

COUNTRY STRATEGIC PLAN REVISION

REVISION – FOR APPROVAL

Afghanistan Country Strategic Plan, Revision 1

Gender and age marker code: 2A

	Current	Change	Revised
Duration	01/07/2018 - 30/06/2022	-	01/07/2018 - 30/06/2022
Beneficiaries	11,072,000	2,442,000	13,514,000
Total cost (USD)	717,790,980	172,400,461	890,191,442
Transfer	519,674,081	137,619,446	657,293,527
Implementation	86,569,014	8,509,938	95,078,952
Direct support costs	67,739,046	15,748,983	83,488,029
Subtotal	673,982,141	161,878,367	835,860,508
Indirect support costs (6.5 percent)	43,808,839	10,522,094	54,330,933

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RATIONALE

1. Afghanistan is currently facing a severe drought that has affected 20 provinces in northern and western parts of the country. During the winter of 2017-2018, extremely poor rain- and snow-fall, combined with unseasonably high temperatures, resulted in a shortage of water for rain-fed and irrigated agriculture during the critical growing periods for the main wheat crop. Consequently, the harvest was less than 50 percent of the normal level and, in some locations, was the fifth consecutive year with below-average production. Affecting rural areas with high levels of chronic food insecurity and undernutrition, the drought has led to some displacement to urban centres and set back efforts to achieve Zero Hunger by causing acute needs for millions of rural people. This revision is necessary to accommodate WFP's response to the drought and represents an expansion of the costs under Strategic Outcomes 1 (Emergency Response) and 3 (Nutrition).
2. Two assessments have clarified the extent of the drought's impact on rural populations. In March 2018, the Ministry of Agriculture, Irrigation, and Livestock (MAIL), WFP, and FAO used data from the Afghanistan Living Conditions Survey to initially estimate the levels of acute food insecurity caused by the drought. The analysis focused on populations engaged in agricultural activities, as well as the pre-existing levels of food insecurity and estimated that 1.4 million people across 20 provinces would need WFP assistance. After the harvest, an Emergency Food Security Assessment (EFSA) was undertaken to gather actual on-the-ground, field-level data. Drawing on a range of food security indicators, the findings indicate that approximately 3.5 million people in rural areas require emergency food and nutrition assistance through the next harvest in 2019.
3. Out of this total, WFP plans to reach the most vulnerable 2.5 million (51 percent male, 49 percent female) across 20 provinces (1). NGOs and Government will focus on assisting the other 1 million drought-affected people. This expanded response is in line with the Government's efforts and the UN's revised Humanitarian Response Plan.

CHANGES

Strategic orientation

4. This Budget Revision does not represent a fundamental change in the strategic orientation of the CSP. Rather, it reflects an expansion of the current CSP's Strategic Outcomes 1 (Emergency Response) and 3 (Nutrition) to account for the severe drought which has led to unforeseen increases in the number of people in need and the duration of the support required. Based on past trends, the CSP anticipated that approximately 140,000 people a year would require emergency food assistance for two months as a result of natural disasters, rather than the 2.5 million who need support ranging from three to nine months because of the drought. Similarly, the CSP makes provision for the treatment of moderate acute malnutrition, but the drought (combined with new population data and survey results) has led to an additional .5 million people in need of assistance. This is the first budget

¹ We are currently exploring the possibility of extending our response to two additional provinces potentially affected by drought: Nuristan and Kunar.

revision to the Afghanistan CSP and does not substantively affect any of the other Strategic Outcomes.

