommended daily energy requirement of

<sup>46</sup> Notes: (i) The percentage of female beneficiaries is calculated as a proportion of total beneficiaries, not recipients; (ii) MAM beneficiaries are estimated based on a 6-year review of TSFP achievements showing a consistent 10-11 percent increase in annual numbers of children reached; (iii) PLW recipients are 96,000 (2014), 105,600 (2015) and 116,160 (2016) and nutrition intervention beneficiary numbers are based on a multiplier of 2.5 to allow household sharing; (iv) Asset creation figures were calculated based on the number of food insecure households in areas of recurrent natural disasters and the majority of beneficiaries will be assisted for only one project cycle while a few may benefit over a number of years; and (v) The adjusted total aims to minimize double-counting caused by estimated overlaps of individual beneficiaries participating in more than one activity.

<sup>47</sup> Rations satisfy beneficiary needs and avoid scooping; their calculation also considered the need for efficient packaging in the country's complex operating environment.

2,100 kcal.<sup>48</sup> During the initial days of sudden onset emergencies, beneficiaries will also receive High Energy Biscuits (HEB) for a maximum of 3 days to meet immediate food needs based on initial rapid assessments.

42. Recognizing their access to other food and income sources, urban and rural households undergoing acute economic stresses will receive three months of seasonal support comprising 1,056 kcal per day or 50 percent of their daily food requirements.<sup>49</sup> Where cash or vouchers will be given instead of in-kind food, the value of the transfer will be based on the local market cost of the in-kind food basket, currently equivalent to US\$1.23 per day or US\$ 37.00 per month. The intervention will be planned using the seasonal livelihoods programming approach, which considers variable needs and timing of assistance and could, in reality, transcend the winter and spring lean seasons.
43. The assets creation transfer value is linked to local labour rates and takes into account part-time WFP and Government work-norms.<sup>50</sup> Beneficiaries will work approximately 10 full days per month for six months. The current daily wage rate is approximately US\$ 6.60 but availability of work is sporadic and days worked are unlikely to exceed 10 a month. A total of US\$ 60 per month, per participant, will be transferred so as not to disrupt local labour markets.<sup>51</sup> This transfer also approximately corresponds to the local market cost of the asset creation food basket for a family of seven.
44. On average, MAM children aged six to 59 months will be treated with a ready-to-use supplementary food (Plumpy'sup©) for 90 days while PLW will receive a take-home ration as well as multiple MNTs, starting from the recognition of pregnancy at a health centre through six months of lactation, for an average of 270 days. The PLW food supplement provides 1,680 kcal and micronutrients to reduce the nutrient gap and treat acute malnutrition, and takes into account the likelihood that some part of the ration will be shared within the household.<sup>52</sup>
45. The vocational training ration is set at 1,056 kcal, or roughly half the daily requirement, and will be provided up to 6 months. The ration is intended both as a household supplement and as an incentive for households to release women to attend training courses. Where cash or vouchers will be given, the value of the transfer will be based on the local market cost of the in-kind food basket, currently equivalent to US\$ 1.23 per day or US\$ 37.00 per month.

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<sup>48</sup> These populations are acutely food insecure due to a (severe) shock; the ration thus assumes a need for immediate assistance to meet a 100 percent food gap.

<sup>49</sup> Assistance is provided to fill or supplement a food gap where household capacity to meet requirements is compromised because of seasonal stress, high food prices, etc; the support aims to reduce the need for negative coping strategies.

<sup>50</sup> WFP/Government work-norms require beneficiaries to only work part time, equivalent to approximately 10 full days of work per month. Current wage rates are approximately USD 6.60 per day, or some USD 66 per month for ten days work. The assets creation transfer value, for both cash and voucher transfers, has been set at USD 60.00 per month, per participant, so as not to disrupt local labour markets and also to align with the local market cost of the assets creation in-kind food basket for a family of seven.

<sup>51</sup> The food and cash or voucher ration is a monthly ration (i.e. based on a 30 day month for 6 months) whilst the daily labour estimations are based on a 10 day working month and used as a basis for calculation only to compare rations with work norms and labour rates, etc.

<sup>52</sup> UNHCR, WFP, GNC. 2009. Guidelines for Selective Feeding in Emergencies – Revised; WFP. 2001. Maternal and Child Health and Nutrition (MCHN) Toolkit; GNC. 2011. HTTP: NiE Module 12 Management of Moderate Acute Malnutrition; WHO. 2002. Food and Nutrition Needs in Emergencies.

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46. A monthly take-home ration comprising 4.5 kg of fortified vegetable oil will be provided for 8 months per academic year to public primary school boys and girls and public lower secondary school girls in grades 7 to 9 as an incentive to regularly attend supported schools and has the added benefit of a household income transfer.

