

## Revision of the Afghanistan country strategic plan (2018–2022) and corresponding budget increase — For approval by vote by correspondence

	Current	Change	Revised
<b>Duration</b>	<b>1 July 2018– 30 June 2022</b>	<b>30 June 2022– 31 December 2023</b>	<b>1 July 2018– 31 December 2023</b>
<b>Beneficiaries</b>	25 448 628	3 682 572	29 131 200
<i>(USD)</i>			
<b>Total cost</b>	<b>1 562 345 705</b>	<b>4 480 158 301</b>	<b>6 042 504 006</b>
Transfers	1 243 191 902	4 000 449 038	5 243 640 940
Implementation	122 109 825	111 843 615	233 953 440
Adjusted direct support costs	102 713 644	94 693 389	197 407 033
<b>Subtotal</b>	<b>1 468 015 371</b>	<b>4 206 986 042</b>	<b>5 675 001 413</b>
Indirect support costs <i>(6.5 percent)</i>	94 330 334	273 172 258	367 502 593

Gender and age marker code:\* 3

\* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

### Draft decision

The Board approves by vote by correspondence the revision of the Afghanistan country strategic plan (2018–2022) and the corresponding budget increase of USD 4,480,158,301 outlined in the present document.

### Rationale

1. Afghanistan is on the brink of economic collapse and humanitarian catastrophe. The previous government's assets and aid have been frozen, generating a liquidity crisis and inflation that are exacerbating the impact of drought and the COVID-19 pandemic. More than half of Afghanistan's population is acutely food insecure, with the highest number of people in the world in Integrated Food Security Phase Classification (IPC) system phase 4 (emergency).
2. Another poor rain forecast in 2022 and uncertainty for the country's macroeconomic future demand an urgent response. This revision of the country strategic plan (CSP) for Afghanistan will:
  - a) scale up WFP's crisis response under strategic outcome 1 to provide a safety net for people in acute food insecurity and, through a new activity 9, prevent further nutritional decline;
  - b) safeguard community resilience and livelihoods with special attention to women and young people by scaling up strategic outcomes 2 and 4 while protecting human capital under strategic outcome 3, scaling up school-based programmes and enabling girls' participation;

- c) maintain common services to the humanitarian community; and
  - d) extend the end date of the current CSP from 30 June 2022 to 31 December 2023.
3. On 15 August 2021, the Taliban consolidated control over Afghanistan. Donors and international financial institutions, which had previously funded 75 percent of public spending, froze disbursements to Afghanistan. The resulting lack of access to United States dollars led to a shortage of cash with which to pay for imports or salaries. Afghanistan's currency depreciated 17.9 percent against the dollar, increasing prices for essential items including food, agricultural inputs and fuel.<sup>1</sup> Casual jobs, upon which 80 percent of the economy relies, fell from 2.5 days a week in June to 1.5 days a week in November.<sup>2</sup>
  4. The economic shock comes on top of a severe drought that affected three-quarters of the country. The October 2021 IPC analysis estimates that 22.8 million people, over half the population, will face acute hunger during the 2022 winter lean season, including nearly 9 million people in IPC phase 4,<sup>3</sup> and 1 million children are at risk of dying from malnutrition.
  5. Women and girls face increased restrictions on their freedom of movement, employment and education. The health and education sectors are on the brink of collapse, and 10 million children, especially girls, risk losing access to education. The World Bank warns that the loss of primary health services could increase mortality among women and children by 33 percent.<sup>4</sup>
  6. Many members of the de facto government are subject to sanctions, and bilateral and multilateral development partners are unlikely to unfreeze aid or assets soon. Further loss of jobs and income is expected, devastating household coping capacity. These factors highlight the need for WFP and other United Nations entities to expand their assistance. Greater assistance will safeguard education, productive assets and women's access to basic services. Meanwhile, WFP will continue to monitor climatic, economic and security risk factors and adjust its response plans accordingly.
  7. Given the uncertainty surrounding the political and economic situation, the duration of the CSP will be extended by 18 months to allow for a better assessment of Afghanistan's future needs in preparation for the formulation of a new CSP.

## Changes

### Strategic orientation

8. This sixth revision constitutes a continuation of the strategic orientation of the CSP. It builds on previous revisions that enhanced the crisis response following shocks including drought and the COVID-19 pandemic. It will allow WFP to respond to and mitigate the most severe impacts of the drastic deterioration in the humanitarian situation facing the country. It will expand and align activities under strategic outcomes 1–4 to deliver a robust food and nutrition crisis safety net for populations facing acute food insecurity while protecting livelihoods and gains made in education.

