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Operational matters – Country strategic plans

**For approval**

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## **Draft Afghanistan country strategic plan (2018–2022)**

Duration	1 July 2018–30 June 2022
Total cost to WFP	USD 717,670,428
Gender and age marker*	3

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

### **Executive summary**

With an engaged government, rich natural resources and a young and diverse population, Afghanistan has the potential to make significant progress on the 2030 Agenda for Sustainable Development. However, a complex and protracted conflict, combined with challenges related to climate change, demographics, gender inequalities, underemployment and transparency issues, have dramatically impeded the country's efforts to achieve the Sustainable Development Goals, including goal 2 on zero hunger. The 2017 Afghanistan zero hunger strategic review found that the country suffers from high, and in some cases rapidly rising, levels of food insecurity and undernutrition, and outlined a series of recommendations for addressing the problem.

WFP is well placed to help Afghanistan implement several of the main recommendations of the strategic review through this country strategic plan. The overarching goal of the plan is to support the country to achieve zero hunger by 2030 in a manner that contributes, wherever possible, to the broader, longer-term transition to peace and development. Mainstreaming the cross-cutting issues of gender equality and women's empowerment, protection and accountability to affected populations, the plan focuses on six closely interrelated outcomes that span both Sustainable Development Goals 2 and 17: emergency response (strategic outcome 1), resilient livelihoods (strategic outcome 2), nutrition (strategic outcome 3), value chains for nutritional products (strategic outcome 4), policy coherence (strategic outcome 5), and common services and platforms (strategic outcome 6).

Based on extensive consultations with the Government, partners and affected communities, the approach entails three shifts that will allow WFP to support the country more effectively in achieving Sustainable Development Goal 2. First, WFP will shift to more sustainable solutions in strategic result areas, emphasizing not only emergency response (strategic outcome 1) but also resilient livelihoods

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(strategic outcome 2), and not only the treatment but also the prevention of malnutrition (strategic outcome 3). Second, it will shift to more transformational linkages among strategic result areas, with nutritional product value chains (strategic outcome 4) providing fortified products for emergency response, resilient livelihoods and nutrition (strategic outcomes 1, 2 and 3). Third, it will shift to a more comprehensive, national-led framing of all strategic result areas by supporting policy coherence (strategic outcome 5) and common services and platforms (strategic outcome 6).

These shifts will permit WFP to contribute to the country's broader, long-term goals by supporting interventions at the humanitarian–development–peace nexus. For example, the shift to more sustainable solutions means that WFP's work will help strengthen livelihoods, providing people with greater hope for the future, reducing incentives to join armed groups and thereby contributing to stability. Similarly, the linkages among strategic result areas will enable WFP to source its food items in Afghanistan from smallholders, millers and transporters, with multiplier effects for the economy – and benefits for stability – along the value chain. In addition, the national-led framing of efforts to address hunger and achieve other Sustainable Development Goals will support the Afghanistan Unity Government in building trust and enhancing its legitimacy.

This approach is directly aligned with the Government's commitment to achieving the Sustainable Development Goals by 2030 and with its five-year plan, the Afghanistan National Peace and Development Framework, which guides these efforts in the near term. In response to calls from the Government for the United Nations to work in a more coordinated and effective manner, WFP's country strategic plan contributes to the jointly agreed One United Nations for Afghanistan initiative and the Afghanistan Humanitarian Response Plan, which are designed to support the Afghanistan National Peace and Development Framework and achievement of the Sustainable Development Goals. Consistent with this approach, WFP's country strategic plan has a strong focus on partnership. Taken together, these efforts will allow WFP to help Afghanistan achieve zero hunger and will support the transition towards development and lasting peace.

### **Draft decision\***

The Board approves the Afghanistan country strategic plan (2018–2022) (WFP/EB.A/2018/8-A/1) at a total cost to WFP of USD 717,670,428.

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

## 1 Country analysis

### 1.1. Country context

1. Situated between Central and South Asia, with an engaged government, rich natural resources and a young and diverse population, Afghanistan has the potential to make significant progress towards the Sustainable Development Goals (SDGs). Over the past 15 years, the country has demonstrated an ability to deliver improvements in key areas such as school enrolment and life expectancy. However, complex and protracted conflict combined with other challenges, such as climate change and natural disasters, demographic shifts, limited job opportunities, pervasive gender inequalities and transparency concerns, has dramatically constrained the country's wider development efforts.
2. As a result, Afghanistan currently ranks 169th of 188 countries in the Human Development Index. It has low levels of economic growth, unemployment rates exceed 19 percent – 13.9 percent for men and 36.4 percent for women<sup>1</sup> – and almost 54 percent of the population lives below the global poverty line. With more than a third of the country's territory contested by or under the control of anti-government elements, widespread insecurity resulted in nearly 11,500 civilian casualties and the displacement of more than half a million people in 2016. In this mountainous country with geographically dispersed and isolated communities, conflict has also exacerbated social, ethnic and cultural divisions, further contributing to instability.
3. In many ways, the trajectory of the conflict will define the broader course of events in the country in the coming years, but even in this difficult context, Afghanistan has opportunities to pursue its aspirations for peace and development by 2030.

### 1.2 Progress towards SDG 2

#### *Progress towards SDG 2 targets*

4. Under the Government's leadership, Afghanistan is making important gains towards the achievement of SDG 2 targets, but progress is uneven because of the challenging circumstances.
5. *Ensure access to safe, nutritious and sufficient food all year round:* Food insecurity is widespread and increasing among the population, as measured by the two SDG indicators for this target. A survey using the Food Insecurity Experience Scale indicated that 16 percent of the population, or 5.2 million people, suffered from severe food insecurity between 2014 and 2016. Preliminary results from a 2017 study based on a local SDG indicator suggest that overall food insecurity, including both moderate and severe forms, rose from 33 to more than 44 percent in the last three years. Undernourishment, which reached a peak in the late 1990s but declined rapidly in the early 2000s, has also started to rise again, standing at 26.8 percent in 2015. Although food insecurity affects much of the country's population, the 2017 Afghanistan zero hunger strategic review (ZHRSR) indicates that women, children, displaced persons, returnees, woman-headed households, persons with disabilities and poor people are the groups most at risk.
6. *End all forms of malnutrition:* Afghanistan experiences high rates of undernutrition. While significant progress has been made in the past 15 years, the prevalence of stunting in children under 5 is almost 41 percent at the national level – 42.3 percent for boys and 39.4 percent for girls – which is classified as very high according to World Health Organization (WHO) thresholds. The situation is even more serious at the provincial level, with stunting prevalence of 60–70 percent in some provinces. The prevalence of wasting among children under 5 is 9.5 percent – 10.3 percent for boys and 8.7 percent for girls – but this national rate masks large differences at disaggregated levels. In eight provinces, global acute malnutrition rates exceed 15 percent, the WHO threshold for an emergency situation. Children under 5, especially boys, are particularly vulnerable to undernutrition, as are adolescent girls and pregnant and lactating women and girls (PLWG).
7. *Double the agricultural productivity and incomes of small-scale food producers:* Agriculture is the largest sector of the economy, accounting for approximately half of economic growth in 2016 and providing a source of income for about 44 percent of the population – 60.9 percent of women

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<sup>1</sup> Sex- and age-disaggregated data are provided wherever available and relevant.

and 39.8 percent of men – especially among rural households, which are largely subsistence farmers with small, rainfed holdings. However, significant efforts will be required to meet the SDG target of doubling productivity and incomes. Agricultural productivity is closely tied to irrigation, but currently only 40 percent of farming households have access to irrigated land. As a result, the average income of families selling livestock and agricultural products is only USD 800 per year. The ZHSR found that women employed in this sector are particularly disadvantaged because they face discrimination in landownership – 25 percent of women own land, versus 56 percent of men – information, financial services, productive inputs and markets, and experience higher rates of unemployment and unpaid work.

8. *Ensure sustainable food production systems:* With mountainous terrain and limited water resources, only 12 percent of the country’s land can support agricultural cultivation, making it critical to maximize the proportion of land under productive and sustainable use, in line with the SDG indicator for this target. The country is exposed to a wide range of natural hazards, however, including floods, droughts, avalanches, landslides and earthquakes, which together affect 400,000 people annually. Given the fragility of its ecosystems, Afghanistan is also highly susceptible to the impacts of climate change, with different effects on women and men. Most agricultural production is based on water from snowmelt or rain, but the ZHSR suggests that temperatures will rise, droughts will become more frequent and flash flooding will increase because of earlier snowmelt. As a result of these phenomena and the conflict, it will be difficult to maintain sustainable food systems. Natural disasters and climate change will particularly affect women, poor people and populations in rural areas.