**TABLE 2: DAILY FOOD RATION / TRANSFER BY ACTIVITY (gm/person/day)**

	TABLE 2: DAILY FOOD RATION / TRANSFER BY ACTIVITY (gm/person/day)										
	General Ration			Nutrition		Assets Creation		School Feeding		Vocational Training	
<b>Transfer Modality</b>	Food	Food	C/V	Food	Food	Food	C/V	Food	Food	Food	C/V
<b>Activity</b>	Natural Disaster-affected; IDPs & Returnees	Economically-stressed urban & rural	Economically-stressed urban & rural (US\$)	Targeted Supplementary Feeding MAM children 6-59 months	Targeted Supplementary Feeding Malnourished PLW	Livelihood recovery & DRR	Livelihood recovery and DRR (US\$)	Take-home Boys & Girls grades 1-6	Take-home rations Girls grades 7-9	Vocational Training	Vocational Training (US\$)
Wheat	476	238				357				238	
Wheat Flour					333						
Pulses	33	24			67	48				24	
Veg. Oil	35	21			27	35		50	50	21	
Iodized Salt	2	2			3	2				2	
HEB	400*										
RUSF (Plumpy Sup)				92							
MNT					0.5						
Cash/Voucher (US\$/family/day)			0.8				0.29				0.18
<b>Total</b>	<b>566</b>	<b>285</b>		<b>92</b>	<b>430.5</b>	<b>448</b>		<b>50</b>	<b>50</b>	<b>285</b>	
<b>Total kcal/day</b>	<b>2,083</b>	<b>1,056</b>		<b>500</b>	<b>1,630</b>	<b>1,652</b>		<b>443</b>	<b>443</b>	<b>1,056</b>	
Percent Kcal from protein	13	13			13	13				13	
Percent Kcal from fat	20	21			18	22		100	100	21	
Days/year	60	90	90	90	270	180	180	240	240	180	180

\* 400 grams/person/day of biscuits will be provided only during the initial 3 days of sudden onset emergencies, therefore not included in total of daily ration

**TABLE 3: TOTAL FOOD/CASH REQUIREMENTS BY ACTIVITY (MT/USD)**

	General Ration			Nutrition		Assets Creation		School Feeding		Vocational Training		TOTAL
Transfer Modality	Food	Food	C/V	Food	Food	Food	C/V	Food	Food	Food	C/V	
Activity	Natural disaster; IDPs and Returnees	Economically stressed - urban/rural	Economically stressed urban/rural US\$	Targeted Supplementary Feeding MAM children 6-59 months	Targeted Supplementary Feeding Malnourished PLW	Livelihood recovery and DRR	Livelihood recovery and DRR US\$	Take Home Ration: Boys & Girls grades 1-6	Take Home Ration: Girls grades 7-9	Vocational Training	Vocational Training US\$	
Cereals	46,400	61,500			71,496	50,400				10,200		239,996
Vegetable Oil	3,434	5,535			5,720	4,973		19,897	3,863	918		44,339
Pulses	3,248	6,150			14,299	6,720				1,020		31,437
Iodized Salt	232	615			715	336				102		2,000
HEB	1,949											1,949
RUSF (Plumpy Sup)				3,535								3,535
MNT					43							43
Voucher value - US\$			19,314,000				1,080,000				11,322,000	
<b>Total Food - MT</b>	<b>55,263</b>	<b>73,800</b>		<b>3,535</b>	<b>92,273</b>	<b>62,429</b>		<b>19,897</b>	<b>3,863</b>	<b>12,240</b>		<b>323,300</b>
<b>Total C/V – US\$</b>			<b>19,314,000</b>				<b>1,080,000</b>				<b>11,322,000</b>	<b>31,716,000</b>

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## IMPLEMENTATION ARRANGEMENTS

47. WFP is affected by the prevailing security conditions. Armed attacks on commercial convoys and partner missions increased from 6 in 2011 to 19 in 2012.<sup>53</sup> As of February 2013, WFP had direct access to 23 percent of the country and indirect access, through CPs and Programme Assistance Teams (PATs), to all but 8 districts. Many of the areas where food insecurity is high are the same areas where insecurity is highest. Given the increasing volatility of the operating environment, WFP will implement an acceptance-based approach to sustaining access to beneficiaries that incorporates elements of partnership, community outreach and security risk management.<sup>54</sup>
48. WFP will maintain strong linkages with the Government at a strategic and policy level and ensure that all activities are closely coordinated with Government partners to foster alignment and coherence with national objectives. Collaboration with provincial- and district-level line departments and authorities will ensure programme complementarity. WFP will continue transitioning to NGO implementation to improve, over time, efficiency, accountability and effectiveness in operational delivery<sup>55</sup> and third parties will facilitate monitoring in restricted areas. As access improves over time, WFP expects to assist a greater number of beneficiaries.
49. A local communications strategy designed to improve understanding of and support for WFP's mandate and programmes, particularly within target communities, will be implemented. Drawing on the reach of local media, community and religious leaders and WFP's own staff and partners, communications outreach will help enhance transparency, demonstrate effective delivery, and provide beneficiaries with a channel to feed back their own priorities and concerns to WFP.
50. WFP will apply the United Nations Security Management System (UNSMS) Security Risk Management (SRM) policy to identify threats which could affect personnel, assets or operations and WFP's vulnerability to them. The risks will be assessed in terms of likelihood and impact, and prioritized to identify prevention and mitigation strategies.

### Community Participation

51. Projects for assets creation and vocational training will be identified and led by community leaders and members through livelihoods and other consultations with CPs. WFP will seek to maximize the participation of women and other vulnerable groups in community structures as members and leaders through consultations and advocacy. In line with the local communications strategy, the beneficiary feedback hotline piloted in 2012 will be expanded to facilitate greater flow of information between WFP and beneficiaries. Partnership with NGOs having a longstanding presence in communities and linkages with CDCs and other local groups will enhance participation of beneficiaries. Partners and staff will be encouraged to engage communities and beneficiaries in a manner consistent with humanitarian principles and CP's

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<sup>53</sup> WFP Security Information Management and Security Analysis Support Database (SIMSAS).