Strategic outcomes

5. The budget increases for Strategic Outcome 1 (Emergency Response) and Strategic Outcome 3 (Nutrition) have led to some changes in the scale of the response and the implementation arrangements, as described below.
6. *Targeting approach and beneficiary analysis:* Under Strategic Outcome 1, those most in need as a result of the drought are targeted through a three-stage process. The first stage involves determining the estimated number of people in need in each province and district based on the findings of the EFSA. In the second stage, Cooperating Partners engage with community leaders to identify the most vulnerable households, including through gender and protection considerations (e.g. female-headed household). The final stage involves physically verifying households in need against the criteria, through direct interactions. Wherever possible, targeted households are registered using SCOPE. Based on a gender analysis, women are encouraged to register as the primary cardholder or as the alternate, in order to support their decision-making power and mobility, since many men have migrated in search of work opportunities as a result of the drought. Under Strategic Outcome 3, admission to treatment programmes will be based on regular screening processes.
7. The response has carefully considered seasonality. In this regard, the scaling-up of assistance to 2.5 million people will occur during the winter period, when the cold weather, diminishing stocks and limited employment opportunities significantly hamper access to food. However, in the spring, when milder temperatures and better access to labour opportunities improve the food security and nutrition situation, the response will be scaled down significantly and will focus solely on the most vulnerable households still in need of additional support until the next harvest.
8. *Transfer modalities:* The Country Office is using a combination of in-kind assistance and cash-based transfers (CBT) for the drought response. Specifically, it is providing CBT in urban centres where populations internally displaced by the drought have congregated, and in some rural locations, when and where possible. In most rural areas, the response focuses on in-kind distributions. This approach has been determined based on both assessments and practical considerations:
9. *Assessments:* An initial mVAM market supply and price monitoring baseline found that cash could be used in most district centres, where staple foods are readily available, and prices have not fluctuated significantly. A nationwide CBT feasibility assessment confirmed the appropriateness of using cash in most provincial centres, including those where drought IDPs have congregated;
10. *Practical considerations:* The expansion of CBT is restricted by the extent of the mobile network coverage and the limited reach of financial service providers in rural areas which is the main focus of the drought response. There are also concerns about potential risks of diversion, if cash is provided in non-government-controlled areas. At the same time, WFP has received an in-kind contribution of 60,000 metric tonnes of wheat grain from the Government's Strategic Grain Reserve (SGR), which forms the core of the response.

11. While the adoption of the current approach is based on both the assessment results and practical considerations, the Country Office is actively exploring alternatives to further expand its CBT intervention in the rural areas with functioning markets and stable security environments. One of the potential options is the Hawala system (2), an alternative money transfer system widely used in Afghanistan.
12. The modalities consider the diverse nutritional needs of women, men, girls and boys. For instance, a rationale for providing in-kind assistance in rural areas is that the basket is tailored to the nutritional needs of the household (e.g. wheat-soya blend (WSB) for women, ready-to-use supplementary foods (RUSF) for children, and fortified wheat, vegetable oil, pulses, and salt for the entire family). Moreover, in recognition of these needs, all CBT distributions are complemented with RUSF for families with young children, and with WSB for pregnant and lactating women. The use of SCOPE to register all assistance recipients might help facilitate such complex processes, but challenges arise in non-Government areas due to data protection concerns and a lack of understanding of the system (3). Nonetheless, enhanced sensitization efforts and information provision for beneficiaries in these locations are helping overcome these challenges.
13. *Partnerships*: There are four types of complementarity with partners that are critical to the success of the drought response and the achievement of collective outcomes. First, in line with the OCHA-coordinated integrated drought response plan, WFP's intervention is part of a holistic, multi-sectoral effort to address humanitarian needs in the 20 provinces. Second, in order to address food insecurity and undernutrition in particular, WFP is targeting its response in prioritized areas that will also be covered with water provision by UNICEF and livelihood support by FAO. WFP's targeted supplementary feeding for moderate acute malnutrition complements UNICEF's efforts on severe acute malnutrition.
14. Third, in providing food assistance, WFP has divided up responsibilities with other key actors. In addition to contributing to WFP's efforts, the Government of Afghanistan has distributed wheat from its SGR and has deliberately targeted locations not covered by WFP. Similarly, some international NGOs have undertaken CBT distributions for the urban displaced populations, through an agreed division of labour. Finally, in implementing its food assistance programme, WFP works with over 22 national and international cooperating partners to carry out the projects.
15. *Country office capacity*: The expanded emergency response has required an increase in both national and international staff in the most-affected area offices and in the Country Office. So far, a total of six international and 5 national consultants have been recruited specifically for the drought response. These costs have been included in the budget.
16. *Supply chain*: For the drought response, the supply chain has adopted an innovative design. In a first-time arrangement, most of the wheat grain for the response is coming from the Government's SGR. Through twinning resources, WFP builds upon its existing network of local companies to mill and fortify the wheat before dispatching it using Afghan transporters, while complementary commodities, such as fortified oil and pulses, are procured from abroad. In part because of this positive experience, the current SGR will be

² Hawala is based on the network of money brokers and on 'trust', given the absence of promissory notes to wire money.

³ Impossibility or limitation of SCOPE in certain areas is due to fingerprint data collection, which is sensitive and not usually accepted by AGEs during access negotiations.

expanded to include new silos and warehouse facilities across the country and WFP's support has been sought to provide technical guidance and expertise to support the development of the institutional infrastructure and capacity required to operate and manage the facilities, in addition to engineering expertise for the physical infrastructure component. WFP is planning to establish a dedicated support cell for this initiative which will be a team comprised of Engineering, Programme, and Supply Chain experts.