#### ***Macroeconomic environment***

9. Although the economy is at the centre of the Government’s development strategy, the conflict and ongoing political instability have adversely affected economic growth. Annual gross domestic product growth was estimated at 2.6 percent for 2017 and is not expected to increase significantly in the coming years. The difficulties are compounded by regional tensions, which have sometimes led to border closures and disrupted trade. These trends affect food security and nutrition in two principal ways. First, because agriculture is the largest sector of the economy, these challenges reflect difficulties in achieving growth in this area while the conflict continues. Second, with more than one-fifth of the working-age population unemployed, there are limited opportunities for finding jobs – particularly for women, who face socio-cultural and institutional discrimination – making it difficult for people to meet their food and nutrition needs.

#### ***Key cross-sector linkages***

10. The Afghanistan ZHSR identified six main issues that are related to other SDGs and are driving food insecurity and undernutrition in the country. These issues are, in turn, exacerbated by the hunger problem. As well as the challenges related to protracted conflict (SDG 16), climate change and natural disasters (SDG 13) and limited job opportunities (SDG 8) discussed in previous subsections, the other major concerns are:
  - *Gender inequalities (SDG 5):* Afghan society and structures are predominantly patriarchal and characterized by rigid gender norms that restrict the mobility, autonomy and agency of women and girls. The country ranks 154th of 159 on the Gender Inequality Index. Despite significant improvements, girls still account for only one-third of school attendees. Approximately 33 percent of girls marry before the age of 18, limiting their educational, livelihood and leadership opportunities and adversely affecting their own nutrition status and that of their children. Discrimination against women is manifested by low rates of participation in the workforce and relegation to the few sectors where it is socially acceptable for them to work. Up to 87 percent of women experience gender-based violence and 62 percent report experiencing multiple forms of violence.
  - *Demographic shifts (SDG 11):* Afghanistan is also facing a rapid demographic shift towards urbanization, accelerated in part by displacement related to conflict and climate change, leaving more of the population dependent on food purchases and vulnerable to price fluctuations. With more than 67 percent of the population under the age of 25, the

third largest “youth bulge” in the world, this vulnerability is increasingly concentrated among young people.

- *Transparency and accountability concerns (SDG 16)*: In 2016, Afghanistan ranked 169th of 176 countries on the Corruption Perceptions Index. The pervasive problem presents numerous impediments to achieving zero hunger. The lack of accountability and transparency makes it difficult for hungry, vulnerable and marginalized families to obtain the goods and services they need and undermines their confidence and trust in the governance system.

11. Taken together, these challenges have helped to create a negative, self-reinforcing dynamic that perpetuates food insecurity and undernutrition. As described in the ZHSR, conflict (SDG 16) leads to widespread hunger (SDG 2), while also disrupting basic services and limiting employment opportunities (SDG 8), especially for young people in urban areas (SDG 11). The problem is exacerbated, particularly in rural areas, by climate change (SDG 13). The hunger and resulting desperation may, in turn, contribute to tensions and conflict (SDG 16), reinforcing the cycle. At the same time, gender inequalities (SDG 5) and high levels of corruption (SDG 16) undermine some of the main means of addressing the problems and fuel further dissatisfaction, tension and violence. Recognizing these complex dynamics but also the concerted efforts that have been made to address some of the challenges, the ZHSR identifies a number of gaps and related recommendations as priorities for achieving zero hunger.

### 1.3 Hunger gaps and challenges

12. The ZHSR identifies three sets of recommendations – strategic, hunger-specific and enabling-environment-related – aligned with the Government’s priorities. The main strategic recommendations include:
  - making the achievement of SDG 2 on zero hunger a key priority for Afghanistan, not only to ensure that all Afghans reach their full physical and mental potential, but also to help create a positive cycle and long-term, multiplier benefits for peace and development in the country;
  - supporting and resourcing the recently established multi-stakeholder coordination platform – the Afghanistan Food Security and Nutrition Agenda (AFSeN) – as hunger is a multi-dimensional problem requiring a coherent and integrated response; and
  - implementing the hunger-specific recommendations in a manner that contributes to the country’s longer-term transition to peace and development.
13. The hunger-specific recommendations are organized by SDG 2 target. For SDG target 2.1, the main emphasis is on humanitarian responses, zero hunger safety nets and the strategic grain reserve. For SDG target 2.2, the focus is on expanding both treatment and prevention of undernutrition. For SDG target 2.3, attention is given to crop and animal systems, natural resources, extension services and nutritional product value chains. For SDG target 2.4, the recommendations concentrate on afforestation, early warning systems, management of climate risks and the establishment of a food quality and safety act.
14. Recommendations for the enabling environment relate to human capacity, increased national investment in nutrition and agriculture, the establishment of an independent body to fight corruption, and strengthened national data information systems for food security and nutrition. The ZHSR emphasizes that the recommendations should benefit Afghans residing in both government- and non-government-controlled areas.

### 1.4 Country priorities

#### *Government*

15. The Government of Afghanistan has two broad frameworks that guide its development efforts: the 2030 Agenda represents the long-term vision, while the Afghanistan National Peace and Development Framework (ANPDF) articulates the priorities through 2021. For the SDGs, the country undertook a voluntary national review in 2017 that focused on six key goals, including SDGs 2 and 17, with SDG 2 approached from an agricultural perspective. The Afghanistan ZHSR

provides a complementary and more comprehensive set of recommendations for SDG 2 that have been endorsed by Government, including AFSeN.

16. The ANPDF outlines the Government's strategy for peace and development in the short term and identifies 11 national priority programmes (NPPs) to support the achievement of many of the SDGs that address the main drivers of food insecurity and undernutrition, including conflict, climate, urbanization and women's disempowerment. The NPPs most directly related to SDG 2 on zero hunger include the Citizens' Charter, the Comprehensive Agricultural Development Plan, the Women's Economic Empowerment Programme and the Human Capital Development Programme.
17. In support of both SDG 2 and the relevant NPPs, the AFSeN framework touches on issues related to availability, access, utilization and stability and has led to the creation of an executive committee and subcommittees focused on food security, nutrition, and advocacy and communications. There is the possibility, however, that the Afghanistan ZHSR may be used as a basis for an updated strategy and action plan aligned with the SDG 2 targets.

### *United Nations and other partners*

18. Although the United Nations in Afghanistan has an agreed development assistance framework (UNDAF), it is currently in intensive consultations with the Government to revise the approach and ensure that the UNDAF is more fully aligned with the ANPDF. Based on those discussions, the United Nations has agreed to focus on six main thematic areas under its One United Nations for Afghanistan approach: education; food security, nutrition and livelihoods; health; return and reintegration of refugees and displaced persons; rule of law; and normative work. The Food and Agriculture Organization of the United Nations (FAO), WFP, the United Nations Children's Fund (UNICEF) and the United Nations Development Programme (UNDP) are particularly focused on the thematic area of food security, nutrition and livelihoods, while the International Organization for Migration (IOM), the Office of the United Nations High Commissioner for Refugees (UNHCR), WFP and others are involved in return and reintegration.
19. These development-oriented efforts to achieve the ANPDF targets are complemented by the Afghanistan Humanitarian Response Plan (HRP). The HRP, which covers food security and nutrition, has recently narrowed its definition of "humanitarian", which now refers only to life-saving activities and does not cover people in protracted situations. The change underscores the need for strong complementarity with the One United Nations for Afghanistan approach. Taken together, the efforts of One United Nations for Afghanistan and the HRP will provide the basis for the United Nations' contribution to achievement of the ANPDF targets and SDG 2.

## **2. Strategic implications for WFP**

### **2.1 WFP's experience and lessons learned**

20. The mid-term evaluation of the Afghanistan protracted relief and recovery operation (PRRO 200447), strategic reviews of specific activities and consultations with communities, the Government, United Nations agencies and non-governmental organizations (NGOs) have identified several consistent sets of lessons learned and results that can inform WFP's future direction. First, there seems to be consensus on activities that have been effective and in which WFP should continue or expand its engagement: emergency response, nutrition, asset creation, take-home rations, the strategic grain reserve, and Purchase for Progress, in a more mainstreamed form.
21. Second, the evaluation and especially the consultations called for a change in emphasis from a primary focus on emergency response to consideration of how WFP could support longer-term, more transformational changes in the country. The consultations highlighted the need to link humanitarian and development work and, where possible, to support efforts for peace and stability. Both the evaluation and the consultations indicated that gender equality should be a greater focus.
22. Third, it was felt that WFP could be more effective and have greater impact if it placed additional emphasis on working closely with United Nations partners and aligning with the Government's priorities. However, it was also argued that WFP must manage the tension between supporting

the Government in accordance with development principles and providing emergency assistance in accordance with humanitarian principles, especially in conflict settings, where access to the diverse people in need depends on perceptions of neutrality, impartiality and operational independence.

