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PROTRACTED RELIEF AND RECOVERY OPERATIONS— AFGHANISTAN 200447

Assistance to Address Food Insecurity and Undernutrition

Number of beneficiaries	3,663,779
Duration of project	3 years (1 January 2014–31 December 2016)
WFP food tonnage	323,299 mt
Cost (United States dollars)	
Food transfers	174,237,208
Cash and vouchers	31,716,000
Capacity development and augmentation	1,926,000
Total cost to WFP	496,965,796

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

The situation in Afghanistan will become more challenging as international troops withdraw, aid levels decline and elections take place. The resulting insecurity could impede humanitarian access to 8.8 million food-insecure and undernourished people, a third of the population.

Protracted relief and recovery operation 200447 will support up to 3.7 million beneficiaries in 184 food-insecure districts while maintaining emergency-response capacity and ensuring that beneficiaries are protected and that women participate. WFP will address the needs of the remaining 5.1 million food-insecure people by leveraging capacity-development support. Simplicity is the keynote of the design and implementation of the operation; the aim is to maximize accountability, flexibility and effectiveness of delivery and monitoring.

People affected by conflict, disaster or economic stress will be assisted with food, vouchers or cash; undernutrition will be addressed through targeted supplementary feeding programmes for children and pregnant and lactating women. Asset creation will support the recovery of communities and families. Support for schools will aim to increase enrolment and attendance; adults will be trained in vocational skills.

This operation was planned in consultation with all stakeholders. It is aligned with Strategic Objectives 1, 2 and 4 and will contribute to Millennium Development Goals 1 and 4. It supports the country strategy document and is aligned with the United Nations Development Assistance Framework (2010–2013)¹ and national priority programmes.

DRAFT DECISION*

The Board approves the proposed protracted relief and recovery operation Afghanistan 200447 “Assistance to Address Food Insecurity and Undernutrition” (WFP/EB.2/2013/7-C/1).

¹ The latter has been extended for one year pending a common country assessment.

* 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 are affected by natural disasters, and by violence despite the presence of the International Security Assistance Force. The number of internally displaced persons (IDPs) is expected to increase from 480,000 in 2012 to 700,000 by the end of 2013. Between 2001 and 2012, 5.7 million refugees returned, but 2.7 million still live in neighbouring countries; 170,000 are expected to return in 2013.
2. The prospects for stability are bleak in view of the withdrawal of international troops and the hand-over of security to the Government in 2014. It is anticipated that the United Nations will increasingly be targeted by insurgents. The build-up to the presidential election in April 2014 and parliamentary elections in 2015 may also intensify the violence.
3. Disasters and climatic shocks affect 250,000 Afghans annually. In 2011/12, 2.6 million drought-affected people in 14 provinces required food assistance.
4. Economic growth is largely driven by foreign assistance amounting to US\$70 billion, but socio-economic indicators remain poor. Per capita income is US\$595, and Afghanistan ranks 175th of the 186 countries in the human development index: 36 percent of Afghans live below the poverty line, and half are at risk of poverty. Fifty percent of the workforce is underemployed, particularly in rural areas. Women and girls are largely excluded from education, healthcare, income generation and ownership of assets.²
5. Only two thirds of boys and half of girls attend primary school; 42 percent of boys and 23 percent of girls attend secondary school. Gender disparity is higher and attendance rates are lower in food-insecure districts. The quality of education varies, and basic services – including school feeding – are often lacking; 87 percent of women and girls are illiterate.
6. Six million Afghans have no access to health services; only 57 percent have drinking water, and 29 percent have sanitation facilities. Life expectancy is 46 years; mortality among children under 5 is 102/1,000 live births; maternal mortality is 460/100,000 live births.³ Healthcare facilities and staff are few and in some areas non-existent.⁴

The Food Security and Nutrition Situation

7. Between 2007 and 2012, national food insecurity increased from 29 percent to 33 percent: 20 percent of the population are severely food-insecure and 13 percent moderately food-insecure; 5 million people, including 1.1 million children under 5, lack an adequate diet. In the same period, food insecurity in urban areas increased from 31 percent to 35 percent. Food insecurity is most prevalent in the north-east, the central highlands and south-western regions, particularly during winter and spring.

² The *Human Development Report* 2013 gives a gender inequality index of 0.712, ranked 147th of the 148 countries.

³ Findings should be interpreted with caution because assessment methods differ and underreporting is common.

⁴ Women health practitioners are scarce, especially in rural areas; in most areas women may be seen only by female healthcare workers.

8. Poverty, displacement, unemployment, dependence on subsistence agriculture and food price fluctuations drive food insecurity. The price of wheat has risen steeply since January 2013, but Afghanistan's well-developed markets provide opportunities to deliver food assistance through various transfer modalities. Cereal production of 6.32 million mt in 2012 led to near self-sufficiency, but post-harvest losses remain high and household food security cannot be guaranteed. The poor, women and children, IDPs and returnees are most at risk of food insecurity.
9. Recent estimates of global acute malnutrition (GAM) range from 2.8 percent to 17 percent. Among children under 5, stunting is 60.5 percent and underweight is 37.7 percent; 72 percent are deficient in iodine and iron and 34 percent are anaemic. Of women of reproductive age, 21 percent are underweight, 72 percent are iodine-deficient and 48 percent are iron-deficient. Anaemia among non-pregnant women is 21 percent, compared with 16 percent among pregnant women.
10. The causes of undernutrition are poor feeding of infants and young children, inadequate diet, lack of safe water and sanitation, limited hygiene, low parental education, poor food quality controls and lack of micronutrient fortification.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

11. The Afghanistan National Development Strategy 2008–2013 and associated national priority programmes are grouped in six clusters.⁵ The Government is finalizing approval of the Afghanistan Food Security and Nutrition Agenda (AFSANA) and Nutrition Action Framework (NAF). Other food-security plans include the National Agricultural Development Framework, the National Health and Nutrition Policy (2012–2020), the National Education Interim Plan (2011–2013) and the National Disaster Management Plan (2010).
12. The National Disaster Management Committee coordinates emergency responses; the High-Level Food and Nutrition Security Steering Committee oversees the AFSANA. The Social Protection Working Group promotes cash and in-kind assistance, and a joint Government/WFP steering committee meets twice a year to plan, implement and coordinate WFP's activities.