<sup>54</sup> Access Strategy, WFP Afghanistan, March 2013.

<sup>55</sup> Enhanced Partnership Framework, WFP Afghanistan, March 2013.

PAT monitors and transporters will also be strongly involved in outreach, messaging and feedback.

### **Partnerships**

52. WFP's internal capacity will be reinforced and complemented by continuing development of partnerships with NGOs, appropriate Government ministries and agencies, and United Nations and international agencies such as FAO, UNICEF, UNHCR, UNEP, UNESCO, WHO, IOM and the International Centre for Agricultural Research in the Dry Areas (ICARDA).
53. WFP has signed over 20 memoranda of understanding (MOUs) in preparation for the implementation of activities through INGOs and NNGOs; they define roles and responsibilities as well as adherence to accountability and other commonly accepted standards. WFP will continue building partnerships with competent NGOs as implementation of the PRRO progresses to help assure safe and sustained access to target communities.

### **Procurement and Logistics**

54. Food will continue to be imported through Karachi, Pakistan or procured locally from the pro-smallholder procurement initiative of P4P when cost-effective. Alternate routes through the Iranian port of Bander Abbas and by road and/or rail through Uzbekistan and Kazakhstan will continue to be explored to minimize potential risk of supply disruption.
55. The Logistics Unit in Pakistan will facilitate primary transport from Karachi through Quetta and/or Peshawar to transit points in Afghanistan. Commercial transporters and WFP-operated vehicles will deliver food from the transit points to warehouses in Afghanistan prior to handover to CPs. Food movements are tracked by the Commodity Movement Processing and Analysis System (COMPAS) to ensure accountability.
56. WFP will maintain and gradually replace its current truck fleet to enhance access and ensure operational flexibility; increase armed escorts and convoy movements to guarantee deliveries; work with partners and communities to establish corridors through which the convoys will reach intended destinations; and preposition food in areas expected to be inaccessible during winter. During emergencies, WFP will borrow food stocks and replenish the SGR to reduce lead times.

### **Gender and Protection**

57. WFP's Gender and Protection Strategy<sup>56</sup> responds to issues identified by the CPE and discusses how gender and protection actions will be mainstreamed in PRRO activities; this is further detailed in a draft action plan that will be approved in 2013. Among the planned actions are regular field-level 'do no harm' analysis to identify and address protection issues and use of gender- and protection-based indicators to evaluate implementation of WFP's Gender Policy (2009), Corporate Action Plan (2010-2011), and Humanitarian Protection Policy (2012).

### **Cash and Voucher Transfers**

58. Cash and voucher-based activities will benefit from existing systems for beneficiary

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<sup>56</sup> WFP Afghanistan: Gender and Protection Strategy 2013. Draft at 29 May 2013.

identification, verification, registration and distribution. A locally developed database will continue to be used for tracking registration, distribution and encashment until WFP's Corporate IT solution (SCOPE) for beneficiary and transfer management becomes available.

59. Printing of paper vouchers and their delivery to CPs will be managed by WFP with distribution to beneficiaries managed by CPs. Beneficiaries will present the cash vouchers to pre-selected retail outlets in exchange for a mix of commodities up to a predetermined value. Retail outlets will be reimbursed by presenting redeemed vouchers to WFP-selected banks. Options for use of electronic cash and vouchers transfers, particularly in urban areas, will be explored and implemented as possible, over the course of the PRRO, and an analysis conducted of their effectiveness relative to in-kind food transfers.

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## PERFORMANCE MONITORING

60. Access to beneficiaries will remain a major challenge that will likely affect the ability of WFP and its partners to monitor assistance effectively.<sup>57</sup> The lack of female monitors to access female beneficiaries also is a constraint. To circumvent these problems, WFP will work with partners to ensure access to monitor operations and contractually oblige third party monitoring teams to recruit female monitors.<sup>58</sup> Supervision and technical oversight of assets creation projects will be augmented by internal and outsourced technical experts.
61. Baseline assessments will collect information on food security, nutrition, education and livelihoods, and annual outcome surveys will monitor progress using a model developed in 2012 and enhanced with online capabilities in 2013. The model provides that an outcome survey on each activity, using a representative sample, be conducted at an appropriate time to collect data that will inform progress toward achievement of objectives. WFP and other stakeholders will also participate in an annual national survey that provides outcome data for nutrition interventions.
62. Information on beneficiary numbers and food, cash or vouchers distributed provided by CPs, food delivery reports from transporters and financial reports from banks will be triangulated for verification by WFP and will enable transparent monitoring. Based on monitoring and regular analyses of food prices, cash or voucher transfers will be adjusted as necessary.

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<sup>57</sup> In anticipation of any escalation in the level of conflict WFP has developed an Emergency Preparedness and Response Package (EPRP) and Remote Management Plan.

<sup>58</sup> Third party monitors (i.e. PATs) operate through a scope of work, an integral part of WFP's contractual agreement, which ensures accountability and adherence to other standards.

63. WFP is currently developing a remote monitoring system to enable collection of real-time data from relatively insecure and remote locations and validate quantity and timing of food deliveries to beneficiaries in these areas. WFP also plans to introduce a community monitoring approach in 2013 to further triangulate field-level data. A mid-term evaluation of PRRO 200447 will benefit from these arrangements as well as other performance monitoring assessments.