## 2.2 Opportunities for WFP

23. Based on these insights and the recommendations of the ZHSR, WFP will pursue two broad strategic opportunities under this country strategic plan (CSP):

- *Leveraging its current core activities to take a more transformative approach:* While the ZHSR, consultations and evaluations make it clear that many of its core activities should be maintained, WFP has also been encouraged to change the way it works to make its contributions more transformative and supportive of longer-term solutions. There is an opportunity to enter more deliberately into the development domain, to make conscious links between WFP's humanitarian, development and peace efforts and to partner with communities, United Nations agencies, authorities and others in an inclusive, empowering and gender-transformative manner for greater impact.
- *Exploring new, potentially strategic areas of engagement that are emerging:* The work on SDG 2, SDG 17 and the broader 2030 Agenda in Afghanistan is at a nascent stage: the ZHSR has just been completed; the United Nations, in close consultation with the Government, is reformulating its UNDAF; the AFSeN and Scaling Up Nutrition initiatives have just been launched; and discussions about social protection in the country are only beginning. Therefore, WFP has the chance to more fully participate in and shape some of the strategic and policy directions that will frame efforts to achieve zero hunger and the other SDGs.

## 2.3 Strategic changes

24. To pursue these opportunities, WFP will make several strategic changes to its approach. Consistent with its corporate Strategic Plan, WFP will fully align with the country's efforts to achieve the SDGs, particularly SDG 2 on zero hunger, to ensure that its contribution supports a coherent overall strategy. In contrast to its previous approach, WFP will also deliberately engage in other areas of progress in the country by leveraging its zero hunger efforts to contribute, to the extent possible, to Afghanistan's wider goals of peace and development. To better support the country in achieving SDG 2 and its broader aspirations, WFP will enact three operational shifts towards more sustainable solutions, transformational linkages and national-led framing of 2030 efforts, which will structure WFP's strategic orientation.

# 3. WFP strategic orientation

## 3.1 Direction, focus and intended impacts

25. In the challenging context of Afghanistan, the CSP's overarching goal is to support the country in achieving zero hunger by 2030 in a manner that also contributes, wherever possible, to the broader, longer-term transition to peace and development. The country office will therefore focus on six highly interrelated outcomes that support the achievement of both SDG 2 and SDG 17: emergency response (strategic outcome 1), resilient livelihoods (strategic outcome 2), nutrition (strategic outcome 3), nutritional product value chains (strategic outcome 4), policy coherence (strategic outcome 5) and common services and platforms (strategic outcome 6). With the cross-cutting issues of gender equality, protection and accountability to affected populations mainstreamed across all outcomes, this strategic orientation represents three principal shifts in WFP's approach that will allow it to better assist Afghanistan in achieving SDG 2 and, at the same time, contribute to broader aspirations by supporting interventions at the humanitarian-development-peace nexus.

26. First, WFP will move towards more sustainable solutions in strategic result areas. While continuing to prioritize the significant emergency needs of crisis-affected populations (strategic outcome 1) in complex and evolving environments, WFP will increasingly focus on supporting populations in meeting more of their food and nutrition requirements on their own (strategic outcome 2) to ensure sustainable access to food. Similarly, going beyond the reactive treatment of malnutrition, WFP will work to prevent malnutrition (strategic outcome 3), using a

more strategic life-cycle approach that empowers women and girls and engages men and boys as essential allies. This shift is critical to achieving zero hunger in Afghanistan. It also involves using humanitarian work as a foundation for and complement to longer-term development solutions. The emphasis on livelihoods, malnutrition prevention and systemic approaches will also help to foster hope in communities and contribute to stability and peace.

27. Second, WFP will move towards more transformative linkages among strategic result areas. In the past, WFP implemented a disparate set of activities that were not programmatically or geographically interlinked. Under the new CSP, the planned activities will reinforce each other to create a positive cycle. The nutritional product value chains (strategic outcome 4) will provide locally produced nutritious products that WFP will purchase to support activities under the first three strategic outcomes. Likewise, some of the participants who benefit from resilient livelihoods (strategic outcome 2) may contribute to the nutritional product value chains (strategic outcome 4), completing the cycle. These linkages will allow activities to reinforce each other for greater impact and will also facilitate activities at the humanitarian–development–peace nexus. For instance, a humanitarian response may use fortified wheat flour sourced from value chains that buy grain from Afghan smallholders, mill and fortify the wheat at factories, and deliver the commodity using local transporters, with multiplier effects for the economy and development. Such economic benefits, when equitably distributed, contribute to stability.
28. Third, WFP will move towards a more comprehensive, national-led framing of all strategic result areas. The emphasis on policy coherence (strategic outcome 5) will allow WFP to support wider efforts to achieve zero hunger by ensuring that zero hunger is viewed as a development priority and that a multi-stakeholder platform brings coherence to the entire range of activities, in line with two of the recommendations derived from the ZHSR. At the same time, strategic outcome 6 provides common services and platforms to support the achievement of all the SDGs. Moreover, different strategic outcomes are directly linked at the output level to goals that address the main drivers of hunger, including SDG 8 on employment, SDG 5 on gender equality, SDG 11 on urbanization, SDG 13 on climate action and SDG 16 on peace and accountability. This ability to make progress on SDG 2 and the wider 2030 Agenda should help build trust and support the transition to stability.

### **3.2 Strategic outcomes, focus areas, expected outputs and key activities**

#### ***Strategic outcome 1: Vulnerable people in Afghanistan are able to meet their food and nutrition needs during and immediately after emergencies through 2022***

29. Given the complex and protracted situation in Afghanistan, a key strategy for ensuring access to food and nutrition – and thereby achieving SDG 2 target 1 – will be to enable vulnerable people to meet their food and nutrition needs during and immediately after emergencies. There are currently five principal population groups that require this kind of support: people who have been internally displaced by the conflict; people affected by natural disasters; refugees; returnees; and seasonally food-insecure individuals. These diverse populations, and potentially others, will need assistance whenever emergencies occur through 2022.

#### ***Focus area***

30. This strategic outcome focuses on crisis response.

#### ***Expected outputs***

31. This outcome will be achieved through the following output:
  - Vulnerable people receive nutrition-sensitive food or cash transfers to enable them to meet their basic food and nutrition needs and to support stability (SDG 16).
32. This output achieves the outcome by ensuring that vulnerable people receive nutrition-sensitive transfers during and immediately after emergencies. Timely emergency assistance will also contribute to SDG 16 on peace and security to the extent that it leads people, especially young men, to feel less desperate and therefore less enticed to join anti-government elements in order to meet their food and nutrition needs. The contribution is therefore linked to the SDG 16 target on reducing all forms of violence and related deaths.

**Key activities****Activity 1: Provide unconditional, nutrition-sensitive food assistance to vulnerable people**

33. In close collaboration with the food security and agriculture cluster, UNHCR, IOM and government entities such as the Afghanistan National Disaster Management Authority (ANDMA) and the Ministry of Refugees and Repatriation, WFP will provide unconditional cash or in-kind transfers using its corporate digital beneficiary and transfer management platform, SCOPE, where possible. The approach will be nutrition-sensitive in at least two respects: in-kind rations will provide a fortified, nutritionally balanced food basket and, where possible, all modalities will be combined with social and behaviour change communication (SBCC) tailored to different population groups. Assistance will be provided in compliance with Inter-Agency Standing Committee guidance on gender equality, protection and accountability to affected populations, and will be adapted to the particular needs of women, men, girls and boys, with consideration of persons with disabilities.