Policies, Capacities and Actions of other Major Actors

13. Humanitarian and development services are provided by 30 United Nations organizations under the 2010–2013 United Nations Development Assistance Framework (UNDAF). The Common Humanitarian Action Plan brings together stakeholders, international financial institutions and donors in support of the Afghanistan Reconstruction Trust Fund and bilateral programmes.
14. Many non-governmental organizations (NGOs) have long-standing relationships with communities; their work is coordinated through the Inter-Agency Standing Committee cluster approach.

⁵ Security, human resource development, infrastructure development, private-sector development, agriculture and rural development, and governance.

15. WFP and the Food and Agriculture Organization of the United Nations (FAO) co-lead the food security and agriculture cluster (FSAC); WFP is a member of its cash and voucher and disaster risk reduction (DRR) working groups, and is also active in the nutrition and protection clusters. WFP and the United Nations Children's Fund (UNICEF) co-chair the Inter-Agency Emergency Preparedness Sub-Working Group. WFP provides United Nations Humanitarian Air Services under a special operation, along with logistics support for the humanitarian community. Other organizations addressing food security and nutrition are the United Nations Environment Programme (UNEP), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the World Health Organization (WHO).

OBJECTIVES OF WFP ASSISTANCE

16. The aim of protracted relief and recovery operation (PRRO) 200447 is to enhance food security and nutrition among vulnerable people. The objectives are to:
- respond to the food-security and nutritional needs of IDPs and returnees affected by conflict, and people affected by natural disasters and economic stress (Strategic Objective 1);
 - support the recovery of communities affected by shocks (Strategic Objective 2);
 - treat moderately malnourished children under 5 and pregnant and lactating women (PLW) (Strategic Objective 4); and
 - contribute to learning among primary and lower secondary school pupils and adults, particularly women (Strategic Objective 4).
17. The operation is aligned with Strategic Objectives 1, 2 and 4,⁶ and will contribute to Millennium Development Goals 1 and 4.⁷ It supports the country strategy document and is aligned with the 2008–2013 UNDAF and the national priority programmes.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance

18. WFP has been present in Afghanistan since the 1960s. Recently, PRRO 200063 (April 2010–March 2013) aimed to enhance the food security and nutritional status of 7.6 million vulnerable people; it was extended to December 2013 through budget revisions. An urban safety-net activity financed by trust funds utilized vouchers and promoted capacity development through Purchase for Progress (P4P) and government-led strategic grain reserve programmes.
19. The 2012 country portfolio evaluation found the operations to be relevant and aligned with the objectives of the Government, WFP and partners, and successful in spite of insecurity and access constraints. Suggested improvements included:
- improved prioritization;
 - reinforced safety nets focusing on recovery while retaining emergency response and preparedness capacities;

⁶ 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 4 – Reduce undernutrition and break the intergenerational cycle of hunger.

⁷ Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 4 – Reduce child mortality.

- use of the urban safety-net pilot pending development of a national programme;
 - increased focus on building national capacities for service delivery;
 - enhancement of delivery and monitoring partnerships; and
 - mainstreaming of gender and protection issues.
20. The country office has assessed several programme areas since 2011; these studies have informed PRRO 200447 planning.⁸

Strategy Outline

21. Protracted relief and recovery operation 200447 is characterized by:
- simplicity in the design and execution of interventions, and minimization of the number of activities;
 - accountability to all stakeholders through consultations, partnerships, monitoring and reporting;
 - flexibility to realign activities in an increasingly complex environment; and
 - effectiveness through a “depth-over-breadth” approach requiring sound targeting, use of different transfer modalities and negotiation of sustained access to food-insecure areas.
22. Transfer modalities will include food, vouchers or cash. Food transfers will constitute the bulk of emergency assistance; cash or voucher transfers will gradually replace food transfers for economically stressed urban populations and vocational trainees in view of the increasing availability of financial and communications systems. Food transfers are preferred for rural beneficiaries. For school feeding, take-home rations are preferable in view of the lack of community ownership, and storage and handling issues. Cash and voucher transfers are expected to increase from 9 percent of beneficiaries in 2014 to 20 percent by 2016. Nutrition interventions will provide specialized nutritious food products and micronutrient tablets (MNTs).
- ⇒ *Responding to immediate food security and nutrition needs*
23. Emergency rations will be provided for beneficiaries affected by conflict and disasters. Vulnerable populations experiencing economic stress will initially be supported with food, cash or vouchers. Prolonged assistance for able-bodied beneficiaries will involve asset-creation activities, and those unable to work will continue to be supported by unconditional transfers.
24. WFP will enhance the emergency preparedness and response capacities of the National Disaster Management Committee and the Afghanistan National Disaster Management Authority (ANDMA) through capacity assessments, simulations and training in DRR, and will support capacity development for community development councils (CDCs) and other groups. A work plan with time-bound outputs is being developed.

⁸ These have covered school feeding; food for training; gender and protection; emergency preparedness; monitoring and evaluation; and cash and vouchers. Other studies looked at country context, cost of diet, cost of hunger, partnerships, supply chain management, government capacity development and operational effectiveness.

⇒ *Supporting recovery from successive shocks*

25. Low-tech agricultural infrastructure, flood-protection structures and nurseries will be rehabilitated or built to help communities and food-insecure households to recover livelihoods and assets and to improve resilience to shocks. Food, cash and vouchers will be utilized as required.
26. To rebuild sustainable livelihoods, WFP will support rural livelihoods programming at the Ministry of Rehabilitation and Rural Development. A special operation will support the SGR programme with training in food safety and quality control, procurement and logistics contracting and best management practices; it will also help to develop a national wheat supply base of smallholders through P4P.