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## **RISK MANAGEMENT**

64. The geographic concentration of activities, except those relating to country-wide emergency response, provides scope for meeting the needs of target populations with the right mix of assistance at the right time. The ‘depth over breadth’ approach promotes the complementarity of recovery-related natural, physical and human capital creation interventions and flexibility to realign activities as required.
65. The main contextual risks include a further deterioration in access and security resulting from on-going transitions, recurrent natural disasters, and significantly increased food, fuel and transport prices. A major disaster would trigger a separate emergency operation. WFP’s access strategy, emergency preparedness response plan and remote operations management plan will help minimize operational impediments. While it is anticipated that the market will be able to meet additional demand created by projected cash and voucher transfers, potential risks could result in supply shortages or otherwise disrupt the smooth implementation of cash- and voucher-based activities. WFP will continue to monitor the external environment through its VAM unit and CPs.
66. Funding shortfalls, leading to a reduction of coverage and caseloads, constitute the main institutional risk which will be mitigated by implementation of WFP’s resourcing strategy.
67. Programmatic risks include the availability and capacity of CPs and financial service providers to implement activities at scale, particularly in insecure areas, and potential abuse of resources. WFP will continue to expand and deepen its partnerships with CPs and others, building capacities for social mobilization, financial management, monitoring and reporting, and warehouse management. Possibilities of cash or vouchers diversions and losses will be primarily mitigated by implementing accountable delivery mechanisms combined with training, CP monitoring and informing beneficiaries about entitlements. Performance monitoring, data triangulation and a strengthened Compliance Unit will help ensure adherence to corporate rules and guidance for procurement and finance. A WFP CO staffing review to realign capacity with the new programme approach and mix of modalities will be consolidated by the beginning of PRRO implementation and NGO partnerships strengthened.

## **Security Implications**

68. Insecurity is increasing and will impact negatively on the activities of humanitarian operators through 2014 and beyond. The United Nations system’s profile and perceptions of its role during the transitions, particularly in the political process, will influence the organization’s threat level and ability to operate.
69. The UNSMS SRM policy in Afghanistan identifies threats and enables operational continuity

through protocols providing for staff movements, defensive measures and adherence to directives. Ninety-five percent of staff has completed mandatory security training; deep-field staff receives additional training. WFP participates in the United Nations security management team and implements all its recommendations.

70. Anticipated deterioration in security indicators and resulting dwindling access will pose strategic and operational challenges. Coordination of food movements will be improved to mitigate reduced access to targeted beneficiaries. Travel to ‘no go’ areas will be undertaken only with approval of the United Nations designated official and/or the Under Secretary General of the United Nations Department of Safety and Security (UNDSS). WFP will oversee third-party monitoring of assistance in areas where access by United Nations staff is restricted to complement those areas where WFP has staff. WFP will implement the access strategy and continue to ensure strict adherence to security directives. Standard operating procedures for safe distributions by CPs are in place and a safe distribution module is part of their training. All WFP facilities comply with Minimum Operating Security Standard (MOSS) and will continue to be staffed by international armed security guards subject to any restrictions placed by the designated official and/or the Under Secretary General, UNDSS. Security-related compliance and access assurance will increase the direct support costs of the operation beyond normal levels.

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## **RECOMMENDATION**

The Board is requested to approve the proposed protracted relief and recovery operation Afghanistan 200447.

## ANNEX I-A

<b>PROJECT COST BREAKDOWN</b>			
	<b>Quantity (mt)</b>	<b>Value (US\$)</b>	<b>Value (US\$)</b>
<b>Food and Related Costs</b>			<b>305,429,389</b>
Food Transfers			
Cereals	239,996	87,256,387	
Pulses	31,434	17,068,403	
Oil and fats	44,341	53,944,974	
Mixed and blended food	5,484	14,776,861	
Others	2,044	1,190,583	
<b>Total Food Transfers</b>	<b>323,299</b>	<b>174,237,208</b>	
External Transport		20,053,298	
LTSH		80,062,389	
ODOC Food		31,076,494	
<b>Cash and Vouchers and Related Costs</b>			<b>39,344,970</b>
C&V Transfers		31,716,000	
C&V Related costs		7,628,970	
<b>Capacity Development &amp; Augmentation</b>			<b>1,926,000</b>
<i>Direct Operational Costs</i>			<b>346,700,359</b>
<b>Direct support costs (see Annex I-B)</b>			<b>117,753,656</b>
<i>Total Direct Project Costs</i>			<b>464,454,015</b>
<b>Indirect support costs (7.0 percent)</b>			<b>32,511,781</b>
<b>TOTAL WFP COSTS</b>			<b>496,965,796</b>

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>WFP Staff and Staff-Related</b>	
Professional staff	35,592,575
General service staff	19,954,285
Danger pay and local allowances	7,548,000
<b>Subtotal</b>	<b>63,094,860</b>
<b>Recurring and Other</b>	<b>15,473,990</b>
<b>Capital Equipment</b>	<b>3,826,076</b>
<b>Security</b>	<b>15,466,632</b>
<b>Travel and transportation</b>	<b>8,192,098</b>
<b>Assessments, Evaluations and Monitoring</b>	<b>11,700,000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>117,753,656</b>