17. The potential challenges include the Government's internal processes for releasing the wheat in a timely manner, ensuring quality standards, and delays in receiving other commodities. WFP has managed these risks through close engagement with the ministries at all levels and quality checks using independent superintendent companies. The potential late arrival of complementary commodities has been mitigated through advance financing to speed up the procurement processes.
18. *M&E*: Given the scale-up of the response, the Country Office has expanded its system of WFP field monitors and, in order to overcome access constraints, contracted additional third-party monitors to ensure that: distributions are properly managed, households receive their entitlements, and results are achieved as planned. A combination of remote monitoring through mVAM in difficult-to-reach areas and a new tool for face-to-face household interviews will be applied for outcome monitoring. Using data from the EFSA as a baseline, the drought response will be assessed using several indicators, including the Food Consumption Score.
19. *Accountability to affected populations, protection risks, restrictions of gender and disability*: There are several protection risks that may affect beneficiaries: safety and dignity in an environment with conflict and extreme weather conditions; data protection and privacy concerns; and gender-based violence issues and other issues, such as early marriage, sexual exploitation and abuse, and migration, that may be exacerbated by the drought crisis. As broad mitigation measures for all of these risks, WFP has developed "Right Way Guidelines" tailored to the Afghanistan context, and is piloting them in the areas mostly affected by the drought. 'Awaaz', the interagency call centre, in addition to WFP's dedicated hotline, will also be used to respond to complaints and feedback related to the drought. To deal with the specific risks of gender-based violence and early marriage, WFP has conducted a gender analysis of the drought. Based on the results, WFP will encourage women to register as beneficiaries in SCOPE and participate in local food committees, while timely distributions will help mitigate household tensions and alleviate the financial need that often drives families to marry off girls at an early age.
20. *Proposed exit strategy*: The exit strategy for the drought response will occur in two stages. First, the emergency assistance will support households to meet their needs and thereby enable them to undertake agricultural activities, using inputs from FAO, during the upcoming growing season. A successful harvest in 2019 will allow the majority of the affected population to recover from the immediate effects of the drought. Second, many of these communities will be targeted under the CSP for asset creation activities, such as the construction of irrigation canals and feeder roads, that will enable households to transition off from WFP assistance and become more resilient to similar shocks in the future. The benchmarks for the exit strategy will relate to whether they are able to obtain a sufficient harvest this year and whether they 'transition' off from assistance through asset creation projects in subsequent years and do not require support during future droughts.

21. *Security and other risks:* The ongoing conflict in many of the provinces affected by drought and the division of territories into government- and non-government-controlled areas has led to access and security challenges, making it difficult to reach those in need. WFP Afghanistan has a comprehensive access strategy that guides efforts at the national and local level to negotiate access. It has also established contingency plans for potential difficult situations (e.g. denial of access due to bag markings) and has put in place mitigating measures to ensure that resources only reach the intended, verified beneficiaries.

ANNEXES

TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY & MODALITY							
Strategic Outcome	Activity	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total
1	1	Current	1,109,000	998,000	1,720,000	1,720,000	5,547,000
		Increase/decrease	500,000	450,000	775,000	775,000	2,500,000
		Revised	1,609,000	1,448,000	2,495,000	2,495,000	8,047,000
2	2	Current	477,000	429,000	738,000	738,000	2,382,000
		Increase/decrease	-	-	-	-	-
		Revised	477,000	429,000	738,000	738,000	2,382,000
3	4	Current	1,045,000	472,000	809,000	817,000	3,143,000
		Increase/decrease	93,000	-	235,000	226,000	554,000
		Revised	1,138,000	472,000	1,044,000	1,043,000	3,697,000
TOTAL <i>(without overlap)</i>		Current	2,631,000	1,899,000	3,267,000	3,275,000	11,072,000
		Increase/decrease	474,000	360,000	807,000	801,000	2,442,000
		Revised	3,105,000	2,259,000	4,074,000	4,076,000	13,514,000

TABLE 2: FOOD RATIONS (g/person/day) AND CBT VALUES (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY

Outcome	Outcome 1			Outcome 2			Outcome 3						
Activity No	Activity 1			Activity 2			Activity 4						
Sub Activity	GFD: Natural Disasters, IDPs, Returnees, Refugees	GFD: Drought Response	GFD: Unconditional	FFA	Vocational Skills Training	GFD: Livelihoods	School Snack: Grades 1-6	Take Home Ration: Girls Grades 1-6	CBT: Girls Grades 7-12	BSFP: Children 6-23 Months	BSFP: PLW	TSFP: Children 6-59 Months	TSFP: PLW
Modality	Food or CBT	Food or CBT	Food or CBT	Food & CBT	CBT	Food or CBT	Food	Food	CBT	Food	Food	Food	Food
Cereals	476	238	238	476	-	238	-	-	-	-	-	-	-
Oil	35	21	21	35	-	21	-	150	-	-	-	-	-
Pulses	33	24	24	76	-	24	-	-	-	-	-	-	-
Salt	2	2	2	5	-	2	-	-	-	-	-	-	-
High energy biscuits	-	-	-	-	-	-	50	50	-	-	-	-	-
Super Cereal+	-	-	-	-	-	-	-	-	-	-	250	-	250
Plumpy Doz	50*	50*	50*	50*	-	50*	-	-	-	50	-	-	-
Plumpy Sup	-	-	-	-	-	-	-	-	-	-	-	100	-
Total	596	335	335	641	-	335	50	200	-	50	250	100	250
Total kcal/day	2,203	1,336	1,336	2,216	-	1,336	225	225**	-	260	947	497	947
% kcal from protein	14	12	12	14	-	13	11	11	-	10	18	10	18
% kcal from fat	19	28	28	18	-	28	30	30	-	50	14	59	14
Cash (USD/per/day)*	0.42	0.21	0.16	0.38	0.18	0.16	-	-	0.08	-	-	-	-
No. of feeding days	60/120/365	120/180/270	90	180	180	90	240	240	240	180	180	90	150

TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUE

	Current budget		Increase		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	201,298	72,869,871	87,242	42,546,162	288,540	115,416,033
Pulses	23,095	11,351,266	8,722	5,074,799	31,817	16,426,065
Oil and Fats	27,752	27,544,297	7,909	16,675,554	35,661	44,219,851
Mixed and blended foods	56,365	68,683,731	10,950	24,098,159	67,315	92,781,890
Other	1,742	234,084	866	391,802	2,608	625,886
TOTAL (food)	310,253	180,683,249	115,689	88,786,475	425,941	269,469,724
Cash-based transfers (USD)		92,607,302		7,389,297		99,996,600
TOTAL (food and CBT value – USD)	310,253	273,290,551	115,689	96,175,772	425,941	369,466,324

TABLE 4: COST BREAKDOWN OF THE REVISION ONLY (USD)								
	Strategic Result 1/ SDG Target 2.1	Strategic Result 1/ SDG Target 2.1	Strategic Result 2/ SDG Target 2.2	Strategic Result 4/ SDG Target 2.4	Strategic Result 6/ SDG Target 17.14	Strategic Result 8/ SDG Target 17.16	Total	
Strategic outcome	1	2	3	4	5	6		
Focus area	Crisis Response	Resilience	Resilience	Resilience	Resilience	Resilience		
Transfer	109,133,480	-8,612,493	25,815,001	0	0	11,283,458	137,619,446	
Implementation	9,001,219	0	1,051,849	0	0	-1,543,130	8,509,938	
Direct support costs	(no figures in the grey cells)							15,748,983
Subtotal								161,878,367
Indirect support costs (6.5%)								10,522,094
TOTAL								172,400,461

TABLE 5: OVERALL CSP COST BREAKDOWN, AFTER REVISION (USD)							
	Strategic Result 1/ SDG Target 2.1	Strategic Result 1/ SDG Target 2.1	Strategic Result 2/ SDG Target 2.2	Strategic Result 4/ SDG Target 2.4	Strategic Result 6/ SDG Target 17.14	Strategic Result 8/ SDG Target 17.16	Total
Strategic outcome	1	2	3	4	5	6	
Focus area	Crisis Response	Resilience	Resilience	Resilience	Resilience	Resilience	
Transfer	259,640,169	143,707,751	147,007,027	27,928,933	4,237,784	74,771,863	657,293,527
Implementation	31,705,995	18,920,460	24,231,039	8,334,315	1,461,645	10,425,498	95,078,952
Direct support costs	31,481,885	18,247,887	19,522,802	3,993,842	636,299	9,605,315	83,488,029
Subtotal	322,828,049	180,876,098	190,760,868	40,257,090	6,335,728	94,802,675	835,860,508
Indirect support costs (6.5%)	20,983,823	11,756,946	12,399,456	2,616,711	411,822	6,162,174	54,330,933
TOTAL	343,811,872	192,633,044	203,160,324	42,873,801	6,747,550	100,964,849	890,191,442