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

27. To address the alarming levels of undernutrition, targeted supplementary feeding (TSF) programmes utilizing specialized nutritional products will treat moderate acute malnutrition (MAM) in children aged 6–59 months; a food basket and MNTs will support acutely malnourished PLW.⁹ A secondary objective is to promote uptake of ante-natal and post-natal care.
28. WFP will support government planning and oversight of the AFSANA and NAF by ensuring that programming is nutrition-sensitive, for example under the WFP/Global Alliance for Improved Nutrition partnership for national food fortification.¹⁰ It will continue to engage in nutrition policy dialogue through the Cost of Diet initiative, for example, and will leverage P4P support for locally produced ready-to-use supplementary food under the Basic Package of Health Services. WFP will continue to enhance food security analysis capacities in the Central Statistics Office.

⇒ *Contributing to the learning of children and adults*

29. Adults – particularly women – will be trained in numeracy and literacy integrated with health and nutrition information to improve employability and encourage improved feeding and care practices. Participants, mostly from urban areas, will be assisted through food, cash and vouchers.
30. WFP will provide take-home rations of fortified vegetable oil for children in grades 1 to 6 and girls in grades 7 to 9 in selected public schools with a view to increasing enrolment, retention and attendance, reduce gender disparities and provide income for families of beneficiaries, who will also be assisted through complementary activities of WFP and NGO cooperating partners. The activity will contribute to long-term resilience and human capital development.
31. WFP will work towards the development of a national school feeding policy led by the Ministry of Education, and will help to finalize a work plan in the first quarter of 2014.

⁹ They will receive fortified wheat flour and vegetable oil, pulses, iodized salt and MNTs because blended foods may be unacceptable.

¹⁰ UNICEF will address stunting and micronutrient deficiencies by focusing on nutrition of adolescent girls and increased collaboration with the water, sanitation and health cluster.

Hand-Over Strategy

32. Exit strategies for PRRO 200447 are premature in view of the uncertain situation in 2014-2016. WFP will develop technical and operational capacities in 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 to finalize the school feeding policy, and seasonal livelihoods programming capacity will be developed in the Ministry of Rural Development.

BENEFICIARIES AND TARGETING

33. WFP will assist up to 3.7 million people in 184 of Afghanistan's 408 most food-insecure districts¹¹ and in districts where GAM exceeds 10 percent. The 2011/12 National Risk and Vulnerability Analysis will be the basis for targeting and for household targeting by cooperating partners, Community Development Councils and community members. Trends in food insecurity, natural disasters, environmental degradation and the probability of drought and floods will be additional targeting references. The results of assessments and consultations with communities will be used to refine geographical targeting and beneficiary numbers.
34. General rations will be provided for IDPs and returnees for two months, in coordination with the Ministry of Refugees and Returnees, UNHCR and NGOs, with further assistance if required. Disaster-affected people experiencing economic stress will be identified in consultation with Community Development Councils, ANDMA, Provincial Disaster Management Committees, the Ministry of Rural Development and the International Organization for Migration (IOM).
35. Communities in 83 districts with recurring food insecurity and other shocks and the likelihood of IDP return or displacement have been prioritized for asset creation. Implementation of the activities will be based on seasonal livelihood consultations and implemented mainly through NGOs.
36. Beneficiary numbers for TSF programmes will be based on GAM rates and district-level surveys; operational reach will be determined in consultation with the Ministry of Public Health and other partners. Beneficiaries will be screened at health centres on the basis of mid-upper arm circumference (MUAC). Children with moderate acute malnutrition will be discharged once they have a MUAC greater than 125 mm or have been in the programme for three months; acutely malnourished pregnant and lactating women (PLW) with MUAC greater than 230 mm will exit when their infants reach six months.
37. Vocational training will be implemented mainly for severely food-insecure people in urban and peri-urban areas. The aim is that 70 percent of participants will be women and unemployed young people. Beneficiaries will be selected by partners on the basis of the skills needed.
38. In view of access constraints, school feeding will support primary schoolchildren in 60 of the 184 most food-insecure districts with below-average attendance rates and gender disparity less than 1. Girls in lower secondary grades in targeted schools will receive continued support to offset the higher drop-out rates and gender disparities. Local

¹¹ Where the prevalence of food insecurity is greater than 30 percent; 10 of the 408 districts are considered temporary by the Central Statistics Office.

education authorities and cooperating partners will validate targeted schools; an outcome survey will measure the impact of the intervention.

39. To complement the assistance for the 3.7 million direct beneficiaries, WFP will support the remaining 5.1 million indirectly by: i) advocating for national food security and nutrition objectives in national fora; ii) investing in food security and nutrition preparedness for shocks; iii) promoting procurement from smallholders and nutrition enhancement under P4P; and iv) supporting the SGR programme.

TABLE 1: BENEFICIARIES BY ACTIVITY					
	2014	2015	2016	Total	% women/girl
General rations					
Populations affected by natural disaster – food	231 000	238 000	245 000	245 000	49
IDPs/returnees affected by conflict – 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/vouchers	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/vouchers	–	7 000	14 000	14 000	49
Nutrition interventions					
Targeted supplementary feeding for MAM children aged 6–59 months	129 000	141 900	156 090	156 090	49
Targeted supplementary feeding for acutely malnourished PLW	240 000	264 000	290 400	290 400	69*
Training					
Vocational training – food	84 000	140 000	14 000	140 000	52
Vocational training – cash/vouchers	21 000	70 000	266 000	266 000	52
School feeding					
Take-home ration: girls and boys in grades 1–6	552 690	552 690	552 690	552 690	47
Take-home ration: girls in grades 7–9	107 310	107 310	107 310	107 310	66*
Asset creation					
Food	245 000	266 000	273 000	273 000	43
Cash/vouchers	–	7 000	14 000	14 000	43
TOTAL	3 290 000	3 424 900	3 598 490	3 955 490	51
Adjusted total	3 079 219	3 202 951	3 369 687	3 663 779	

* The percentage of women/girl beneficiaries is calculated as a proportion of total beneficiaries in the household and not on the number of recipients.