ANNEX I-B



**DRAFT LOGICAL FRAMEWORK PRRO 200447 (2014 – 2016)<sup>59</sup>**

Results Hierarchy	Performance Indicators	Assumptions
<b>Strategic Objective 1: Save Lives and Protect Livelihoods in Emergencies</b>		
Outcome 1.1: Stabilized or improved food consumption over assistance period for targeted HHs (returnees, IDPs, natural disaster affected and acute economically stressed people)	1.1.1. Household food consumption score (FCS) Target: % of targeted HH with acceptable FCS (>42) to be >30%. % of targeted HH with poor FCS (<28) to be < 30%.	<ul style="list-style-type: none"> <li>• No deterioration in regional / national stability</li> <li>• National disasters remain at expected levels.</li> <li>• Pipeline uninterrupted and sufficient funding available</li> <li>• Availability and sufficient capacity of cooperating partners</li> <li>• Markets in C&amp;V areas remain functioning, and prices stable.</li> <li>• Coordination structure remain in place</li> <li>• Adequate and credible government structures have the required capacity</li> <li>• Adequate access to target communities.</li> </ul>
Outcome 1.2: National institutions, regional bodies, and the humanitarian community are enabled to assess and respond to emergencies.	1.2.1. Emergency preparedness and response capacity index, reached or greater than 7.	
Output 1.1: Food, cash and voucher transfers distributed in sufficient quantity and quality in a timely manner to targeted beneficiaries	1.1.1. Number of targeted beneficiaries by category, activities, and gender receiving assistance as % of planned. Target GFD (100% planned), C&V (100% planned) 1.1.2 Tonnage of food distributed, as a % of planned distribution (target 100%). 1.1.3 Total amount of cash transferred to beneficiaries, as a % of planned distribution (target 100%). 1.1.4 Total value of vouchers distributed, as a % of planned distribution (target 100%).	
Output 1.2: Early warning and EPR at national and sub-national in place	1.2.1. NRVA, market price monitoring in 34 urban centres undertaken 1.2.2. National and sub national early warning system and emergency preparedness and community based natural disaster plans in place in 22 provinces	
Cross cutting results: a. Gender: gender equality and empowerment improved b. Protection: WFP assistance delivered and utilized in safe, accountable and dignified conditions c. Partnership: Food assistance interventions coordinated and partnerships developed.	a. Gender: percentage of women / men in leadership positions of project management committees. Target: 20% b. Protection: proportion of assisted people reporting having received information about the programme (who is included, what people will receive, where people can complain). Target: 80% c. Partnership: proportion assessment jointly conducted with partners Target: 80% assessments jointly done with partners	
<b>Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies.</b>		



Outcome 2.1: Improved access to assets, including community and market infrastructure.	2.1.1 Community asset score <sup>60</sup> Target: 70% of communities showing increased score	<ul style="list-style-type: none"> <li>• Socio economic situation does not worsen</li> <li>• Availability and sufficient capacity of cooperating partners</li> <li>• Pipeline uninterrupted and sufficient funding available</li> <li>• Markets in C&amp;V areas remain functioning, and prices stable</li> </ul>
Output 2.1: Food, Cash and vouchers distributed in sufficient quantity and quality in a timely manner to targeted beneficiaries	2.1.1 Number of targeted beneficiary by category, activities, and gender receiving assistance, as % of planned. Target: 100% 2.1.2 Tonnage of food distributed, as a % of planned distribution (target 100%). 2.1.3 Total amount of cash transferred to beneficiaries (target 100%). 2.1.4 Total value of vouchers distributed (target 100%).	
Cross cutting results: a. Gender: gender equality and empowerment improved b. Protection: WFP assistance delivered and utilized in safe, accountable and dignified conditions c. Partnership: Food assistance interventions coordinated and partnerships developed.	a. Gender: percentage of women / men in leadership positions of project management committees. Target: 20% b. Protection: proportion of assisted people reporting having received information about the programme (who is included, what people will receive, where people can complain). Target: 80% c. Partnership: proportion assessment jointly conducted with partners Target: 80% assessments jointly done with partners	
<b>Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger</b>		
Outcome 4.1: Stabilized or reduced undernutrition among children 6-59 months and pregnant/lactating women	4.1.1 MAM treatment Supplementary Feeding Performance Rates (Recovery, death, default rate and non-response rate). Target: Recovery >75%; Death <3%; Default <15%; Non-response rate <15%	<ul style="list-style-type: none"> <li>• Pipeline uninterrupted and sufficient funding available</li> <li>• Reliable nutrition data</li> <li>• Availability and sufficient capacity of</li> </ul>