**Strategic outcome 2: Vulnerable people in Afghanistan are increasingly able to meet their food and nutrition needs on their own by 2022**

34. Many vulnerable people struggle to meet their food and nutrition needs even after an emergency is over, especially if they have been displaced. Others face chronic challenges. To achieve the SDG 2 target relating to access to food, it is therefore critical to complement efforts to ensure access to food and nutrition during and immediately after an emergency (strategic outcome 1) with support that helps populations become increasingly self-reliant. Activities to build self-reliance require several years of implementation before they can have a meaningful impact, but discernible progress should be made by the end of the CSP period. At the same time, WFP will work to enhance the country's ability to respond to emergencies by strengthening the capacity of ANDMA and other relevant institutions, thereby limiting the impact of future crises on potentially affected populations. Taken together, these measures should enable more vulnerable people to meet their food security and nutrition needs on their own by 2022.

**Focus area**

35. This strategic outcome focuses on resilience.

**Expected outputs**

36. This outcome will be achieved through the following two outputs:
- Vulnerable people benefit from nutrition-sensitive livelihood support in order to enhance self-reliance, reduce disaster risk and adapt to climate change (SDG 13), create employment (SDG 8) in urban (SDG 11) and rural areas and support stability (SDG 16).
  - Vulnerable people benefit from improved emergency preparedness in order to meet their food and nutrition needs and support stability (SDG 16).
37. The two outputs follow complementary approaches to achieve the outcome. The first output focuses on livelihood support tailored to specific contexts so that diverse groups of vulnerable people can move towards more sustainable solutions; the second aims to enhance the country's capacity to prevent and respond to potential crises so that the number of people affected and the severity of the impact will be reduced in the future. The first output also contributes to SDG 13 on climate action through the work on disaster risk reduction, to SDG 8 on employment by providing livelihood opportunities, and to SDG 16 on stability by helping to reduce violence. The improved emergency preparedness of the second output also contributes to SDG 16 by supporting enhanced effectiveness, accountability and transparency of institutions.

**Key activities****Activity 2: Provide conditional, nutrition-sensitive and gender-transformative livelihood support to vulnerable people**

38. In line with national strategies on disaster risk reduction, climate change adaptation and support to returnees, and in collaboration with other United Nations agencies such as FAO, IOM, UNDP and United Nations Environment Programme (UNEP), WFP will provide food or cash-based

transfers (CBTs) that are conditional on recipients' participation in livelihood activities. The transfers will be nutrition-sensitive because they will be accompanied by SBCC, where feasible, and the food rations will be fortified and nutritionally balanced. Tailored to different situations and selected on the basis of relevant analyses, the assets created may include check dams, water reservoirs, canals, tree plantations or livelihood skills. WFP will also explore possible innovative approaches such as climate information services and weather index insurance. Analyses of gender and protection considerations and inclusive consultations with affected populations will help inform the choice of activities, and WFP will monitor changes in critical indicators such as time use, participation in activities and decision-making, and cases of gender-based violence. Major national partners will include the Ministry of Agriculture, Irrigation and Livestock, the Ministry of Rehabilitation and Rural Development, ANDMA, the Ministry of Refugees and Repatriations, the Ministry of Women's Affairs, the Ministry of Labour, Social Affairs, Martyrs and the Disabled, and civil society organizations (CSOs).

*Activity 3: Provide capacity strengthening to emergency preparedness institutions*

39. As a complement to its work on livelihoods, WFP will support the Government, communities and other stakeholders in enhancing their emergency preparedness capabilities. Support will take the form of activities such as technical training and simulation exercises. WFP and its partners will promote emergency preparedness that responds to people's different needs according to their gender, age and disability status. WFP will direct its support primarily to ANDMA, which is charged with coordinating preparedness and response at the national and provincial levels, and to the Ministry of Refugees and Repatriations. In partnership with the Office for the Coordination of Humanitarian Affairs, WFP will continue to improve the country-level Emergency Preparedness Working Group to ensure coordination of the support provided by United Nations agencies and NGOs to the Government.

***Strategic outcome 3: Vulnerable people at each stage of the life cycle in target areas have improved nutrition by 2022***

40. In order to help the country achieve the SDG 2 target on ending malnutrition, this strategic outcome focuses on preventing and treating undernutrition among vulnerable people by following a life-cycle approach. For prevention, it concentrates on provinces with a prevalence of stunting of more than 40 percent in children aged 6–59 months. For treatment, it targets provinces with wasting rates of more than 15 percent, or of more than 10 percent with aggravating factors, and emergency situations where there is potential for a rapid rise in global acute malnutrition. In line with the life-cycle approach, and informed by gender, age and protection analyses, the immediate nutrition needs of nutritionally vulnerable people will be met while longer-term nutrition-related roles and responsibilities are addressed in a gender-transformative manner. Although it will take time to have an inter-generational impact, it should be possible to see reductions in wasting and, to a certain extent, stunting in the target areas by the end of the CSP period through a combination of the nutrition-specific work under this strategic outcome and the nutrition-sensitive activities under strategic outcomes 1, 2 and 4.

***Focus area***

41. This strategic outcome focuses on resilience.

***Expected outputs***

42. This outcome will be achieved through the following two outputs:
- Vulnerable people throughout the lifecycle – children aged 6–59 months, schoolchildren, adolescent girls, and pregnant and lactating women and girls – receive nutrition services and appropriate specialized nutritious foods in order to prevent and treat malnutrition and contribute to gender equality (SDG 5).
  - Vulnerable people and their wider communities receive effective SBCC in order to prevent and treat malnutrition and contribute to gender equality (SDG 5).
43. The outputs recognize that vulnerable people and their communities will need a combination of nutrition services, specialized nutritious foods and SBCC in order to comprehensively address undernutrition. If based on careful gender and protection analyses and deliberate efforts to

minimize risks, these outputs have the potential to be gender-transformative by helping girls to grow to their full physical and mental potential, contributing to gender equality through delayed marriage, increased schooling and more livelihood opportunities, and supporting girls in taking on a greater role in decision-making in the household, all of which will help reduce stunting in the next generation. The outputs will therefore contribute to SDG 5 on gender equality and in particular to the indicator related to child marriage.

### **Key activities**

*Activity 4: Provide a comprehensive, gender-transformative package for the prevention and treatment of malnutrition, including services, appropriate specialized nutritious foods and SBCC, to targeted individuals and their communities*

44. People in each age group will receive a combination of services, specialized nutritious foods and SBCC tailored to their needs and stage in the life cycle. School interventions will target boys and girls at the primary level, through a combination of in-kind snacks and take-home rations, and girls at the secondary level, potentially through CBTs for their households, which will be conditional on the girls' enrolment and attendance and will be accompanied by appropriate risk mitigation measures. In close collaboration with UNICEF, nutrition-sensitive SBCC will target both genders and have a new focus on engaging men, boys and older relatives in households, who hold significant power in influencing behaviour change around nutrition and can serve as allies in these efforts. Other major partners include the Ministry of Public Health, the Ministry of Information and Culture, the Ministry of Women's Affairs, WHO and CSOs.
45. Although the CSP places increased emphasis on prevention, it is also critical to treat wasting. Complementing UNICEF-supported efforts to address severe acute malnutrition, WFP will enhance the basic package of health services by focusing on the treatment of moderate acute malnutrition. The assistance will be provided through government-supported, facility-based or mobile clinics. In-kind specialized nutritious food will be provided, and there will be a component focused on capacity strengthening for service providers. In addition to UNICEF, major partners will include the Ministry of Public Health, WHO and CSOs.

***Strategic outcome 4: People throughout the country can have access to a wide range of fortified, nutritious food products at affordable prices by 2022***

46. In order to achieve the SDG 2 targets on ensuring access to food and ending malnutrition, Afghanistan needs food systems that are resilient to conflict, climate change and other challenges, and that consistently provide people throughout the country with access to fortified, nutritious food products at affordable prices. As the country has existing functioning food systems that can be strengthened, WFP will support, based on commercial principles, several value chains that produce local nutritious products. It will take some time for the value chains to be fully functional and resilient, but several products should be on the market by 2022.

### **Focus area**

47. This strategic outcome focuses on resilience.

### **Expected outputs**

48. This outcome will be achieved through the following two outputs:
  - Vulnerable people benefit from the availability of locally produced fortified nutritious food products in order to address their food and nutrition needs.
  - Vulnerable people in targeted areas benefit from improved government nutritional product value chains involving the strategic grain reserve in order to address their food and nutrition needs and support stability (SDG 16).
49. The first of these outputs focuses on locally produced fortified foods, while the second emphasizes the creation of an innovative private–public partnership involving the strategic grain reserve. The combination of both approaches will make a wide range of products available to people throughout the country. The work to support the strategic grain reserve will enhance confidence in the Government and trust in its ability to deliver services to the people, and will

therefore provide a means of reaching the SDG 16 target on effective, accountable and transparent institutions.