NUTRITIONAL CONSIDERATIONS AND RATIONS; VALUE OF CASH AND VOUCHER TRANSFERS

40. Wheat will be milled and fortified locally whenever possible with a pre-mix containing 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 and labour costs.
41. The two-month ration for IDPs, returnees and disaster affected populations provides 2,083 kcal per person per day, nearly 100 percent of the recommended daily energy requirement. At the start of sudden-onset emergencies, beneficiaries will also receive high-energy biscuits for up to three days.
42. Economically stressed households will receive three months of seasonal support amounting to 1,056 kcal per day, 50 percent of daily requirements. The value of cash or voucher transfers will be based on the local cost of the food basket. Planning will be based on the seasonal livelihoods programming approach.
43. The asset-creation transfer value is linked to labour wages. Beneficiaries will work the equivalent of ten full days per month for six months, in line with WFP and government part-time work regulations. To prevent disruption of the labour market, US\$60 will be transferred per month per participant; this corresponds to the cost of the asset-creation food basket for a family of seven.
44. Children with MAM aged 6–59 months will receive Plumpy'Sup for 90 days, and PLW will receive a take-home ration and MNTs from the start of pregnancy for an average of 270 days. The food supplement provides 1,680 kcal and micronutrients to address acute malnutrition, accepting that the ration will be shared in households.
45. The vocational training ration provides 1,056 kcal and will be distributed for up to six months, partly as an incentive for women to attend training courses. The value of cash or voucher transfers will be based on the cost of the in-kind food basket.
46. A monthly take-home ration of 4.5 kg of fortified vegetable oil will be provided for eight months per academic year for primary schoolchildren and girls in secondary grades 7–9 as an incentive to attend regularly.

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

	General ration			Nutrition		Asset creation		School feeding		Vocational training	
	Food	Food	Cash and vouchers (US\$)	Food	Food	Food	Cash and vouchers (US\$)	Food	Food	Food	Cash and vouchers (US\$)
	IDPs and returnees	Economically stressed households	Economically stressed households	TSF for MAM children 6–59 months	TSF for malnourished PLW	Livelihood recovery and DRR	Livelihood recovery and DRR	Take-home ration, grades 1–6	Take-home ration, girls grades 7–9		
Wheat	476	238				357				238	
Wheat flour					333						
Pulses	33	24			67	48				24	
Vegetable oil	35	21			27	35		50	50	21	
Iodized salt	2	2			3	2				2	
High-energy biscuits	400*										
Plumpy'Sup				92							
MNTs					0.5						
Cash/voucher (US\$/family/day)			0.18				0.29				0.18
Total	566	285		92	430.5	448		50	50	285	
Total kcal/day	2 083	1 056		500	1 630	1 652		443	443	1 056	
% kcal from protein	13	13			13	13				13	
% kcal from fat	20	21			18	22		100	100	21	
Days/year	60	90	90	90	270	180	180	240	240	180	180

* Not included in daily ration.

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

	General ration			Nutrition		Asset creation		School feeding		Vocational training		Total
	Food	Food	Cash and vouchers (US\$)	Food	Food	Food	Cash and vouchers (US\$)	Food	Food	Food	Cash and vouchers (US\$)	
	IDPs and returnees	Economically stressed households	Economically stressed households	TSF for MAM children 6–59 months	TSF for malnourished PLW	Livelihood recovery and DRR	Livelihood recovery and DRR	Take-home ration, grades 1–6	Take-home ration, girls grades 7–9			
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
High-energy biscuits	1 949											1 949
Plumpy'Sup				3 535								3 535
MNTs					43							43
Voucher value			19 314 000				1 080 000				11 322 000	
Total food (<i>mt</i>)	55 263	73 800		3 535	92 273	62 429		19 897	3 863	12 240		323 300
Total cash/vouchers (US\$)			19 314 000				1 080 000				11 322 000	31 716 000

IMPLEMENTATION ARRANGEMENTS

47. Attacks on commercial convoys and partners' operations increased from 6 in 2011 to 19 in 2012. As of February 2013, WFP had direct access to 23 percent of Afghanistan and indirect access through cooperating partners and programme assistance teams (PATs) to all but eight districts. Many food-insecure areas are also the most dangerous. In view of increasing volatility, WFP will implement an approach to access based on community acceptance; this will incorporate elements of partnership, community outreach and security risk management.
48. WFP will ensure that activities are coordinated with government partners and aligned with national objectives; collaboration with provincial and district authorities will ensure programme complementarity. WFP will continue the transition to NGO implementation to improve efficiency, accountability and effectiveness in operations; third parties will facilitate monitoring in restricted areas. If access improves, WFP will assist more beneficiaries.
49. A communications strategy will be implemented to increase support for WFP's programmes using local media, community and religious leaders and WFP staff and partners. The aim is to enhance transparency, demonstrate effectiveness and obtain feedback from beneficiaries.
50. WFP will apply the United Nations Security Management System to identify threats to personnel, assets or operations and determine preventive and mitigating actions.

Community Participation

51. Asset creation and vocational training projects will be identified and led by communities through consultations with cooperating partners. WFP will seek to maximize the participation of women and other vulnerable groups. The beneficiary feedback system piloted in 2012 will be expanded to increase the flow of information with WFP. Partnerships with NGOs with long-term presence and links with local groups will enhance the participation of beneficiaries; PAT monitors and transporters will also be involved in outreach and feedback.