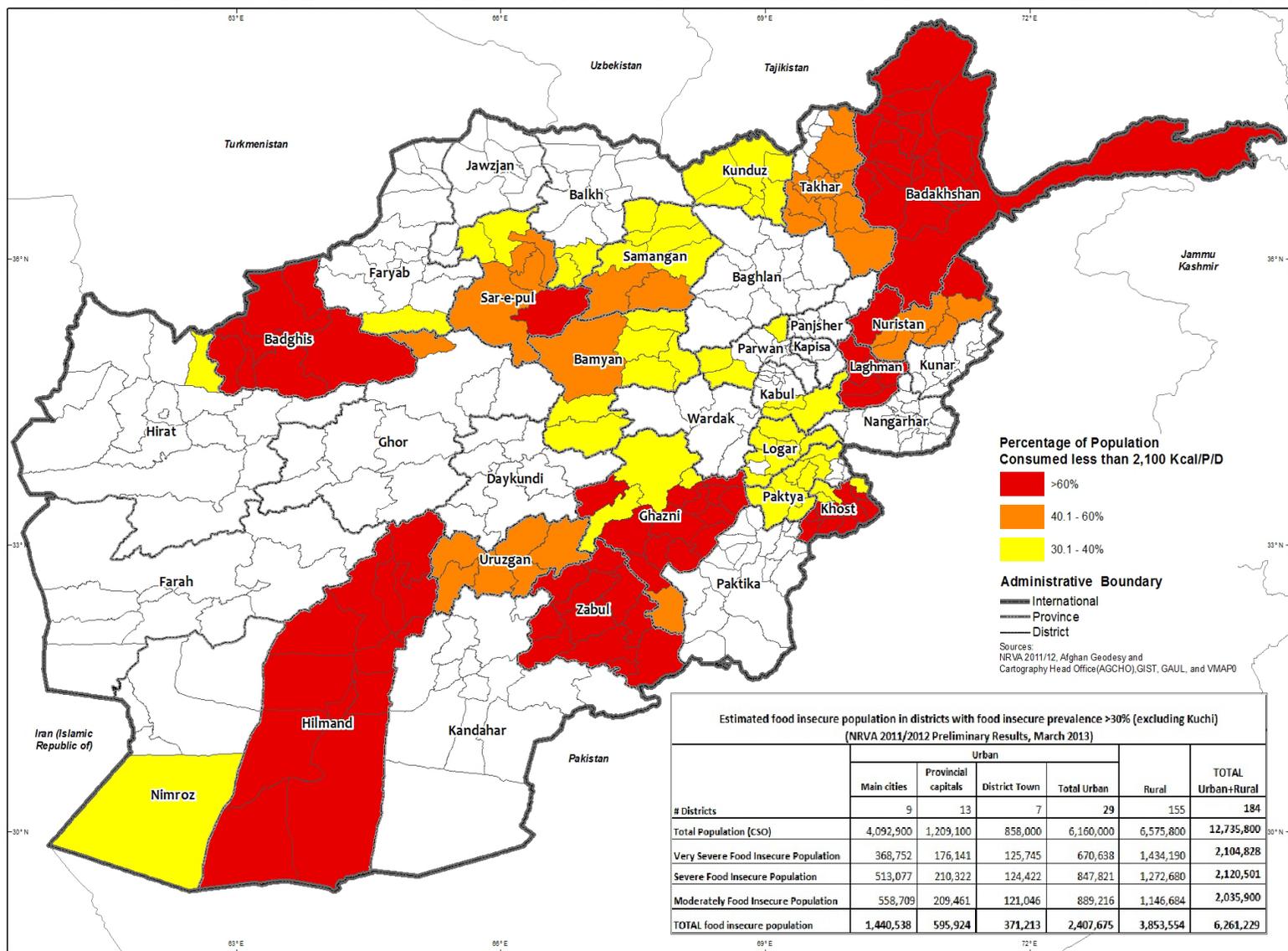
Outcome 4.2: Increased equitable access to and utilization of education

- 4.2.1 Enrolment increased by 5% or maintained in assisted schools
- 4.2.2 Gender ratio. Target: Girls to boys ratio in primary schools reached 0.8 in assisted schools
- 4.2.3 Attendance rate. Target: attendance rate reached 80% among boys and girls in primary schools (grade 1-6) and secondary schools (grade 7-9).
- 4.2.4 Household food consumption score (FCS) of Vocational Trainees families.  
Target:  
% of targeted HH with acceptable FCS (>42) to be >30%.

Output 4.1: Food di and quality in a time beneficiaries

Cross cutting results  
 a. Gender: genc improved  
 b. Protection: V utilized in conditions  
 c. Partnership: l coordinat

AFGHANISTAN: PERCENTAGE OF POPULATION CONSUMED LESS THAN 2,100 KCAL/PER/DAY IN DISTRICTS WITH FOOD INSECURITY PREVALENCE >30% - NRVA 2011/12



Estimated food insecure population in districts with food insecure prevalence >30% (excluding Kuchi)  
 (NRVA 2011/2012 Preliminary Results, March 2013)

	Urban				Rural	TOTAL Urban+Rural
	Main cities	Provincial capitals	District Town	Total Urban		
# Districts	9	13	7	29	155	184
Total Population (CSO)	4,092,900	1,209,100	858,000	6,160,000	6,575,800	12,735,800
Very Severe Food Insecure Population	368,752	176,141	125,745	670,638	1,434,190	2,104,828
Severe Food Insecure Population	513,077	210,322	124,422	847,821	1,272,680	2,120,501
Moderately Food Insecure Population	558,709	209,461	121,046	889,216	1,146,684	2,035,900
<b>TOTAL food insecure population</b>	<b>1,440,538</b>	<b>595,924</b>	<b>371,213</b>	<b>2,407,675</b>	<b>3,853,554</b>	<b>6,261,229</b>

For information and details contact the World Food Programme (WFP), CO Kabul, Afghanistan (Wfp.kabul@wfp.org)

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## ACRONYMS USED IN THE DOCUMENT

AFSANA	Afghanistan Food Security and Nutrition Agenda
ANDMA	Afghanistan National Disaster Management Authority
ANDS	Afghanistan National Development Strategy
ARTF	Afghanistan Reconstruction Trust Fund
BPHS	Basic Package of Health Services
CDC	Community Development Council
CHAP	Common Humanitarian Action Plan
COMPAS	Commodity Movement Processing and Analysis System
CP	Cooperating Partner
CPE	Country Portfolio Evaluation
CSO	Central Statistics Office
DRR	Disaster Risk Reduction
ERP	Emergency Response and Preparedness
FAO	United Nations Food and Agriculture Organization
FSAC	Food Security and Agriculture Cluster
GAIN	Global Alliance for Improved Nutrition
GAM	Global Acute Malnutrition
GDP	Gross Domestic Product
HDI	Human Development Index
HEB	High Energy Biscuit
IASC	Inter-Agency Standing Committee
ICARDA	International Center for Agricultural Research in the Dry Areas
IDP	Internally Displaced Person
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
ISAF	International Security Assistance Force
MAIL	Ministry of Agriculture, Irrigation and Livestock
MAM	Moderate Acute Malnutrition
MNT	Micronutrient Tablet
MoE	Ministry of Education
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoRR	Ministry of Refugees and Returnees



MOSS	Minimum Operating Security Standard
MOU	Memorandum of Understanding
MoWA	Ministry of Women Affairs
MRRD	Ministry of Rehabilitation and Rural Development
Mt	Metric Ton
MUAC	Mid-Upper Arm Circumference
NAF	Nutrition Action Framework
NDMC	National Disaster Management Committee
NGO	Non-Governmental Organization
NNGO	National Non-Governmental Organization
NPP	National Priority Programme
NRVA	National Risk and Vulnerability Analysis
OCHA	Office for the Coordination of Humanitarian Affairs
P4P	Purchase for Progress
PAT	Programme Assistance Team
PDMC	Provincial Disaster Management Committee
PLW	Pregnant Lactating Women
PRRO	Protracted Relief and Recovery Operation
SGR	Strategic Grain Reserve
SO	Special Operation
SPWG	Social Protection Working Group
SRM	Security Risk Management
TB	Tuberculosis
TSFP	Targeted Supplementary Feeding Programme
UNDAF	United Nations Development Assistance Framework
UNDSS	United Nations Department of Safety and Security
UNEP	United Nations Environmental Programme
UNESCO	United Nations Education, Social and Cultural Organization
UNHAS	United Nations Humanitarian Air Service
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSMS	United Nations Security Management System
US	United States
VAM	Vulnerability Assessment & Mapping Unit
WFP	World Food Programme
WHO	World Health Organization



**ANNEX IV - [LTSH-matrix](#)**

**ANNEX V - [Project Budget Plan](#)**

**ANNEX VI - [Project Statistics](#)**

**ANNEX VII - [Project Budget Estimate](#)**



## ANNEX VIII: RISK ASSESSMENT AND MANAGEMENT MATRIX

Risk Description (inherent risks)	Sphere of Risk	Likelihood	Impact	Risk Response	Mitigation Measures
General insecurity & instability in Afghanistan and the region increases/continues	Contextual	High	<ul style="list-style-type: none"> <li>Increased displacement and food insecurity</li> <li>Reduced access to targeted beneficiaries</li> <li>Security risk to WFP staff, monitors and CPs</li> <li>Suspension of activities</li> <li>Disruption to logistics and transport arrangements</li> </ul>	Control	<ul style="list-style-type: none"> <li>Strong partnerships with CPs with established field presence</li> <li>Remote monitoring system to be established in 2014 to allow for minimum monitoring requirements in areas of limited access</li> <li>Inter-agency arrangements in place for rapid needs assessment</li> <li>Community outreach on WFP's mandate and activities (e.g. through radio etc.)</li> <li>CO access strategy developed to focus on ensuring operational access and monitor changes in the operating environment</li> <li>EPRP process is in place in CO and AOs including remote management mechanism for continuity of operations should the situation deteriorate</li> <li>Continued security assessment, monitoring and controls</li> </ul>
Large scale natural disasters (drought, flooding, earthquake)	Contextual	High	<ul style="list-style-type: none"> <li>Restricted access to affected populations</li> <li>Humanitarian actors are obliged to scale up response at short notice</li> </ul>	Control	<ul style="list-style-type: none"> <li>Storage facilities established in high risk areas across the country (SGR)</li> <li>Multi-agency Emergency Preparedness Plan in place</li> <li>Capacity Development plan with ANDMA at national and provincial level.</li> <li>Through the Food Security and Agriculture Cluster (FSAC) - better early warning, assessment and coordination tools to ensure a more collaborative response.</li> <li>MoU with IOM for joint timely response to natural disaster affected</li> </ul>
Lack of adequate, transparent, credible, trustworthy, government structures	Contextual	Med	<ul style="list-style-type: none"> <li>Delay in the delivery and distribution of food aid to beneficiaries</li> <li>Lack of evidenced based data leads to inaccurate targeting of beneficiaries</li> <li>Food diversion and misuse</li> <li>Obstacles to programme delivery</li> </ul>	Control	<ul style="list-style-type: none"> <li>Shift from Govt to INGOs for programme implementation to reduce political and diversion risk</li> <li>Capacity development support to the Central Statistics Office (CSO) to strengthen national level food security data</li> <li>Beneficiary feedback hotline established to address inaccurate targeting</li> <li>Compliance Unit with enhanced investigation capacity</li> <li>Training in monitoring and stock management for PATs and CPs</li> </ul>
Volatility of local and international commodity, fuel and transport prices, and market monopolies. Exchange rate fluctuations.	Contextual	High	<ul style="list-style-type: none"> <li>WFP's purchasing power adversely affected, reducing beneficiaries reached</li> <li>Lack of food available on the market</li> </ul>	Control	<ul style="list-style-type: none"> <li>On-going monitoring of markets both in country and regionally</li> <li>Monitoring of terms of trade and impact on food security</li> <li>Buffer stock of food items to allow switch from cash/voucher modality to in-kind food</li> </ul>

Gaps in donor funding and pipeline breaks.	Institutional	Med	<ul style="list-style-type: none"> <li>Inability to meet needs of targeted populations</li> <li>WFP reputation impacted</li> </ul>	Control	<ul style="list-style-type: none"> <li>Resource and communication strategies developed</li> <li>Better reporting of funding use to Donors</li> <li>Refocused Programme design - quality over quantity</li> <li>Prioritization of faster supply sources</li> </ul>
Limited technical capacity of CPs in targeted locations	Programmatic	Med	<ul style="list-style-type: none"> <li>Inability to meet the needs of targeted populations</li> <li>WFP reputational risk in delivering late/low quality assistance</li> </ul>	Control	<ul style="list-style-type: none"> <li>Shift from Govt to INGOs with technical expertise for programme implementation</li> <li>Third party monitoring of technical quality of assets creation and vocational training activities</li> <li>Flexible operational planning which allows for scaling down of activities where access and capacity do not allow for sustained monitoring.</li> </ul>
Inadequate representation and participation of women and protection issues in WFP's operations	Programmatic	Med	<ul style="list-style-type: none"> <li>Issues not identified or monitored</li> <li>Programme activities expose beneficiaries to risk</li> <li>Exposure of staff, monitors and CPs to harm</li> <li>Reputational damage</li> <li>Programmes do not address the most vulnerable</li> </ul>	Control	<ul style="list-style-type: none"> <li>Recruitment of Gender and Protection Officer in 2013</li> <li>Use of gender marker for programming</li> <li>Review of indicators, monitoring tools and checklists</li> <li>Collaboration with FSAC for mainstreaming gender and protection</li> <li>Beneficiary feedback mechanism</li> <li>Feedback sessions with PATs/CPs to identify and address issues</li> <li>Emphasis on recruitment and retention of female staff, particularly monitors</li> </ul>
Abuse of food assistance by power holders	Contextual/ Programmatic	Med	<ul style="list-style-type: none"> <li>Inability to meet needs of targeted populations</li> <li>Possible counterfeiting of vouchers</li> <li>WFP reputational damage</li> <li>Possible suspension/cessation of activities</li> </ul>	Control	<ul style="list-style-type: none"> <li>Dissemination of information on beneficiary entitlements and beneficiary feedback mechanism</li> <li>Triangulation of monitoring results through beneficiary hotline and third party monitoring</li> <li>PATs evaluated on remote monitoring capacity</li> <li>Phased shift from government to non-government CPs to reduce political and diversion risk</li> <li>International staff maintained in key management positions</li> <li>Rigid resource tracking system being put in place</li> <li>Definition of severe consequences of diversion/corruption – to be included in FLAs</li> <li>Vouchers printed outside country with unique serial numbers and security features. Validity of voucher limited and on line tracking.</li> <li>Progressive introduction of e-vouchers/cash and direct bank transfers</li> <li>Training of staff by HQ Ethics / Ombudsman &amp; OSI Offices</li> </ul>
Heightened instability in neighbouring countries prompting displacement	Contextual	Med	<ul style="list-style-type: none"> <li>Large influx of refugees /returnees from Pakistan /Iran</li> <li>Capacity of WFP to respond to increase is insufficient</li> </ul>	Control	<ul style="list-style-type: none"> <li>MoU and contingency planning with sister agencies (UNHCR especially)</li> <li>Regional context considered in EP processes</li> <li>Existing arrangements with ERR and SBPP</li> </ul>

Nationalization of WFP Sub Offices / Restructuring reduces WFP response capacity	Institutional	Med	<ul style="list-style-type: none"> <li>• Skill sets inadequate to accelerate scale-up in large-scale emergency</li> <li>• Reduced programme outcomes and accountability to beneficiaries, CPs and donors</li> <li>• Reduced access/outreach due to closure of some Area Offices</li> <li>• High stress and reduced motivation results in lower productivity</li> <li>• Greater reliance on third parties for implementation and monitoring</li> </ul>	Control	<ul style="list-style-type: none"> <li>• Nationalization process to place most qualified staff in higher positions</li> <li>• Outsourcing of technical projects supervision</li> <li>• Staff counsellor in place since April 2012</li> <li>• Strengthened national recruiting procedures</li> <li>• Roster of consultants and TDY maintained for rapid emergency deployment</li> <li>• Standby arrangements agreed with RB and HQ</li> <li>• Partnership framework strengthened</li> <li>• Enhanced capacity development for WFP staff since 2011</li> <li>• Compliance team to ensure WFP corporate procedures are followed and Managers are updated on potential risks.</li> <li>• Beneficiary hotline established to reduce risk of resource misuse.</li> </ul>
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