### ***Key activities***

*Activity 5: Provide support to the Government and commercial partners in developing, strengthening and expanding nutritional product value chains*

50. In cooperation with the Ministry of Public Health, the National Fortification Alliance, the Afghanistan Wheat Millers' Association, soya and wheat cooperatives, the Ministry of Agriculture, Irrigation and Livestock, the Ministry of Women's Affairs, the World Bank, the private sector and CSOs, WFP will work with at least three value chains to build safer, more nutritious food systems: wheat, soya and lipid-based nutrition supplements. Based on risk analyses of markets and food safety and quality, WFP will explore a range of possible products, including fortified wheat flour, soya milk, wheat-soya blend, high-energy biscuits and, at the specific request of the Government, ready-to-use supplementary and therapeutic foods. The primary modality will be capacity strengthening, with an emphasis on enhancing the country's food systems rather than producing any specific products. With commercial partners, WFP will focus on supporting smallholder farmers, building local milling and fortification capacity, strengthening market demand through public information campaigns and improving food quality and safety. There will be a particular emphasis on women, who are often relegated to the lower ends of value chains. With the Government, WFP will also improve the functioning of the strategic grain reserve and its supply chain.

### ***Strategic outcome 5: National and subnational institutions have a strengthened policy approach to food security and nutrition by 2022***

51. WFP contributes to some of the country's main strategies for food security and nutrition through the other strategic outcomes. This strategic outcome enables WFP to support the national and local structures that bring coherence to the overall effort and provide the frame within which WFP works. WFP will concentrate its support on the AFSeN and similar bodies as structures for coordination at the national and local levels and for leveraging of this coordination for more focused, coherent efforts to achieve zero hunger. The work towards greater policy coherence should start in 2018 and continue through 2022.

### ***Focus area***

52. This strategic outcome focuses on resilience.

### ***Expected outputs***

53. This outcome will be achieved through the following two outputs:
- Vulnerable people benefit from SCOPE, supply chain, information and communications technology (ICT), facilities and information management services provided by WFP to its partners in order to receive timely and efficient assistance.
  - Vulnerable people benefit from air services provided by WFP to its partners, in order to receive timely and efficient assistance.
54. The two outputs are complementary. The first focuses on supporting the structures for increasing coherence and leveraging them for more comprehensive approaches, while the second describes the advocacy and communication work to help make zero hunger a development priority for the country, so that coordination and comprehensive approaches can be sustained. These outputs contribute to SDG 16 both by making institutions more effective, accountable and transparent and – given WFP's gender-transformative approach to country capacity strengthening – by ensuring responsive, inclusive, participatory and representative decision-making at all levels.

**Key activities**

*Activity 6: Provide support to government officials and partners in enhancing the coherence of zero-hunger policy, particularly related to social protection, and the recognition of zero hunger as a development priority*

55. In close collaboration with FAO and UNICEF, WFP will support institutions such as AFSen at the national and local levels in leading coordination efforts and helping to create a safety net for zero hunger that draws on WFP programmes and its SCOPE platform and is part of a wider social protection programme for equitably assisting vulnerable groups who struggle to meet their basic needs, including woman-headed households and persons with disabilities. WFP's support for making zero hunger a national priority could involve, among other possibilities: a public communication and awareness campaign; research to support evidence-based advocacy; education; and the formation of a zero hunger network. The principal modality will be capacity strengthening, in which gender considerations will be embedded. WFP will work closely with WHO, UNDP, CSOs, private-sector actors and academic institutions.

***Strategic outcome 6: The humanitarian community has enhanced capacity to respond to needs throughout the country through 2022***

56. This strategic outcome enables the Government and the broader humanitarian and development community to respond better to the needs of affected populations, and therefore supports the implementation of wider efforts to achieve the SDGs, in line with SDG 17 on enhancing global partnerships. While strategic outcome 5 articulates how WFP can support the overall framing of efforts through policy coherence, strategic outcome 6 allows it to concretely help implementation through the provision of common services and platforms. These common services and platforms will function throughout the CSP period, although some, such as SCOPE, may be rolled out over time.

**Focus area**

57. This strategic outcome focuses on crisis response.

**Expected outputs**

58. This outcome will be achieved through the following two outputs:
- Vulnerable people receive timely and effective assistance thanks to SCOPE, the supply chain, information and communications technology (ICT), facilities and the information management services provided by WFP to its partners.
  - Vulnerable people receive timely and effective assistance thanks to the air services provided by WFP to its partners.
59. These outputs reflect different ways that WFP can support the wider humanitarian and development community and the Government in achieving the range of SDGs. WFP's SCOPE, supply chain, ICT, facilities and information management and provision assist in the operationalization of partners' efforts, while the United Nations Humanitarian Air Service (UNHAS) allows them to physically reach people in need.

**Key activities**

*Activity 7: Provide SCOPE, supply chain, ICT and information management and provision services to partners to promote effective field operations*

60. In support of United Nations agencies, NGOs and the Government, WFP will provide a range of common services and platforms to help the country achieve zero hunger and the other SDGs. The extension of SCOPE to a wide variety of partners will enable humanitarian and development actors to provide timely, effective and more transparent assistance and may permit the platform to be used for government-led social safety net programmes. WFP will also work to optimize transport and storage services for partners and explore potential new services; support the wider community on ICT-related issues, including data protection and privacy; and provide common facilities where it has a presence. WFP may also help establish a food security and nutrition information system. The principal modality will be service delivery.

*Activity 8: Provide humanitarian air services to partners until appropriate alternatives become available*

61. Through UNHAS, WFP will provide air transportation to partners to reach people in need in areas of the country where access is difficult because of insecurity, mountainous terrain and inclement weather. Using a combination of fixed-wing aircraft and helicopters, UNHAS reaches 25 destinations for more than 160 organizations. The primary modality is service delivery, provided in close coordination with complementary services from PACTEC International and the United Nations Assistance Mission in Afghanistan.

### **3.3 Transition and exit strategies**

62. WFP sees this CSP as the first in a series of three successive plans that will build on each other to help Afghanistan achieve zero hunger and, more broadly, peace and development by 2030. The current CSP focuses on laying the foundations through the strategic outcomes described. Once these key programmes and structures are in place, including the potential start of a social protection system that incorporates hunger reduction and uses SCOPE as a platform, the next CSP will likely shift to a greater emphasis on capacity strengthening to enable the country increasingly to manage these approaches itself. The final CSP before 2030 will concentrate on the achievement of SDGs 2 and 17 based on the foundations in social protection and capacity strengthening laid by the previous plans. In all three plans, advancing gender equality will be a strategic focus, as zero hunger is predicated on gender equality. Ultimately, the volatile situation in Afghanistan makes it difficult to predict future circumstances and the likely trajectory of the conflict, but these plans provide a basis for more strategic action while enabling WFP to adapt to the changing context.

## **4. Implementation arrangements**

### **4.1 Beneficiary analysis**

<b>Strategic outcome</b>	<b>Activity</b>	<b>Men and boys</b>	<b>Women and girls</b>	<b>Total</b>
1	Unconditional humanitarian assistance	2 718 000	2 829 000	<b>5 547 000</b>
2	Conditional livelihood support	1 167 000	1 215 000	<b>2 382 000</b>
3	Treatment and prevention of malnutrition	1 163 000	1 980 000	<b>3 143 000</b>
<b>Total</b>		<b>5 048 000</b>	<b>6 024 000</b>	<b>11 072 000</b>

63. WFP will reach more than 11 million direct beneficiaries – 20 percent women, 18 percent men, 31 percent girls and 31 percent boys – over the course of CSP implementation. The greatest number of beneficiaries is under strategic outcome 1, followed by strategic outcomes 3 and 2, highlighting the continued emphasis on emergency response, but also the shift toward longer-term approaches. WFP used the SDG 2 indicators to identify the provinces where hunger problems are most serious and where it should concentrate its efforts. Specific targeting criteria will vary by activity, but will take into careful consideration potential characteristics of vulnerability, including gender, age and disability.

### **4.2 Transfers**

#### *Food and cash-based transfers*

64. WFP will use in-kind assistance, CBTs or some combination of both, based on the context. Its choice will be determined by the principles of effectiveness, efficiency, economy and safety. However, as WFP is still scaling up its use of CBTs, the CBT portion is expected to increase over the initial years of the CSP until it represents roughly 30 percent of the portfolio. The in-kind support, including fortified wheat flour, lipid-based nutrition supplements and wheat-soya blend, will be purchased locally under strategic outcome 4 in order to increase the economic benefits, and will be tailored to the preferences and nutritional needs of communities.