Partnerships

52. WFP will continue to develop partnerships with NGOs, ministries and organizations such as FAO, UNICEF, UNHCR, UNEP, the United Nations Educational, Scientific and Cultural Organization, WHO, IOM and the International Centre for Agricultural Research in Dry Areas.
53. WFP has signed 20 Memoranda of Understanding with NGOs for the implementation of activities and will continue to build partnerships with NGOs as PRRO 200447 progresses to ensure safe access to targeted communities.

Procurement and Logistics

54. Food will continue to be imported through Karachi or procured locally through P4P. Alternative routes through the Iranian port of Bandar Abbas and by road or rail through Uzbekistan and Kazakhstan will be considered to minimize the risk of disruption.
55. The logistics unit in Karachi will facilitate transport from Pakistan to Afghanistan. Commercial transporters and WFP-operated vehicles will deliver food to warehouses in Afghanistan for hand-over to cooperating partners. Food movements are tracked by the Commodity Movement Processing and Analysis System to ensure accountability.



56. WFP will gradually renew its fleet of trucks and will establish safe convoy routes to ensure reliability and operational flexibility; armed convoy escorts will be increased. Food will be pre-positioned in areas that become inaccessible during winter. During emergencies, WFP will borrow food stocks from the SGR to reduce lead times.

Gender and Protection

57. WFP's 2013 gender and protection strategy for Afghanistan addresses issues identified by the country portfolio evaluation, and will mainstream gender and protection actions in line with an action plan to be approved in 2013; the actions include regular field-level "Do No Harm" analysis of protection issues and evaluation of the implementation of the 2009 WFP gender policy and related Corporate Action Plan (2010–2011), and the 2012 WFP humanitarian protection policy.

Cash and Voucher Transfers

58. Cash and voucher (C&V) activities will use existing systems for beneficiary identification, verification and registration and for distribution. A local database will be used to track registration, distribution and encashment until the corporate information technology system "SCOpe" becomes available.
59. WFP will manage the printing of paper vouchers and delivery to cooperating partners for distribution. Beneficiaries will present the vouchers at shops to obtain a mix of foods up to a set value; the shops will be reimbursed when the vouchers are presented at banks selected by WFP. Electronic systems will be used where possible, particularly in urban areas; their effectiveness relative to in-kind food transfers will be assessed.

PERFORMANCE MONITORING

60. Access to beneficiaries and the lack of women monitors are major challenges. WFP will work with partners to ensure access and the monitoring of operations; third-party monitoring teams will be contracted to recruit women monitors. Supervision of asset-creation projects will be augmented by technical experts.
61. Baseline assessments will collect information on food security, nutrition, education and livelihoods; annual outcome surveys will use an updated sampling model developed in 2012. WFP and other stakeholders will make an annual national survey of nutrition interventions.
62. Information from cooperating partners on beneficiary numbers and the food, cash or vouchers distributed, delivery reports from transporters and financial reports from banks will be triangulated for verification by WFP with a view to transparent monitoring. Cash and voucher transfers will be adjusted in line with changes in food prices.
63. WFP is developing a remote monitoring system to collect real-time data from insecure and remote locations and to validate the quantity and timing of deliveries to beneficiaries. It plans to introduce a community monitoring approach in 2013 to triangulate field-level data. A mid-term evaluation of PRRO 200447 will benefit from these arrangements and from other performance-monitoring assessments.

RISK MANAGEMENT

64. The geographic concentration of activities, except those responding to country-wide emergencies, enables WFP to meet beneficiaries' needs with the right assistance at the right time. The "depth-over-breadth" approach promotes the complementarity of interventions and realignment of activities as required.
65. The main contextual risks include insecurity and reduced access, natural disasters and increased food, fuel and transport prices. A major disaster would trigger an emergency operation. WFP's plans for access, emergency preparedness and remote operations will help to minimize operational impediments. Markets should be able to meet the demand created by C&V transfers, but risks include supply shortages or disruptions in C&V activities.
66. Funding shortfalls constitute the main institutional risk: these will be mitigated by implementation of WFP's resourcing strategy.
67. Programmatic risks include the availability and capacity of cooperating partners and financial service providers, particularly in insecure areas, and potential abuse of resources. WFP will develop its partnerships with cooperating partners and others to build capacities for social mobilization, financial management, monitoring, reporting and warehouse management. The risk of loss or diversion of cash or vouchers will be mitigated by implementing accountable delivery mechanisms combined with training, cooperating partner monitoring and information for beneficiaries about entitlements. Performance monitoring, data triangulation and an enhanced compliance unit will maximize adherence to corporate rules and guidance for procurement and finance. A country office staffing review will realign capacities with the new programme approach.

Security Implications

68. Increasing insecurity will continue to affect humanitarian operators. The United Nations security risk management system identifies threats and provides for operational continuity. Security training has been completed by 95 percent of WFP staff; deep-field staff receive additional training. WFP participates in the United Nations Security Management Team and implements its recommendations.
69. In view of the prevailing insecurity and limited access, food movements will be coordinated to maximize the assistance reaching beneficiaries. Staff will travel to no-go areas only with the approval of the United Nations designated official or the United Nations Department of Safety and Security. WFP will oversee third-party monitoring in areas where access by United Nations staff is restricted; it will implement the access strategy and ensure strict adherence to security directives. Standard operating procedures for safe distribution by cooperating partners are in place. All WFP facilities comply with minimum operating security standards and will continue to be guarded by security personnel. Security-related compliance and access assurance will increase the direct support costs of PRRO 200447 beyond normal levels.