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<sup>1</sup> United Nations operational rates of exchange, 1 November 2021 vs. 1 November 2020.

<sup>2</sup> WFP. 2021. *Afghanistan Countrywide Weekly Market Price Bulletin*, Issue 75 (covering second week of October).

<sup>3</sup> IPC. 2021. *IPC Acute Food Insecurity Analysis September 2021 - March 2022*. Issued in October 2021.

<sup>4</sup> World Bank. 2021. *Shifting Gears: Digitization and Services-Led Development*. South Asia Economic Focus (October).

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## Strategic outcomes

9. With the government budget paralyzed and private cash frozen, there are few safety nets. WFP will leverage strategic outcome 1 (crisis response) to meet the emergency food needs of all populations in IPC phase 4 and 80 percent of the population in IPC phase 3 during the peak of the winter lean season in 2022 and will continue to support those most in need after the harvest period. WFP's food assistance is adapted to urban, rural and displaced peoples' needs. The response draws on findings from recent monitoring that indicate that short-term assistance (from two to four months in duration) is no longer sufficient to offset the needs of populations in Afghanistan; in 2022, therefore, WFP will introduce more predictable and extended support (8–12 months in duration) for the most vulnerable.
10. WFP will shift malnutrition prevention and treatment activities from strategic outcome 3 to a new activity 9 under strategic outcome 1. This will improve complementarity between food and nutrition assistance, maximizing the acute malnutrition prevention programme by ensuring that pregnant and lactating women and girls (PLWG) and children age 6–59 months in crisis situations benefit from complementary food (activity 1) and nutrition (activity 9) packages. Given the challenges women face reaching functioning health centres, WFP and the United Nations Children's Fund will widen geographic coverage and scale-up mobile health teams four-fold to facilitate access to treatment for malnourished children and PLWG, especially in rural areas.
11. Under strategic outcome 2 (resilience), WFP will safeguard livelihoods through an expansion of food assistance for assets and vocational skills training under existing activity 2. WFP expects to reach 1.1 million men, women and young people annually with support for livelihoods, skill-building and environmental asset management. It will pay particular attention to fostering women's continued participation by providing food or cash-based transfers (CBTs), adapting training and spaces for training and asset creation to enable safe access for women and partnering with women's associations for training. Capacity strengthening and disaster risk preparedness under activity 3 will focus on community-based networks.
12. Linkages between strategic outcome 2 and the work under strategic outcome 4 (resilience) will be reinforced through common geographic targeting – providing opportunities to extend support to communities through activities such as asset creation and value chain support. Under strategic outcome 4, WFP will expand its food systems work to help increase capacity to produce nutritious foods in partnership with other actors such as the Food and Agriculture Organization of the United Nations, with which it is collaborating on soy value chain development. Special attention will be given to involving women through gardening, food processing, marketing or other opportunities.
13. With more than 50 percent of households currently reducing expenditures on health and education, WFP will refocus strategic outcome 3 (resilience) on school-based programmes, as reflected in the adapted line of sight activity 4 statement.<sup>5</sup> WFP supports the interagency action plan to protect the educational gains from the past in partnership with the United Nations Children's Fund, the United Nations Educational, Scientific and Cultural Organization and Save the Children, supporting both formal education centres and community-based classes. WFP will expand school-based programmes to 1 million primary school children annually, providing on-site meals plus take-home rations to keep girls in school. A successful pilot CBT incentive for secondary school girls will be scaled up to additional areas. From 2022, WFP will strengthen linkages between school-based meals and local markets through vouchers, leveraging schools as a platform for maximizing

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<sup>5</sup> WFP's stunting prevention research programme will continue until its planned end date in June 2022.

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community-based resilience and supporting an integrated package of school health and nutrition with partners.

14. Under each outcome, transfer modalities will be adapted to the circumstances and needs of recipients, especially women, girls, persons with disabilities and marginalized populations. In-kind food rations will be provided primarily in rural areas; in urban settings, WFP will use market-based approaches, which may expand in scale and coverage as circumstances permit. For CBT delivery, WFP will contract financial service providers such as banks, money transfer and remittance agencies and mobile network operators. Given rising inflation and liquidity constraints, WFP will also establish a new commodity voucher programme in partnership with the private sector.
15. Activities under strategic outcome 6 will continue, recognizing the critical role that the United Nations Humanitarian Air Service (activity 8) plays in ensuring access for humanitarian partners to and within the country. WFP will maintain its international airbridge until safe reliable commercial air options are assured.
16. WFP is scaling up real-time remote monitoring and face-to-face surveys, including nutrition assessments, to inform evidence-based actions. WFP's field presence is being reinforced to scale up direct monitoring to take advantage of improved geographic access. Meeting the needs of women, girls, persons with disabilities and marginalized groups is a priority, as such innovative monitoring processes and inclusive community engagement will be a focus of all vulnerability assessment and mapping, monitoring and evaluation and programme activities.
17. Risk mitigation: WFP's principled approach to assistance has enabled it to negotiate access, independent assessment and registration and women's participation in humanitarian work and engagement in livelihood programmes; WFP will build on this experience and reinforce its capacities in gender, protection, conflict sensitivity and accountability to ensure the safe participation of all regardless of gender, disability or ethnicity and to promote community acceptance to enable access by WFP and its partners. To manage the risk of supply chain disruptions, WFP coordinates supply chain planning across neighbouring countries and has diversified suppliers, commodities and corridors while expanding support in Afghanistan for local milling and fortification initiatives. Amid liquidity constraints, WFP has established alternative payment processes; the financial crisis will nevertheless remain a primary residual risk for WFP and its partners. As the economic crisis drives risk of crime and conflict, well-established arrangements managing the risk to the safety and security of WFP employees and partners will be bolstered alongside continued efforts to operationalize community acceptance and prevent and respond to incidents involving WFP assets or funds.

### **Beneficiary analysis**

18. This revision will increase assistance under strategic outcomes 1 to 3 to 23.3 million direct beneficiaries in 2022, with a peak monthly caseload during the January–May lean season. WFP's crisis response will meet the food needs of 21 million people, including 4.8 million who will receive malnutrition prevention packages and 1.6 million children age 6-59 months and PLWG who will receive treatment for acute malnutrition. Resilience interventions will safeguard the livelihoods of 1.1 million people and enable access to education for 1 million schoolchildren, half of them girls. Given the worrisome humanitarian outlook, WFP expects to continue to support up to 21.3 million people in 2023.

TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY\*

Strategic outcome	Activity and modality	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total
1	1 (in-kind)	Current	3 191 349	3 123 448	3 462 953	3 802 459	<b>13 580 209</b>
		Increase/(decrease)	1 529 649	1 497 103	1 659 832	1 822 560	<b>6 509 144</b>
		Revised	4 720 998	4 620 551	5 122 785	5 625 019	<b>20 089 353</b>
	1 (CBT)	Current	1 256 161	1 229 434	1 363 068	1 496 702	<b>5 345 365</b>
		Increase/(decrease)	(402 535)	(393 970)	(436 793)	(479 615)	<b>(1 712 913)</b>
		Revised	853 626	835 464	926 275	1 017 087	<b>3 632 452</b>
	1 (commodity voucher)	Current	-	-	-	-	-
		Increase/(decrease)	622 696	609 448	675 692	741 936	<b>2 649 772</b>
		Revised	622 696	609 448	675 692	741 936	<b>2 649 772</b>
	9 (in-kind)	Current	-	-	-	-	-
		Increase/(decrease)	2 224 448	-	2 357 013	2 453 218	<b>7 034 679</b>
		Revised	2 224 448	-	2 357 013	2 453 218	<b>7 034 679</b>
2	2 (in-kind)	Current	367 464	359 645	398 737	437 829	<b>1 563 675</b>
		Increase/(decrease)	214 537	209 973	232 795	255 618	<b>912 923</b>
		Revised	582 001	569 618	631 532	693 447	<b>2 476 598</b>
	2 (CBT)	Current	184 932	180 998	226 396	247 120	<b>839 446</b>
		Increase/(decrease)	100 991	98 842	109 586	120 330	<b>429 749</b>
		Revised	285 923	279 840	335 982	367 450	<b>1 269 195</b>
3	4 (in-kind)	Current	1 285 433	64 170	1 636 868	1 937 691	<b>4 924 162</b>
		Increase/(decrease)	(768 153)	(64 170)	324 273	(624 096)	<b>(1 132 146)</b>
		Revised	517 280	-	1 961 141	1 313 595	<b>3 792 016</b>
	4 (CBT)	Current	21 150	20 700	39 240	8 910	<b>90 000</b>
		Increase/(decrease)	(21 150)	(20 700)	92 294	(8 910)	<b>41 534</b>
		Revised	-	-	131 534	-	<b>131 534</b>
	4 (commodity voucher)	Current	-	-	-	-	-
		Increase/(decrease)	-	-	215 600	224 400	<b>440 000</b>
		Revised	-	-	215 600	224 400	<b>440 000</b>
<b>Total (without overlap)</b>	<b>Current</b>	<b>5 995 872</b>	<b>4 978 395</b>	<b>6 841 293</b>	<b>7 633 069</b>	<b>25 448 628</b>	
	<b>Increase/(decrease)</b>	<b>849 960</b>	<b>1 721 781</b>	<b>587 163</b>	<b>523 667</b>	<b>3 682 572</b>	
	<b>Revised</b>	<b>6 845 832</b>	<b>6 700 176</b>	<b>7 428 456</b>	<b>8 156 736</b>	<b>29 131 200</b>	

\* This revision reviews the planning assumptions across activities and over the extended lifecycle of the CSP, shifts a portion of 2022 strategic outcome 1 CBTs and strategic outcome 4 in-kind targets to a new commodity voucher transfer modality and shifts targeted supplementary feeding programme and blanket supplementary feeding programme targets from activity 4 to a new activity 9 beginning in 2022.

## Transfers

TABLE 2: FOOD RATION (g/person/day) AND CASH-BASED TRANSFER VALUE (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY								
	Strategic outcome 1						Strategic outcome 2	
	Activity 1		Activity 9				Activity 2	
Sub-activity	GFD: IDPs and natural disasters/returnees/refugees	GFD: crisis safety net 50 percent ration/75 percent ration	BSFP: children age 6-59 months	BSFP: PLWG	TSFP: children age 6-59 months	TSFP: PLWG	Food assistance for assets	Vocational skills training
Beneficiary type	All	All	Children	PLWG	Children	PLWG	All	All
Modality	Food or CBTs	Food or CBTs/vouchers	Food	Food	Food	Food	Food or CBTs	CBTs
Cereals	476.2	238.1/357.1					476.2	
Pulses	59.5	29.8/44.6					59.5	
Oil	43.3	21.7/32.5					43.3	
Salt	4.8	2.4/3.6					4.8	
High-energy biscuits	(10)							
Plumpy'Sup					100			
Wheat-soya blend				150		250		
Plumpy'Doz			50					

<b>TABLE 2: FOOD RATION (g/person/day) AND CASH-BASED TRANSFER VALUE (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY</b>								
	<b>Strategic outcome 1</b>						<b>Strategic outcome 2</b>	
	<b>Activity 1</b>		<b>Activity 9</b>				<b>Activity 2</b>	
<b>Sub-activity</b>	<b>GFD: IDPs and natural disasters/returnees/refugees</b>	<b>GFD: crisis safety net 50 percent ration/ 75 percent ration</b>	<b>BSFP: children age 6–59 months</b>	<b>BSFP: PLWG</b>	<b>TSFP: children age 6–59 months</b>	<b>TSFP: PLWG</b>	<b>Food assistance for assets</b>	<b>Vocational skills training</b>
<b>Total</b>	<b>584</b>	<b>292/438</b>	<b>50</b>	<b>150</b>	<b>100</b>	<b>250</b>	<b>584</b>	
Total kcal/day	2 300	1 150/1 730	281	568	535	947	2 300	
% kcal from protein	11	11/11	8.6	18.4	10.5	18.4	11	
Cash-based transfers (USD/person/day)	0.38	CBTs: 0.19/0.30 Voucher: 0.27/0.32					0.38	0.38
Number of feeding days per year	60/120/360	Up to 240-360	Up to 240-360	Up to 240–360	90	150	180	180

Notes: The cereal ration is estimated considering packaging size and based on a fortified product; the IDP/returnee ration includes high-energy biscuits during the initial phase of assistance. Under this revision BSF in 2023 will be provided for 150 days; any further revision of the plan will be informed by updated nutrition data.

Abbreviations: BSFP = blanket supplementary feeding programme; GFD = general food distribution; IDP = internally displaced person; TSFP = targeted supplementary feeding programme

**TABLE 2: FOOD RATION (g/person/day) AND CASH-BASED TRANSFER VALUE (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY**

Strategic outcome 3					
Activity 4					
Sub-activity	School snack: primary school boys and girls grades 1–6	Take-home ration: primary school girls grades 1–6	CBT incentive: secondary school girls grades 7–12	Stunting prevention: children age 6–59 months	Stunting prevention: PLWG
Beneficiary type	Children	Children	Children	Children	PLWG
Modality	Food and vouchers	Food	CBTs	Food	Food
Cereals					
Pulses					
Oil		21.7			
Salt					
High-energy biscuits	65.0				
Plumpy'Sup					
Wheat-soya blend					250
Plumpy'Doz				50	
<b>Total</b>	<b>65.0</b>	<b>21.7</b>			
Total kcal/day	293	194		281	947
% kcal from protein	11	0		8.6	18.4
Cash-based transfers (USD/person/day)	Voucher: 0.20		0.57		



<b>TABLE 2: FOOD RATION (<i>g/person/day</i>) AND CASH-BASED TRANSFER VALUE (<i>USD/person/day</i>) BY STRATEGIC OUTCOME AND ACTIVITY</b>					
	<b>Strategic outcome 3</b>				
	<b>Activity 4</b>				
<b>Sub-activity</b>	<b>School snack: primary school boys and girls grades 1-6</b>	<b>Take-home ration: primary school girls grades 1-6</b>	<b>CBT incentive: secondary school girls grades 7-12</b>	<b>Stunting prevention: children age 6-59 months</b>	<b>Stunting prevention: PLWG</b>
Number of feeding days per year	160	160	160	120	120

*Note:* The stunting prevention research programme will conclude under strategic outcome 3 in June 2022.

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

Food type/cash-based transfers	Current budget		Increase		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	670 072	303 033 613	2 676 543	1 390 062 408	3 346 615	1 693 096 021
Pulses	104 892	53 998 225	328 352	216 712 632	433 245	270 710 856
Oil and fats	74 925	102 399 970	275 931	383 709 828	350 856	486 109 798
Mixed and blended foods	104 325	146 617 863	240 736	311 142 269	345 062	457 760 132
Other	11 340	2 601 992	25 571	4 643 776	36 911	7 245 769
<b>Total (food)</b>	<b>965 555</b>	<b>608 651 664</b>	<b>3 547 134</b>	<b>2 306 270 912</b>	<b>4 512 688</b>	<b>2 914 922 576</b>
Cash-based transfers including vouchers		233 887 458		746 368 843		980 256 301
<b>Total (food and cash-based transfer value)</b>	<b>965 555</b>	<b>842 539 121</b>	<b>3 547 134</b>	<b>3 052 639 755</b>	<b>4 512 688</b>	<b>3 895 178 877</b>

### Cost breakdown

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	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	Strategic outcome 5	Strategic outcome 6	
Focus area	Crisis response	Resilience building	Resilience building	Resilience building	Resilience building	Crisis response	
Transfers	3 573 806 253	181 732 192	77 937 685	13 800 162	165 985	153 006 761	<b>4 000 449 038</b>
Implementation	90 399 395	8 317 611	8 415 527	1 780 020	276 616	2 654 446	<b>111 843 615</b>
Adjusted direct support costs							<b>94 693 389</b>
<b>Subtotal</b>							<b>4 206 986 042</b>
Indirect support costs (6.5 percent)							<b>273 172 258</b>
<b>Total</b>							<b>4 480 158 301</b>

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	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	Strategic outcome 5	Strategic outcome 6	
Focus area	Crisis response	Resilience building	Resilience building	Resilience building	Resilience building	Crisis response	
Transfers	4 318 128 631	347 715 796	306 534 740	39 993 799	4 496 435	226 771 539	<b>5 243 640 940</b>
Implementation	149 150 923	26 256 362	34 110 123	9 024 967	1 327 015	14 084 050	<b>233 953 440</b>
Adjusted direct support costs	146 736 023	18 322 783	18 332 639	3 134 187	428 681	10 452 720	<b>197 407 033</b>
<b>Subtotal</b>	<b>4 614 015 577</b>	<b>392 294 941</b>	<b>358 977 502</b>	<b>52 152 953</b>	<b>6 252 131</b>	<b>251 308 309</b>	<b>5 675 001 413</b>
Indirect support costs (6.5 percent)	299 911 013	25 499 171	23 333 538	3 389 942	406 388	14 962 541	<b>367 502 593</b>
<b>Total</b>	<b>4 913 926 590</b>	<b>417 794 113</b>	<b>382 311 039</b>	<b>55 542 895</b>	<b>6 658 519</b>	<b>266 270 850</b>	<b>6 042 504 006</b>