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

	Strategic outcome 1		Strategic outcome 2			Strategic outcome 3						
	Activity 1		Activity 2			Activity 4						
Sub-activity	GFD: IDPs, returnees, refugees	GFD: unconditional	FFA	Vocational skills training	GFD: livelihoods	School snack: grades 1–6	Take-home ration: girls grades 1–6	CBTs: girls grades 7–12	BSFP: children aged 6–23 months	BSFP: PLWG	TSFP: children aged 6–59 months	TSFP: PLWG
Modality	Food or CBTs	Food or CBTs	Food and CBTs	CBTs	Food or CBTs	Food	Food	CBTs	Food	Food	Food	Food
Cereals	476	238	476	-	238	-	-	-	-	-	-	-
Oil	35	21	35	-	21	-	150	-	-	-	-	-
Pulses	33	24	75	-	24	-	-	-	-	-	-	-
Salt	2	2	5	-	2	-	-	-	-	-	-	-
High-energy biscuits	-	-	-	-	-	50	50	-	-	-	-	-
Supercereal+	-	-	-	-	-	-	-	-	-	250	-	250
PlumpyDoz	50	50	50	-	50	-	-	-	50	-	-	-
PlumpySup	-	-	-	-	-	-	-	-	-	-	92	-
Total	596	335	641	-	335	50	200	-	50	250	92	250
Total kcal/day	2,203	1,336	2,216	-	1,336	225	225	-	260	947	497	947
% kcal from protein	14	12	14	-	13	11	11	-	10	18	10	18
% kcal from fat	19	28	18	-	28	30	30	-	50	14	59	14
CBTs (USD/per/day)	0.42	0.16	0.38	0.18	0.16	-	-	0.08	-	-	-	-
No. of feeding days	60/120/365	90	180	180	90	240	240	240	180	180	90	150

BSFP = blanket supplementary feeding programme; FFA = food assistance for assets; GFD = general food distribution; IDP = internally displaced person; PLWG = pregnant and lactating women and girls; TSFP = targeted supplementary feeding programme

<b>TABLE 3: TOTAL FOOD AND CBT REQUIREMENTS AND VALUES</b>		
<b>Food type/CBTs</b>	<b>Total (mt)</b>	<b>Total (USD)</b>
Cereals	201 409	72 909 944
Pulses	23 104	11 355 487
Oil and fats	27 825	27 616 796
Mixed and blended foods	56 170	68 455 906
Other	1 744	234 329
<b>Total (food)</b>	<b>310 252</b>	<b>180 572 463</b>
CBTs		92 604 880
<b>Total (food and CBT value)</b>	<b>310 252</b>	<b>273 177 343</b>

#### ***Capacity strengthening including South–South cooperation***

65. Although the CSP does not have a strategic outcome specifically for capacity strengthening, the approach is mainstreamed throughout the plan. It features prominently in the output and the activity on emergency preparedness with ANDMA under strategic outcome 2, and the support provided to AFSeN and other relevant institutions under strategic outcome 5. Strategic outcomes 1, 3, 4 and 6 also all have capacity strengthening as a modality. Wherever possible, South–South cooperation will be explored as a means of providing this capacity strengthening. Engagement with China and its centre of excellence, India and other developing countries will fill gaps and support implementation of the CSP and the wider food security and nutrition agenda through the exchange of resources, expertise and technology.

#### **4.3 Supply chain**

66. Operating in a landlocked country with severe security constraints, natural hazards and regional political tensions, the supply chain will have to remain agile in order to provide timely and effective support services. WFP will focus on two primary areas. First, it will support production and fortification systems for both its own activities and the private sector. Second, using its extensive logistics infrastructure and expertise and acting as an interface among the Government, the private sector and various organizations, WFP will aim to strengthen national supply chains and support major partners in achieving other SDGs through the provision of supply chain services on a full cost recovery basis.

#### **4.4 Partnerships**

67. Given the focus on supporting larger, jointly owned SDG goals, partnership will be critical to the success of the CSP. WFP will engage in partnerships in the areas of capability, policy and governance, advocacy, knowledge and resources. Gender equality and women's empowerment will be a cross-cutting focus in all partnerships.
68. *Capability:* WFP aligns its efforts with government plans and priorities, requiring partnerships with ministries at the national and subnational levels. WFP will design and implement activities under strategic outcomes 1, 2 and 3 in close collaboration with affected populations and its cooperating partners, most of which are national CSOs. The private sector is also an essential partner in implementing WFP's nutritional value chain activities under strategic outcome 4, providing CBTs under strategic outcomes 1, 2 and 3, and identifying marketable skills under strategic outcome 2.
69. *Policy and governance:* Under strategic outcome 5, WFP will be deeply engaged in efforts to support policy coherence, especially through the AFSeN at the national and subnational levels, in conjunction with UNICEF and FAO. This approach will strengthen national leadership, reinforce sustainability and facilitate exit strategies. WFP will also partner in order to support better humanitarian coordination. WFP co-chairs the food security and agriculture cluster with FAO, co-chairs the AFSeN advocacy and public awareness working group, and is an active

- member of the nutrition cluster, which is chaired by UNICEF. These partnerships permit a more holistic approach to achieving the strategic outcomes, with a well-coordinated division of labour.
70. *Advocacy:* With its focus on advocacy and public awareness under strategic outcome 5, WFP will need to explore new partnerships. It will work with the media, communications firms and the private sector to raise awareness of food security and nutrition issues. It may also seek to support the establishment of an inclusive civil society zero hunger network to help make the achievement of SDG 2 a policy priority.
  71. *Knowledge:* Knowledge will be critical to many aspects of the CSP. WFP will engage with universities and other institutions on rigorously evaluating programmes to see whether they are effective and on making mid-course adjustments to improve them. It will also commission research such as cost-of-hunger studies that can provide evidence for influencing policy decisions. The private sector can collaborate on developing and piloting potential innovations. It will also be important to engage with affected communities, donors, United Nations agencies and NGOs, which have diverse perspectives on these issues.
  72. *Resources:* WFP will work closely with donors, the Government and the private sector to identify the financial support required for the CSP, including through possible domestic resource mobilization (see section 6 on Resources for results). Through a careful workforce planning exercise, it will also make a concerted effort to ensure that it has the right human resources to implement the CSP.

## **5. Performance management and evaluation**

### **5.1 Monitoring and evaluation arrangements**

73. Given the challenging security environment, WFP's Afghanistan country office will adopt a monitoring and evaluation strategy that is tailored to the difficult context by using third-party monitors as necessary, making the most of technology and working jointly with partners. The country office will develop a gender-responsive monitoring plan for each of the strategic outcomes, in line with the WFP Corporate Results Framework and the corporate WFP monitoring strategy. A standard operating procedure (SOP) will be developed outlining timelines and the roles and responsibilities of all parties, including field monitors, programme assistance teams (PATs) and country office staff. Because of access constraints, the country office will continue to use PATs as third-party monitors but, as suggested in the PRRO mid-term evaluation, the SOP will be reviewed and updated in the light of the new CSP approach and will clarify when it is most appropriate to use PATs.
74. In addition, in line with the PRRO mid-term evaluation, the country office is in the process of streamlining and harmonizing data collection by rolling out the Mobile Data Collection and Analytics tool (MDCA) with support from the regional bureau. Linked to the MDCA, mobile vulnerability analysis and mapping (mVAM) is currently used to collect post-distribution monitoring data from populations that are difficult to reach such as newly displaced households, and to receive information directly from women and girls over the phone by using women phone operators. These efforts will be complemented by a dedicated, inter-agency call centre and hotline. Finally, the country office will pilot joint monitoring of moderately and severely acute malnutrition treatment programmes with UNICEF starting in 2018, which, if successful, will be rolled out more widely.
75. Drawing on government and cluster surveys and PAT and mVAM data, WFP will establish baselines for assessing progress towards SDG 2 targets, outputs and their links to other SDGs, activities, and cross-cutting indicators, in line with corporate monitoring requirements. The country office is budgeting for a mid-term review and a country portfolio evaluation that will inform the development of the next CSP. To support continuous learning and improvement, the country office will establish a system of quarterly reporting on monitoring, possibly including data visualization, in order to share programme challenges and achievements regularly. In addition, lessons learned from reviews and evaluations will be discussed internally at annual performance planning sessions and shared externally at quarterly donor meetings and biannual partner consultations. To support this ambitious approach, the country office is increasing its

monitoring and evaluation capacity by including an international staff member, national officers and other staff.

## **5.2 Risk management**

### *Contextual risks*

76. In the complex and evolving situation in Afghanistan, WFP will face several major contextual risks in implementing the CSP. First, it is possible that fighting and regional tensions will escalate significantly over the coming years, leading to an increase in humanitarian needs. WFP will address this risk by putting contingency plans in place and adopting minimum preparedness and emergency readiness actions.
77. Second, the ongoing conflict makes it difficult to reach all the people in need. Recognizing this challenge, WFP has developed an access strategy, empowered local and national access teams, engaged with the wider United Nations team in the country and at the Centre of Competence on Humanitarian Negotiation in Geneva, and adhered to humanitarian principles in emergency contexts.

### *Programmatic risks*

78. A major programmatic risk is the limited availability and capacity of cooperating partners and financial service providers, particularly in insecure areas, which could compromise the quality and timeliness of programmes and reduce opportunities for scale-up. To mitigate this risk, WFP will focus on strengthening cooperating partners' capacities for programme management, monitoring and reporting. At the same time, WFP will use its compliance mechanism to conduct checks, third-party monitors to ensure transparency and area offices to carry out performance evaluations. It also has in place performance bonds and other safeguards for financial service providers.
79. In the volatile environment, there is also a risk that food and CBTs are diverted by armed groups. WFP has put in place measures to mitigate this risk, including independent assessments, careful monitoring of transport routes, use of escorts as a last resort, independent monitoring of distributions and delivery in small tranches. Should diversion occur, WFP has set up a system for ensuring that any incident is recorded and appropriately verified and documented. A compliance committee reviews each situation to agree on appropriate actions, learn lessons and close cases where appropriate.
80. Another concern is the possibility of increasing protection risks, for example, by inadvertently inciting violence through the provision of CBTs to girls only; exacerbating gender-based violence by heightening tensions; or contributing to marginalization by failing to ensure that persons with disabilities have access to programmes. Programmes can also worsen gender inequalities by, for instance, placing additional burdens on women. To mitigate these risks, WFP will undertake analyses of protection and gender considerations before interventions are implemented, enhance gender- and protection-related capacities, collect relevant quantitative and qualitative data on the impact of WFP activities and take remedial action.
81. To mitigate all these risks, the country office is helping to lead United Nations efforts to establish a joint hotline managed by the United Nations Office for Project Services in order to allow beneficiaries and other people to safely raise concerns about any operational activity on the ground. WFP investigates all the issues reported and establishes mitigation measures to prevent similar incidents from occurring in the future. In line with the principles of accountability to affected populations, it will also ensure sufficient information provision and consultation.
82. A final programmatic risk is the possibility that WFP does not receive sufficient resources to fund the shift in direction of its work and have a meaningful impact on the achievement of zero hunger. To mitigate this risk, WFP has engaged closely with donors on development of the CSP, and appears to have their strong backing. It will also push to establish a more diversified donor base and seek flexible, multi-year funding to enable the country office to remain agile in responding to needs in evolving circumstances.

### *Institutional risks*

83. The main institutional risk is that there could be corruption related to the processes followed by WFP or its partners. WFP has established a compliance unit that undertakes periodic compliance reviews, among other activities. Working in tandem with other units, offices, cooperating partners and PATs, the compliance unit helps to ensure that WFP guidance and SOPs are properly applied. These efforts complement reviews conducted by the regional bureau and WFP audits.

## **6. Resources for results**

### **6.1 Country portfolio budget**

<b>TABLE 4: COUNTRY PORTFOLIO BUDGET (USD)</b>						
<b>Strategic outcome</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Total</b>
1	26 555 368	49 976 328	48 130 107	48 512 229	31 764 391	<b>204 938 423</b>
2	23 562 189	48 820 702	48 487 448	51 718 081	30 128 232	<b>202 716 652</b>
3	14 652 362	38 590 885	44 936 621	50 413 309	22 395 480	<b>170 988 656</b>
4	7 040 963	12 941 403	11 481 832	8 441 198	3 028 776	<b>42 934 173</b>
5	875 436	1 827 614	1 642 241	1 609 231	793 605	<b>6 748 127</b>
6	10 815 271	22 163 528	22 367 907	22 552 414	11 445 277	<b>89 344 397</b>
<b>Total</b>	<b>83 501 588</b>	<b>174 320 460</b>	<b>177 046 156</b>	<b>183 246 462</b>	<b>99 555 762</b>	<b>717 670 428</b>

84. Of the total budget of more than USD 717 million, the largest share is allocated to strategic outcome 1, reflecting the volatility of the situation. As lessons are learned over the course of implementing the CSP, however, it is expected that increasing proportions of the budget will go to more sustainable solutions under strategic outcome 2 and nutrition prevention under strategic outcome 3. The budget includes gender-specific and mainstreamed gender activities under each strategic outcome, amounting to 15 percent of the total budget for the four years.

### **6.2 Resourcing outlook**

85. Over the past three years, WFP has received on average of USD 93 million per year for its PRRO, USD 28 million for its emergency operation and USD 12.9 million for UNHAS. It has also raised an average of USD 15 million per year for its trust fund activities. In total, it has received approximately USD 150 million each year. Based on discussions and past experience, WFP expects to maintain similar or somewhat higher funding levels until 2020. WFP will actively seek multi-year funding agreements to increase predictability and help ensure consistent, high-quality programmes.

### **6.3 Resource mobilization strategy**

86. In its extensive consultations, WFP has received strong signals that donors support the direction outlined in this CSP. The country office envisages a two-pronged resource mobilization strategy: increasing commitments from established donors and pursuing funding from new donors. Established donors have indicated that they will try to maintain or even increase their levels of funding, and many are considering multi-year contributions. WFP will also pursue possibilities with newer donors who have shown an interest in the proposed approach.

## LOGICAL FRAMEWORK FOR AFGHANISTAN COUNTRY STRATEGIC PLAN (2018–2022)

**Strategic Goal 1: Support countries to achieve zero hunger**

**Strategic Objective 1: End hunger by protecting access to food**

**Strategic Result 1: Everyone has access to food**

**Strategic outcome 1: Vulnerable people in Afghanistan are able to meet their food and nutrition needs during and immediately after emergencies through 2022.**

Outcome category:  
Maintained/enhanced individual and household access to adequate food

nutrition  
sensitive

Focus area: crisis response

Assumptions:

No deterioration in regional/national stability

National disaster remain at expected levels

Pipeline uninterrupted and sufficient funding available

### **Outcome indicators**

Consumption-based Coping Strategy Index (Average)

Food Consumption Score

Food Consumption Score – Nutrition

Food Expenditure Share

Minimum Dietary Diversity – Women

Proportion of children 6–23 months of age who receive a minimum acceptable diet

## Activities and outputs

### 1. Provide unconditional, nutrition-sensitive food assistance to vulnerable people (Unconditional resource transfers to support access to food)

Number of people exposed to WFP sponsored Nutrition messaging (E: Advocacy and education provided)

Quantity of nutritious food provided (B: Nutritious foods provided)

Vulnerable people receive nutrition-sensitive food or cash transfers in order to meet their basic food and nutrition needs and support stability.  
(SDG 16) (A: Resources transferred)

### Strategic outcome 2: Vulnerable people in Afghanistan are increasingly able to meet their food and nutrition needs on their own by 2022.

Outcome category:  
Maintained/enhanced individual and household access to adequate food

Focus area: resilience building

nutrition  
sensitive

#### Assumptions:

No deterioration in regional/national stability

National disasters remain at expected levels

pipeline uninterrupted and sufficient funding is available availability and sufficient capacity of cooperating partners

Markets in C&V areas remain functioning and prices stable

coordination structures remain in place

adequate and credible government structures have the required capacity adequate access to target communities

#### Outcome indicators

Consumption-based Coping Strategy Index (Percentage of households with reduced CSI)

Emergency Preparedness Capacity Index

Food Consumption Score

Food Consumption Score – Nutrition

Food Expenditure Share

Minimum Dietary Diversity – Women

Proportion of children 6–23 months of age who receive a minimum acceptable diet

Proportion of the population in targeted communities reporting benefits from an enhanced asset base

### **Activities and outputs**

#### **3. Provide capacity strengthening to emergency preparedness institutions (Institutional capacity strengthening activities)**

Number of people exposed to WFP sponsored nutrition messaging (E: Advocacy and education provided)

Vulnerable people benefit from nutrition-sensitive livelihood support in order to enhance self-reliance, reduce disaster risk and adapt to climate change, create employment in urban and rural areas, and support stability. (SDG 8), (SDG 11), (SDG 13), (SDG 16) (C: Capacity development and technical support provided)

#### **2. Provide conditional, nutrition-sensitive and gender-transformative livelihood support to vulnerable people (Asset creation and livelihood support activities)**

Number of people exposed to WFP sponsored nutrition messaging (E: Advocacy and education provided)

Vulnerable people benefit from improved emergency preparedness in order to meet their food and nutrition needs and support stability (SDG 16) (A: Resources transferred)

Vulnerable people benefit from nutrition-sensitive livelihood support in order to enhance self-reliance, reduce disaster risk and adapt to climate change, create employment in urban and rural areas, and support stability. (SDG 8), (SDG 11), (SDG 13), (SDG 16) (D: Assets created)

**Strategic Objective 2: Improve nutrition****Strategic Result 2: No one suffers from malnutrition**

**Strategic outcome 3: Vulnerable people at each stage of the life cycle in target areas have improved nutrition by 2022.**

Outcome Category: Improved consumption of high-quality, nutrient-dense foods among targeted individuals

nutrition sensitive

Focus area: resilience building

## Assumptions:

No deterioration in regional/national stability

National disaster remain at expected levels

Pipeline uninterrupted and sufficient funding available

**Outcome indicators**

MAM Treatment Default rate

MAM Treatment Mortality rate

MAM Treatment Non-response rate

MAM Treatment Recovery rate

Minimum Dietary Diversity – Women

Proportion of children 6–23 months of age who receive a minimum acceptable diet

Proportion of eligible population that participates in programme (coverage)

Proportion of target population that participates in an adequate number of distributions (adherence)

## Activities and outputs

### 4. Provide a comprehensive, gender-transformative package for the prevention and treatment of malnutrition, including services, appropriate specialized nutritious foods and SBCC, to targeted individuals and their communities (Malnutrition prevention activities)

Vulnerable people and their wider communities receive effective SBCC in order to prevent and treat malnutrition and contribute to gender equality (SDG 5) (E: Advocacy and education provided)

Vulnerable people throughout the lifecycle – children aged 6–59 months, schoolchildren, adolescent girls, and pregnant and lactating women and girls – receive nutrition services and appropriate specialized nutritious foods in order to prevent and treat malnutrition and contribute to gender equality (SDG 5) (A: Resources transferred)

Vulnerable people throughout the lifecycle – children aged 6–59 months, schoolchildren, adolescent girls, and pregnant and lactating women and girls – receive nutrition services and appropriate specialized nutritious foods in order to prevent and treat malnutrition and contribute to gender equality (SDG 5) (B: Nutritious foods provided)

## Strategic Objective 3: Achieve food security

### Strategic Result 4: Food systems are sustainable

**Strategic outcome 4: People throughout the country can have access to a wide range of fortified nutritious food products at affordable prices by 2022.**

Outcome Category: Supported inclusive commercial food system functions and services

Focus area: resilience building

nutrition sensitive

Assumptions:

### Outcome indicators

Percentage increase in production of high-quality and nutrition-dense foods

## Activities and outputs

### 5. Provide support to government and commercial partners in developing, strengthening and expanding nutritional product value chains (Institutional capacity strengthening activities)

Vulnerable people benefit from the availability of locally produced fortified nutritious food products in order to address their food and nutrition needs (C: Capacity development and technical support provided)

Vulnerable people in targeted areas benefit from improved government nutritional product value chains involving the strategic grain reserve in order to address their food and nutrition needs and support stability (SDG 16) (C: Capacity development and technical support provided)

## Strategic Goal 2: Partner to support implementation of the SDGs

### Strategic Objective 4: Support SDG implementation

#### Strategic Result 6: Policies to support sustainable development are coherent

**Strategic outcome 5: National and subnational institutions have a strengthened policy approach to food security and nutrition by 2022.**

Outcome category: Supported inclusive and sustained food security and nutrition policy reform processes

Focus area: resilience building

Assumptions:

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## Outcome indicators

Proportion of targeted sectors and government entities implementing recommendations from national zero hunger strategic reviews

Proportion of targeted sectors and government entities participating in national zero hunger strategic reviews

## Activities and outputs

### **6. Provide support to government officials and partners in enhancing the coherence of zero-hunger policy, particularly related to social protection, and the recognition of zero hunger as a development priority (Institutional capacity strengthening activities)**

Vulnerable people benefit from greater recognition of zero hunger as one of the main development priorities, in order to improve their food security and nutrition and support stability (SDG 16) (J: Policy reform identified/advocated)

Vulnerable people benefit from improved zero hunger policy coherence, including on social protection, in order to improve their food security and nutrition and support stability (SDG 16) (M: National coordination mechanisms supported)

## **Strategic Objective 5: Partner for SDG results**

### **Strategic Result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs**

#### **Strategic outcome 6: The Humanitarian community has enhanced capacity to respond to needs throughout the country through 2022**

Outcome category: Enhanced common coordination platforms

Focus area: crisis response

Assumptions:

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## **Outcome indicators**

User satisfaction rate

## Activities and outputs

### **8. Provide humanitarian air services to partners until appropriate alternatives become available (Service provision and platforms activities)**

Vulnerable people receive timely and effective assistance thanks to the air services provided by WFP to its partners (H: Shared services and platforms provided)

**7. Provide SCOPE, supply chain, ICT and information management and provision services to partners to promote effective field operations (Service provision and platforms activities)**

Vulnerable people receive timely and effective assistance thanks to SCOPE, the supply chain, information and communications technology (ICT), facilities and the information management services provided by WFP to its partners (H: Shared services and platforms provided)

**Strategic Goal 1: Support countries to achieve zero hunger****C.1. Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences****Cross-cutting indicators**

C.1.1: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

C.1.2: Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

**C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity****Cross-cutting indicators**

C.2.1: Proportion of targeted people accessing assistance without protection challenges

**C.3. Improved gender equality and women's empowerment among WFP-assisted population****Cross-cutting indicators**

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

C.3.2: Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women

C.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity

**C.4. Targeted communities benefit from WFP programmes in a manner that does not harm the environment****Cross-cutting indicators**

C.4.1: Proportion of activities for which environmental risks have been screened and, as required, mitigation actions identified

## ANNEX II

INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (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	Resilience	Resilience	Resilience	Resilience	
Transfers	151 647 795	153 422 361	121 774 508	27 928 932	4 237 784	63 488 405	<b>522 499 785</b>
Implementation	21 464 390	17 794 382	22 606 755	8 334 316	1 461 644	11 968 628	<b>83 630 116</b>
Adjusted direct support costs	19 318 259	19 127 531	16 171 466	4 050 529	636 841	8 434 420	<b>67 739 044</b>
Subtotal	192 430 444	190 344 274	160 552 729	40 313 777	6 336 270	83 891 453	<b>673 868 946</b>
Indirect support costs (6.5%)	12 507 979	12 372 378	10 435 927	2 620 396	411 858	5 452 944	<b>43 801 482</b>
<b>Total</b>	<b>204 938 423</b>	<b>202 716 652</b>	<b>170 988 656</b>	<b>42 934 173</b>	<b>6 748 127</b>	<b>89 344 397</b>	<b>717 670 428</b>

## Acronyms used in the document

AFSeN	Afghanistan Food Security and Nutrition Agenda
ANDMA	Afghanistan National Disaster Management Authority
ANPDF	Afghanistan National Peace and Development Framework
CBT	cash-based transfers
CSO	civil society organization
CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
HRP	humanitarian response plan
ICT	information and communications technology
IOM	International Organization for Migration
MDCA	Mobile Data Collection and Analytics tool
Mvam	mobile vulnerability analysis and mapping
NGO	non-governmental organization
NPP	national priority programme
PAT	programme assistance team
PLWG	pregnant and lactating women and girls
PRRO	Protracted Relief and Recovery Operation
SBCC	social and behaviour change communication
SDG	Sustainable Development Goal
SOP	standard operating procedure
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHAS	United Nations Humanitarian Air Service
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization
ZHSR	zero hunger strategic review