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
Food			
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	
Total food	323 299	174 237 208	
External transport		20 053 298	
Landside transport, storage and handling		80 062 389	
Other direct operational costs		31 076 494	
Food and related costs¹		305 429 389	305 429 389
Cash and vouchers		31 716 000	
Related costs		7 628 970	
Cash and vouchers and related costs		39 344 970	39 344 970
Capacity development and augmentation		1 926 000	1 926 000
Direct operational costs			346 700 359
Direct support costs ² (see Annex I-B)			117 753 656
Total direct project costs			464 454 015
Indirect support costs (7.0 percent) ³			32 511 781
TOTAL WFP COSTS			496 965 796

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
WFP staff and staff-related costs	
Professional staff	35 592 575
General service staff	19 954 285
Danger pay and local allowances	7 548 000
Subtotal	63 094 860
Recurring and other	15 473 990
Equipment	3 826 076
Security	15 466 632
Travel and transportation	8 192 098
Assessments, evaluations and monitoring	11 700 000
TOTAL DIRECT SUPPORT COSTS	117 753 656

ANNEX II: LOGICAL FRAMEWORK ¹		
Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1.1 Stabilized or improved food consumption over assistance period for targeted returnees, IDPs, people affected by disaster and economically stressed people	➤ Household food consumption score (FCS) Targets: % of targeted households with acceptable FCS (>42) = >30% % of targeted households with poor FCS (<28) = < 30%	No deterioration in regional or national stability. National disasters remain at expected levels. Pipeline uninterrupted and sufficient funding available. Availability and sufficient capacity of cooperating partners. Markets in C&V areas functioning and prices stable. Coordination structures remain in place. Adequate and credible government structures have the required capacity. Adequate access to targeted communities.
Outcome 1.2 National institutions, regional bodies and the humanitarian community are able to assess and respond to emergencies	➤ Emergency preparedness and response capacity index greater than 7	
Output 1.1 Food, cash and voucher transfers distributed in sufficient quantity and quality in a timely manner to targeted beneficiaries	➤ No. of targeted beneficiaries by category, activities and gender receiving assistance as % of planned Target: general food distribution (GFD) (100% planned), cash and vouchers (C&V) (100% planned) ➤ Tonnage of food distributed as % of planned Target: 100% ➤ Total cash transferred to beneficiaries as % of planned Target: 100% ➤ Total value of vouchers distributed as % of planned Target: 100%	
Output 1.2 Early warning and emergency preparedness at national and sub-national in place	➤ Market price monitoring in 34 towns ➤ National and sub-national early-warning systems, emergency preparedness and community disaster plans in place in 22 provinces	

¹ The logical framework will be finalized when the Board approves the WFP Strategic Results Framework (2014–2017).

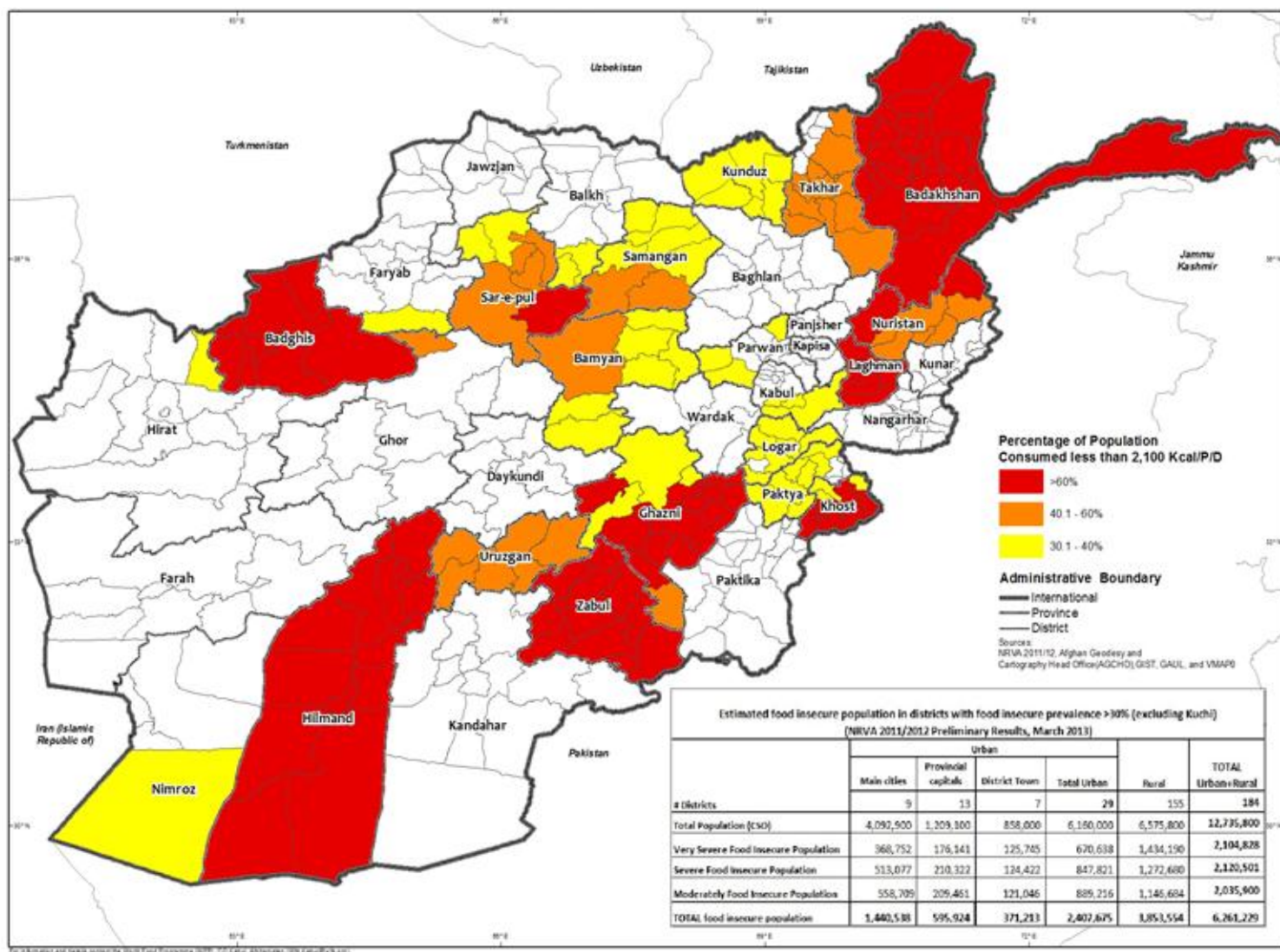
ANNEX II: LOGICAL FRAMEWORK ¹		
Results	Performance indicators	Assumptions
Cross-cutting results a. Gender: gender equality and empowerment improved b. Protection: WFP assistance delivered and utilized in safe, accountable and dignified conditions c. Partnership: Food assistance interventions coordinated and partnerships developed	➤ Gender: % of women leading project management committees Target: 20% ➤ Protection: proportion of assisted people reporting receipt of information about the programme Target: 80% ➤ Partnership: proportion of assessments conducted with partners Target: 80%	
Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies.		
Outcome 2.1 Improved access to assets, including community and markets	➤ Community asset score² Target: 70% of communities with increased score	Socio-economic situation does not worsen. Availability and sufficient capacity of cooperating partners. Pipeline uninterrupted and sufficient funding available. Markets in C&V areas functioning and prices stable.
Output 2.1 Food, cash and vouchers distributed in sufficient quantity and quality in a timely manner to targeted beneficiaries	➤ No. of targeted beneficiaries by category, activities and gender receiving assistance, as % of planned ➤ Tonnage of food distributed as % of planned Target: 100% ➤ Total cash transferred to beneficiaries as % of planned Target: 100% ➤ Value of vouchers distributed as % of planned Target: 100%	

² Also measures number and type of assets created.

ANNEX II: LOGICAL FRAMEWORK ¹		
Results	Performance indicators	Assumptions
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	➤ Gender: % of women leading project management committees Target: 20% ➤ Protection: proportion of assisted people reporting receipt of information about the programme Target: 80% ➤ Partnership: proportion of assessments conducted with partners Target: 80%	
Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger		
Outcome 4.1: Stabilized or reduced undernutrition among children 6–59 months and pregnant/lactating women	➤ 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%	Pipeline uninterrupted and sufficient funding available. Reliable nutrition data. Availability and sufficient capacity of cooperating partners. Coordination structures remain in place. Adequate and credible government structures in place. Adequate access to target communities. Markets in C&V areas remain functioning, and prices stable.

ANNEX II: LOGICAL FRAMEWORK ¹		
Results	Performance indicators	Assumptions
Outcome 4.2 Increased equitable access to and utilization of education	➤ Enrolment increased by 5% or maintained in assisted schools ➤ Ratio of girls to boys reaches 0.8 in assisted primary schools ➤ Attendance rate reaches 80% among boys and girls in primary grades 1–6 and secondary grades 7–9 ➤ Household FCS among families of vocational trainees Targets: % of targeted households with acceptable FCS (>42) = >30%. % of targeted households with poor FCS (<28) = < 30%. ➤ % of trainees graduating Target: 100%	
Output 4.1 Food distributed in sufficient quantity and quality in a timely manner to targeted beneficiaries	➤ No. of targeted beneficiaries by category, activities and gender receiving assistance as % of planned Targets: 100% of children and PLW in targeted clinics 100% of boys and girls in grades 1–6 and girls in grades 7–9 receiving take-home ration 100% of vocational training participants ➤ Tonnage of food assistance distributed as % of planned Target: 100% ➤ Total cash transferred to beneficiaries as % of planned Target: 100% ➤ Value of vouchers distributed as % of planned Target: 100%	

ANNEX II: LOGICAL FRAMEWORK ¹		
Results	Performance indicators	Assumptions
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	➤ Gender: % of women leading project management committees Target: 20% ➤ Protection: proportion of assisted people reporting receipt of information about the programme Target: 80% ➤ Partnership: proportion of assessments conducted with partners Target: 80%	



ANNEX III

The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or the area of its authority, or concerning the delimitation of its frontiers or boundaries.

ANNEX IV

RISK ASSESSMENT AND MANAGEMENT MATRIX					
Description (inherent risks)	Sphere	Likelihood	Possible impact	Response	Mitigation measures
Insecurity in Afghanistan and the region increases	Contextual	High	➤ Displacement and food insecurity increases. ➤ Access to beneficiaries is reduced. ➤ Security risk to WFP staff and cooperating partners increases. ➤ Activities suspended. ➤ Transport and other arrangements disrupted.	Control	➤ Strong partnerships with experienced cooperating partners are in place. ➤ Remote monitoring system is set up in areas with limited access. ➤ Inter-agency arrangements are in place to conduct rapid needs assessments. ➤ Community outreach is conducted on WFP's mandate and activities. ➤ Country office has strategy to ensure access for operations and monitors. ➤ Emergency preparedness and response package process with remote management mechanism is in place. ➤ Security assessment, monitoring and controls are continued.
Large-scale natural disasters	Contextual	High	➤ Access to affected populations restricted. ➤ Humanitarian actors must quickly scale up response.	Control	➤ Storage facilities are established in high-risk areas. ➤ A multi-agency emergency preparedness plan is in place. ➤ A capacity-development plan with ANDMA is in place at the national and provincial levels. ➤ Early warning, assessment and coordination tools are improved by working with FSAC. ➤ A Memorandum of Understanding is signed with IOM to ensure timely joint response.
Lack of adequate, reliable and transparent government structures	Contextual	Medium	➤ Distribution of food aid delayed. ➤ Lack of evidence-based data leads to poor targeting. ➤ Food aid diverted. ➤ Resistance to WFP's new strategic approach.	Control	➤ Programmes are implemented with international NGOs rather than the Government, with a view to reducing the risk of politicization and diversion. ➤ Capacity-development support is offered to the Central Statistics Office to improve food-security data. ➤ A beneficiary feedback hotline is established to address inaccurate targeting. ➤ The Compliance Unit is given enhanced investigation capacity. ➤ Training in monitoring and stock management is offered to PATs and cooperating partners.

RISK ASSESSMENT AND MANAGEMENT MATRIX					
Description (inherent risks)	Sphere	Likelihood	Possible impact	Response	Mitigation measures
Food and fuel price volatility; exchange rate fluctuations	Contextual	High	➤ WFP's purchasing power reduced and fewer beneficiaries reached. ➤ Food not available locally.	Control	➤ National and regional markets are continually monitored. ➤ Terms of trade and their impact on food security are monitored. ➤ A buffer stock of food items is maintained to allow switching from C&V back to food transfers.
Donor funding gaps and pipeline breaks	Institutional	Medium	➤ The needs of targeted populations not met. ➤ WFP's reputation damaged.	Control	➤ Resource and communication strategies are developed. ➤ Reporting to donors on funding use is improved. ➤ Programme design is refocused to promote quality over quantity. ➤ Faster supply sources are given priority.
Limited cooperating partner capacity	Programmatic	Medium	➤ The needs of targeted populations not met. ➤ WFP's reputation damaged.	Control	➤ Programmes are implemented by international NGOs with technical expertise rather than by the Government. ➤ Third parties monitor the technical quality of asset-creation and vocational-training activities. ➤ Plans allow for scaling down of activities when access and capacity impede monitoring.
Inadequate participation of women; protection issues	Programmatic	Medium	➤ Issues affecting women beneficiaries not identified or monitored. ➤ Programme activities expose beneficiaries to risk. ➤ Staff and cooperating partners exposed to harm. ➤ WFP's reputation damaged. Programmes do not address the most vulnerable people.	Control	➤ A gender and protection officer is on board. ➤ Gender marker is used for programming. ➤ Indicators, monitoring tools and checklists are reviewed. ➤ Collaboration undertaken with FSAC to mainstream gender and protection issues. ➤ A beneficiary feedback mechanism is established. ➤ Feedback sessions with PATs and cooperating partners are organized to identify and address issues. ➤ Priority is given to recruiting and retaining women staff, particularly monitors.

RISK ASSESSMENT AND MANAGEMENT MATRIX					
Description (inherent risks)	Sphere	Likelihood	Possible impact	Response	Mitigation measures
Diversion of food assistance	Contextual/ programmatic	Medium	➤ The needs of targeted populations not met. ➤ WFP's reputation negatively affected. Activities suspended.	Control	➤ Information is disseminated on beneficiary entitlements and feedback mechanisms. ➤ Monitoring results are triangulated with beneficiary hotline and third-party monitoring results. ➤ The remote monitoring capacity of PATs is evaluated. ➤ The shift from government to non-government cooperating partners is done gradually with a view to reducing the risk of politicization and diversion. ➤ International staff are maintained in key management positions. ➤ A rigorous resource tracking system is put in place. ➤ Field-level agreements include definition of "severe consequences" for diversion or corruption. ➤ Vouchers are printed outside the country with unique serial numbers and security features, including on-line tracking and limited validity. ➤ E-vouchers, cash and direct bank transfers are introduced gradually. ➤ Staff receive training from the Ethics Office, the Office of the Ombudsman and Oversight Services.
Heightened instability in neighbouring countries	Contextual	Medium	➤ Large influx of refugees or returnees from Pakistan or the Islamic Republic of Iran. ➤ WFP does not have sufficient capacity to respond.	Control	➤ Memoranda of Understanding and contingency planning are signed with UNHCR and other agencies. ➤ Emergency planning processes take the regional context into consideration. ➤ Existing arrangements with Emergency Response Roster and Standby Partnership Programme.

RISK ASSESSMENT AND MANAGEMENT MATRIX					
Description (inherent risks)	Sphere	Likelihood	Possible impact	Response	Mitigation measures
Restructuring or nationalization of WFP sub-offices	Institutional	Medium	➤ Skill sets inadequate to accelerate scale-up in large-scale emergency. ➤ Programme outcomes and accountability to beneficiaries, cooperating partners and donors reduced. ➤ Access and outreach constrained by closure of some area offices. ➤ High stress and reduced motivation result in lower productivity. ➤ Reliance on third parties for implementation and monitoring increased.	Control	➤ National staff are selected for positions on merit. ➤ Supervision of technical projects is outsourced. ➤ Staff counsellor is in place. ➤ Recruiting procedures for national staff improved. ➤ A roster of consultants and temporary staff is maintained to allow for rapid deployment in emergencies. ➤ Standby arrangements are agreed with the regional bureau and Headquarters. ➤ Partnerships are strengthened. ➤ Capacity development for WFP staff is enhanced. ➤ Compliance team ensures WFP corporate procedures are followed and managers are updated on potential risks. ➤ Beneficiary hotline is established to reduce risk of resource misuse.

ACRONYMS USED IN THE DOCUMENT

AFSANA	Afghanistan Food Security and Nutrition Agenda
ANDMA	Afghanistan National Disaster Management Authority
C&V	cash and vouchers
DRR	disaster risk reduction
FAO	Food and Agriculture Organization of the United Nations
FCS	food consumption score
FSAC	food security and agriculture cluster
GAM	global acute malnutrition
IDP	internally displaced person
IOM	International Organization for Migration
MAM	moderate acute malnutrition
MNT	micronutrient tablet
MUAC	mid-upper arm circumference
NAF	Nutrition Action Framework
NGO	non-governmental organization
P4P	Purchase for Progress
PAT	programme assistance team
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
TSF	targeted supplementary feeding
UNDAF	United Nations Development Assistance Framework
UNEP	United Nations Environment Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization