

Emergency Operation Afghanistan 201024

Food and nutrition assistance to vulnerable returnees and refugees in Eastern Afghanistan and people displaced by conflict	
Number of beneficiaries	548,000
Duration of project	October 15, 2016 – July 14, 2017
Gender Marker Code	2A - The project is designed to contribute significantly to gender equality
WFP food tonnage	19,093

Cost (United States dollars)	
Food and Related Costs	15,427,447
Cash and Vouchers and Related Costs	37,424,452
Capacity Development & Augmentation	522,400
DSC	9,050,823
ISC	4,369,758
Total cost to WFP	66,794,880

EXECUTIVE SUMMARY

In mid-July 2016 the rate of undocumented Afghani returnees¹ from Pakistan to Eastern Afghanistan increased dramatically from an average of 10-15 families a day in the first half of the year, to around 300-400 families per day by the end of August. Due to the application of stricter policies from the Pakistan Government towards undocumented and documented refugees - those with the proof of registration cards (PoR)², accompanied by reports of intimidation and harassment, it is estimated that up to 400,000 undocumented returnees and around 200,000 documented refugee returnees will arrive in Afghanistan by the end of 2016³.

According to the recent Initial Rapid Needs Assessment, over 130,000 undocumented returnees have arrived from Pakistan since late July, with a further 270,000 expected before year-end, further compounding what is already an acute displacement crisis Eastern Afghanistan. Many of the undocumented returnees lack basic necessities and are arriving in highly vulnerable physical and mental states, with the condition of children, pregnant and lactating women (PLW) and the elderly of very high concern. The assessment noted that shelter, water-sanitation-hygiene and food are the greatest needs for the new arrivals.

¹ Undocumented returnees: Individuals who fled to Pakistan any time after the Soviet invasion in the 1980s and were never issued any official form of identification by the Pakistan or Afghanistan Governments nor the United Nations High Commission for Refugees (UNHCR).

² According to the Pakistan Government, the undocumented have to attain a valid passport and visa for Pakistan by 15 November or face expulsion. PoR card holders recently had their cards extended to 31 March 2017.

³ OCHA. Afghanistan Flash Appeal, September 2016.

The sudden increase in returns coincides with an increase in the expected numbers of conflict-induced internally displaced persons (IDPs). The total number of expected IDPs far exceeds the projected numbers in the Humanitarian Response Plan (HRP 2016), resulting in an expected 400,000 new IDPs by the end of the year, mostly in the Northern, Southern and Eastern regions of the country. Already 3.5 million people are receiving humanitarian assistance⁴ and this exacerbates the situation, especially as the cold winter season approaches and many of these people are without shelter and access to public services as well as basic food stuffs.

In line with the UN Flash Appeal and through the nutrition and food security clusters, the Country Office (CO) is responding to these increased needs by launching an emergency operation (EMOP) for 9 months, from October 15, 2016 through July 14, 2017. This is to ensure that needs are met through the harsh winter months and into the warmer season, in line with the Government's request. The Protracted Relief and Recovery Operation (PRRO) 200447 supports some IDPs already but this EMOP will focus specifically on immediate needs created in this particular crisis and will address the following issues:

- The CO will provide life-saving food assistance through general food distributions and cash-based transfers (CBT) to undocumented returnees, refugee returnees⁵, new IDPs and refugees from Pakistan for 9 months. Blanket supplementary feeding will be provided to children under two years from undocumented returnee households while existing targeted supplementary feeding programmes (TSFP) in 6 districts of Nangarhar province will be reinforced to be able to respond to increased cases of malnutrition from the new arrivals.
- The initial provision of food to vulnerable undocumented returnees⁶ is appropriate as they are coming across with very few possessions and are new to the location. After approximately three months, direct cash assistance will be provided through the SCOPE platform. Vulnerable Refugee returnees will be receiving support from WFP only after 3 months as they will initially receive \$400 USD per person in cash from UNHCR on arrival. WFP will support the most vulnerable through cash transfers using SCOPE.
- A rapid market assessment⁷ in Nangarhar province concluded that cash-based transfers are a viable option, though markets and market prices should be monitored.
- The EMOP is in line with WFP Strategic Objectives (SO) 1 and 4⁸, and consistent with Sustainable Development Goals (SDG) 2: Zero Hunger and 17: Partnerships for the Goals, with linkages to SDG 5: Gender Equality.

SITUATION ANALYSIS

Context

1. In the 1980s, as a result of political unrest, mass arrests and executions, and other human rights violations, as well as the civil war, around 3 million Afghan refugees escaped to Pakistan and about 2 million to Iran. By late 1988, approximately 3.3 million Afghan

⁴ OCHA. Afghanistan Flash Appeal, September 2016.

⁵ HCT official terms for the case load categories : Afghan refugees returnees with PoR; Afghan undocumented returnees; new Afghan IDPs and Pakistan refugees from Northern Waziristan now living in refugee camps in Afghanistan (Khost and Paktika).

⁶ Approximately 40 percent as per IOM's estimates using the following criteria: single females, single parents, unaccompanied elderly, unaccompanied minors, physically disabled, mentally ill, chronically ill, poor families, drug addicts, medical cases, special cases. *IOM Afghanistan – Guidelines for persons with specific needs (PSNs)*.

⁷ UNCT Afghanistan. Rapid Market Feasibility Assessment, September 2016.

⁸ Strategic Objective 1: Save lives and protect livelihoods in emergencies; Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger.

refugees were hosted in 340 refugee camps along the Afghan-Pakistan border in what is now called Khyber Pakhtunkhwa (KP), Pakistan. According to some researchers, although some of the refugees were from well-off and well educated families, the bulk of them arrived with only a few household goods and livestock or with nothing at all.

2. Between 2005 and late 2006, the Government of Pakistan began and completed a registration process of Afghans living in the country. Around 2.15 million registered Afghan refugees were issued computerized PoR cards with special biometric features.
3. Although millions of Afghans have been repatriated and thousands have found asylum in western countries, as of 2015, approximately 1.5 million refugees remained in Pakistan. Most of them were born and raised in Pakistan in the last 30 years but are still counted as citizens of Afghanistan. In addition, it is estimated that 400,000 to 1 million more Afghans are living in Pakistan illegally.
4. During the first half of 2016, the return of Afghan refugees holding a PoR card and undocumented returnees was low.⁹ However, in July and August the return rates of both refugees and undocumented returnees increased, with over 47,000 registered Afghan refugees returning from Pakistan – which is six times higher than the first six months of the year, and 79,000 undocumented Afghans also returned Pakistan. These numbers far exceed the planning figures in the 2016 HRP.
5. This significant increase in returns is a result of a deterioration of the environment for Afghans living in Pakistan, in particular Khyber Pakhtunkhwa, Punjab and Indh provinces, with decreased acceptance by hosting communities, increased harassment from local authorities and police, loss of self-reliance opportunities and, for registered refugees, the uncertainty of the renewal of PoR cards beyond 2016. As of September 2016, IOM registration data shows that 18 percent of undocumented returnees are women, 32 percent are girls < 18 years, 17 percent are men and 33 percent are boys.
6. This sudden increase in return is taking place against a backdrop of continued high levels of conflict-induced internal displacements, following similar patterns to 2015 which recorded the highest level of displacement since 2002. During 2016 alone, 245,000 newly internal displacements have been recorded across 31 out of the 34 provinces of Afghanistan. Total numbers are projected to exceed the HRP 2016 displacement estimations of 250,000 newly displaced and 100,000 protracted IDPs. A total of 400,000 new IDPs¹⁰ are expected by the end of the year as conflicts continue to escalate, with the Northern, Southern and Eastern regions of the country registering the highest numbers. Based on WFP 2016 distribution reports, around 42 percent of new IDPs are female.
7. By the end of 2016, it is expected that over one million people will be affected by new political or security developments on both sides of the border, prompting sudden and unanticipated displacements and returns. Many are expected to require some form of humanitarian assistance, especially as the winter season approaches and many go without proper shelter. Many returnees have lived in Pakistan for three to four decades and have lost family linkages in Afghanistan. Given the nature of the harassment in Pakistan many returnees are unable to properly plan their return, forced to sell their assets hastily at reduced rates, lack coping strategies and support systems within Afghanistan. According to IOM, on average, 40 percent are highly vulnerable.
8. The majority of returnees are crossing into Afghanistan at the Torkham border (see map) and are reportedly heading to Kabul and Nangarhar provinces. This sudden increase is

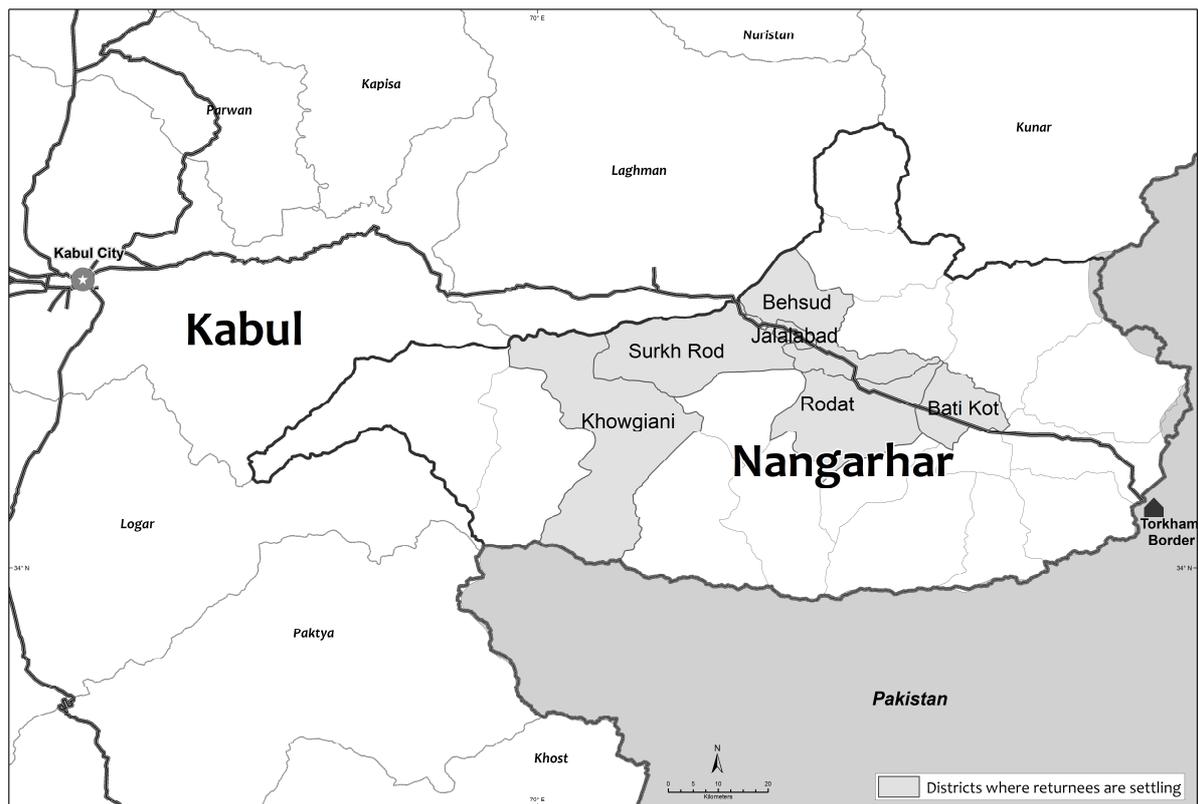
⁹ Registered Afghan Refugees hold a PoR valid until 31 March 2017 which guarantees rights in line with international refugee law; Spontaneous Returnees are individuals who migrate without any outside assistance usually caused by push-pull factors; Deportees are individuals removed by the state after refusal or termination to remain.

¹⁰ 150,000 out of 400,000 new IDPs will be assisted by WFP for 2 months on a rolling basis over the 9 months of the EMOP.

already placing a significant strain on local resources and services, depleting coping mechanisms in under-served communities which are, in many cases, already hosting also a high number of new and protracted conflict-induced IDPs.

9. The concentration of returnees in urban centres and semi-urban areas, specifically Jalalabad and Kabul, the lack of absorption capacity, and other factors such as a dysfunctional land allocation system and lack of shelter capacity are resulting in an acute humanitarian emergency crisis which is exacerbated by the upcoming winter.

Map 1: Overview of affected area



The Food Security and Nutrition Situation

8. The 2014 Afghanistan Living Conditions Survey (ALCS) found that 9.3 million people are food insecure, with 3.4 million severely food insecure. People living in rural areas are more likely to be food insecure (36 percent) than those in urban areas (30 percent). Regionally, people living in the northeast and parts of western Afghanistan are more likely to be food insecure. One of the main causes of household food insecurity is limited access to sustainable income.¹¹ The average diet in Afghanistan is based on the consumption of bread made from wheat, leading to poor dietary diversity. A 2014 nutrition survey of Afghan refugees in Pakistan found that 21 percent of mothers has low individual dietary diversity (< 3 food groups) while only 26 percent had high dietary diversity (6 or more food groups)¹².
9. Food utilization is poor as a result of inadequate access to improved water and sanitation services and inappropriate young child feed practices. High malnutrition (wasting is 9.5 percent, stunting 40.9 percent and underweight 25 percent) further compounds the food

¹¹ Central Statistics Organization, Afghanistan Living Condition Survey (2014)

¹² UNHCR Nutrition Survey among Afghan Refugees Residing in Afghan Refugee Villages of Pakistan; UNHCR, 2014

security situation.¹³ However, the 2014 UNHCR nutrition survey of Afghan refugees found that 4.3 percent of children were wasted, 43.2 percent were stunted and 12 percent were underweight with boys more likely to be malnourished than girls. Screening for detection of undernutrition amongst children is not being carried out upon arrival in Afghanistan and thus there is no current information on the nutritional status of the returnees.

10. According to the 2016 Integrated Context Analysis (ICA), the regions most affected by the people on the move are also some of the most food insecure parts of the country: Laghman, and parts of Kunar and Nuristan in the east where many of the returnees are being received, and Khost and Paktya in the south, where refugees from Pakistan are living.¹⁴
11. In Afghanistan, three-quarters of households depend on purchase to access their primary food which is wheat – nearly all urban households rely on purchases. In eastern Afghanistan most of the communities are linked to the larger markets of Jalalabad, Khost and Peshawar by reliable road networks while in the greater Kabul area market purchases are the major source of access to food.
12. A joint rapid market feasibility assessment¹⁵ was carried out in early September by UN agencies in six districts of Nangarhar province (Behsud, Jalalabad, Khogyani, Rodat, Batikot, Surkhrod) in order to assess the capacity of these markets to respond to the rapid influx of returnees from Pakistan. The assessment found that the markets are functional and the present food supply appears sufficient to meet the current demand and there exists a robust supply chain. There was an indication that the increased demand was resulting in price increases in some locations. Based on WFP price data in Jalalabad city, the price of staple foods are fluctuating in a normal range and no significant price increase has been experienced. In all the assessed districts, the impact on food prices depends on the shortage in supply from Pakistan, increase food price in Pakistan, limited supply from Jalalabad to the neighbouring districts due to insecurity, and fluctuation of the Afghan currency against US dollar and Pakistani currency.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

13. The Government of Afghanistan recently formed a High Commission for Refugees which is their decision making body to address mass returns and displacement in the country. It is chaired by the Chief Executive Officer (CEO) with membership from numerous relevant ministries. The Ministry of Refugees and Repatriations (MoRR) is the Secretariat for this commission.
14. The Secretary of the Commission is responsible for monitoring the situation in coordination with its international partners and report to High Commission members. The Commission will assess the situation and, based on the need, may request emergency funding from Government. If the Government is not in the position to allocate sufficient funds they may request the support of the international humanitarian community. The Ministry of Agriculture Irrigation and Livestock (MAIL) is the lead ministry for food security during emergency situations.
15. In productive agricultural parts of the country the Government prefers local purchase by WFP. By modality, the Government prefers CBT which are perceived to be a more efficient and effective way to provide targeted assistance compared to in-kind assistance as well as to stimulate increased local production and improve market function.

¹³ Afghanistan National Nutrition Survey, 2013.

¹⁴ Integrated Context Analysis (ICA 2016)

¹⁵ Rapid Market Feasibility Assessment in Nangarhar Province Report (draft), UNOCHA, September 2016

Policies, Capacities and Actions of Other Major Actors

16. United Nations agencies and both international and national non-governmental organizations (I/NGOs) operate within the annual Humanitarian Response Plan (HRP), which identifies humanitarian needs and develops sector-specific response plans.
17. The Office for the Coordination of Humanitarian Affairs (OCHA) is the coordinating body for the HRP and lead the preparation of the Afghanistan Flash Appeal: One Million People on the Move, which was launched on September 16 in Geneva. It outlines the coordinated response of the UN Country Team and I/NGO partners in 7 priority clusters:
 - Refugees & Returnees: UNHCR, IOM, the Food and Agriculture Organization (FAO), United Nations Fund for Population Activities (UNFPA), United Nations Children’s Fund (UNICEF)¹⁶, WFP, and the World Health Organization (WHO);
 - Emergency Shelter & Non-food Items: UNHCR, IOM, United Nations Human Settlements Programme (UN-Habitat), UNICEF, United Nations Office for Project Services (UNOPS), and United Nations Entity for Gender Equality and the Empowerment of Women (UN Women);
 - Food Security & Agriculture¹⁷: FAO¹⁸, WFP;
 - Health: WHO;
 - Nutrition: UNICEF, WFP, WHO;
 - Protection: UNHCR, UN-Habitat, UNICEF, United Nations Mine Action Centre for Afghanistan (UNMACA);
 - Water, Sanitation & Hygiene: UNICEF, WHO

Coordination

18. The Ministry of Refugees and Repatriations (MoRR) coordinates the humanitarian response to this emergency. They coordinate with local authorities, government ministries, United Nations agencies, I/NGOs, community-based organizations (CBOs) and civil society.
19. The Humanitarian Country Team (HCT) is the primary deliberating and coordinating body for United Nations agencies and INGOs.
20. For the HRP, WFP co-leads the food security and agriculture cluster with FAO, and actively participates in nutrition and the refugee and returnee sectors.
21. The WFP-managed United Nations Humanitarian Air Service provides air transport to more than 170 humanitarian organizations with 24 destinations in Afghanistan and is managed as a Special Operation.

OBJECTIVES OF WFP ASSISTANCE

22. The EMOP is in line with WFP Strategic Objectives (SO) 1 and 4¹⁹, and consistent with Sustainable Development Goals (SDG) 2: Zero Hunger and 17: Partnerships for the Goals, with linkages to SDG 5: Gender Equality.
23. The specific objectives are as follows:
 - Respond to the food-security and nutrition needs of refugee returnees and undocumented returnees, conflict-affected IDPs, and refugees (SO 1);

¹⁶ UNICEF is leading the discussions with government to ensure that all returnee children have access to education.

¹⁷ According to the Flash Appeal, FSAC partners will provide basic food assistance through appropriate cash or in-kind modalities to 75% of the vulnerable returnees and newly verified IDP's

¹⁸ FAO will provide support for livestock and agricultural activities through the FSAC response.

¹⁹ Strategic Objective 1: Save lives and protect livelihoods in emergencies; Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger.

- Prevent malnutrition in children 6-23 months of age from undocumented returnee households and treat moderately malnourished children under 5 years and pregnant and lactating women (PLW) (SO 4)

BENEFICIARIES AND TARGETING

24. The following beneficiary groups and estimated numbers were determined through the HCT while the responses were formulated through food security and nutrition clusters:

- *Undocumented returnees*: At processing centres, in accordance with the Letter of Agreement (LoA) between IOM and WFP, IOM will identify and register the most vulnerable and distribute WFP food assistance including in kind for the first three months, to be followed by the provision of CBT for another six months. Households with children 6-23 months will be provided with plumpy doz to prevent malnutrition for the first three months. Social Behaviour Change Communication will be used to ensure that cash is used to purchase critical food items for children. Those who still require assistance after July 2017 will be transitioned to livelihoods support through PRRO 200447.
- *Vulnerable documented refugee returnees*: Starting in January 2017, will receive 4 months of cash assistance as a follow up to their initial UNHCR assistance package, using their registration lists for targeting.
- *New IDPs*: People displaced by conflict across the country will receive 2 months of in-kind food assistance on a rolling basis over the 9 months of the EMOP. Ration and programming will align with PRRO 200447. The use of CBT for IDPs is under review.
- *Pakistani refugees*: Approximately 42 percent of these longer-term refugees are female. They will receive food assistance for 9 months with some transitioning to livelihood support programmes that also support their host communities after June 2017 through the PRRO. Given the fact that some of the refugees are in areas that are difficult to access by humanitarian actors for the market assessment and by service providers for registration, in-kind transfer modality is recommended.
- Existing targeted supplementary feeding programmes for moderately malnourished children 6-59 months and pregnant and lactating women in 6 districts of Nangarhar province will be reinforced to be able to treat an expected increase in admissions.

Activity	Category of beneficiary	Boys/Men	Girls/Women	Total
General food distributions ²⁰	Undocumented returnees	83,000	80,000	163,000
	Documented returnees	102,000	98,000	200,000
	Refugees	18,000	17,000	35,000
	IDPs	76,500	73,500	150,000
BSFP	Children 6-23 months from Undocumented HH	5,000	5,000	10,000
TSFP	Children 6-59 months	3,000	3,000	6,000
	PLW	2,500	5,000	7,500
Total: non-adjusted		290,000	281,500	571,500

²⁰ Refugee returnees will receive 4 months' assistance through CBT and Undocumented returnees receive 3 months of food and 6 months of CBT assistance – total 363,000 under CBT.

TOTAL: adjusted	279,500	268,500	548,000
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25. The UNHCR Nutrition Survey report (2014) indicated that 45 percent of household heads of Afghan refugees in Pakistan were labourers while 15 percent had small businesses and 10 percent were shop keepers. In total, the percent of males and females was equal. However, for children < 5 years, only 47 percent were girls.
26. An interagency mission to the Torkham border on August 29th found that most recent returnees had been subject to increased pressure from police, the army and society in the form of raids of business and compounds, detention of minors, threats and extortion. As a result, families have sold most of their belongings for very little in order to leave quickly. Most are staying with family members in Nangarhar. Also many households are being split at the border, with the men crossing first to assess the situation while the women and children wait on the Pakistan side which creates some protection issues.
27. IOM has established registration centres at the border and will also assess vulnerability, especially for undocumented returnees. In addition, the CO plans to roll-out the corporate SCOPE platform for beneficiary registration capturing biometric information (fingerprints) to record and manage beneficiary information and to remove duplications and also to make cash transfers to registered beneficiaries.

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH-BASED TRANSFERS

28. Rations and CBT values in Table 2 are the same as in PRRO 200447. According to the inter-agency Initial Rapid Assessment, although there were few reports of loss of kitchen and cooking items by returnees, most households had less than one-weeks' worth of food stocks. As many are staying with family and friends, they should have access to cooking facilities but will likely share their food rations in return.

Activity	General Ration	Nutrition		
	Full GFD	TSFP MAM children 6-59 months	TSFP Malnourished PLW	BSFP
Transfer Modality	Food and CBT	Food	Food	Food
Fortified wheat flour	460	-	333	
Pulses	33	-	67	
Fortified vegetable oil	35	-	27	
Iodized salt	2	-	3	
RUSF/Acha Mum	-	100	-	
Plumpy doz/Wawa Mum				50
MNT	-	-	0.15	
CBT (US\$/person/day) ²¹	0.42	-	-	
Total	530	100	430	46
Total kcal/day	2,097	520	1,679	247
Percent Kcal from	10.7	10	12.1	10

²¹ Based on in-kind ration baskets calculated with average local market prices at current exchange rate of USD 1: AFN 68.5;

protein				
Percent Kcal from fat	17.1	50.2	16.6	58
Days/year	60: IDPs; 270: refugees & undocumented returns 120: documented refugee returnees	90	270	90

29. The joint rapid market feasibility assessment²² carried out in early September by UN agencies in six districts of Nangarhar province found that the use of CBT is a viable option for the returnees in most of the areas of Jalalabad but depends on the number of beneficiaries in other areas, which would require a more in-depth market feasibility assessment before CBT is rolled out in areas outside of greater Jalalabad City. The use of CBT in Jalalabad, Behsod and Surkhrud can be appropriate for 2-3 months without any impact on food availability and prices unless the border with Pakistan closes or there are significant changes in the value of Afghan currency against US dollar and Pakistani currency (Rupees). The market prices, stocks and sales will be frequently assessed (twice a month) and in-depth market feasibility assessment will be conducted after 2-3 months of CBT response. The market prices information will also be monitored in areas where CBT is implemented in order to detect any impact on the food prices.

TABLE 3: TOTAL FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (mt/USD)					
Commodity / CBT	GFD	BSFP	TSFP - children	TSFP - PLW	Total (mt or USD)
Fortified wheat flour	15,770	-	-	675	16,445
Fortified vegetable oil	1,167			55	1,222
Pulses	1,105			135	1,240
Salt	80			7	87
RUSF (Acha mum)			54		54
Plumpy doz		45			45
MNT				0.4	0.4
CBT (USD)	\$27,805,439				\$27,805,439
TOTAL	18,122	45	54	872.4	19,093

IMPLEMENTATION ARRANGEMENTS

30. *Participation:* The CO will involve returnees and the local communities in the planning and implementation of the emergency responses through the formation of food assistance committees and the use of a more comprehensive system of information sharing in terms of rations and targeting criteria. For particular issues related to gender, the CO Gender Strategy and framework will be used, including programme guidance regarding female participation for design, implementation, targeting and monitoring. To ensure women's concerns are properly understood the CO will use mobile phones to contact women as well as identifying a respected woman in the community who can collect information on behalf of WFP. In consultation with women beneficiaries, female-friendly distribution sites appropriate to the Afghanistan context will be designed and established during EMOP response.

²² Rapid Market Feasibility Assessment in Nangarhar Province Report (draft), UNOCHA, September 2016

31. *Partners and capacities:* This project will be directly implemented by WFP cooperating partners in close coordination and cooperation with WFP and the MoRR. The CO will promote gender mainstreaming training for the partners. In the current security environment, securing the needed humanitarian access and space will be challenging for each cooperating partner. The CO will review partner capacities and work with them to strengthen their ability to deliver programmes, particularly in risk management and protection, to ensure continued presence and a principled response. The entire EMOP response will be conducted in partnership with key UN agencies and NGOs with coordination by OCHA. A border management working group – co-chaired by IOM and WFP was formed to make specific recommendations and identify priority actions and resource requirements.
32. *Procurement:* Since 2014, the CO has been distributing locally produced fortified wheat flour instead of wheat grain as the main cereal commodity in the food baskets. This commodity will be purchased from local millers through already existing Long Term Food Supply Agreements. All other commodities in the food basket will be purchased from regional and international markets through the Procurement Division in Rome.
33. *Logistics:* Approximately 70 percent of commodities will be procured locally and the rest (international/regional purchases) will continue to be imported mainly through Karachi Port in Pakistan. The northern corridor through Uzbekistan and Kazakhstan will be taken into consideration and further explored to minimize potential risk of food supply disruption. The alternate routes through Iran ports of Chah Bahar or Bandar Abbas will remain the contingency corridor to get the food into the country. The Logistics Unit in WFP Pakistan will facilitate primary transport of commodities from Karachi port directly to EDP's or transit points inside Afghanistan. Commercial transporters and WFP fleet-operated trucks will deliver food from the transit points to warehouses in Kandahar, Herat, Mazar and Faizabad. Kabul Area office and Jalalabad food allocation will be directly delivered from Karachi to these EDPs prior to handover to CPs. Food movements will be monitored and tracked through the Logistics Executive Support System (LESS) to ensure accountability and traceability.
34. *Transfer modalities:* After an initial SCOPE assessment, the most appropriate SCOPE solution scenario options will be designed with the CO based on the CO's programmatic needs. The CO will select which scenario is most appropriate to their needs based on their budget, infrastructure and security situation. The CO intends to do a rapid registration exercise using the SCOPE during the first three months with the intention to effect cash transfers through SCOPE from January 2017²³. There are risks associated with a rapid roll out to respond to an emergency but the CO will receive substantial support from the Regional Bureau for Asia and the Pacific and WFP HQ. Financial service provider assessments have been completed in Jalalabad and Kabul but will need to be updated prior to the launch of CBT. The CO will be piloting the use of remote data collection, through the mobile VAM (mVAM) approach which will be used to monitor local food market conditions, to ensure that markets are able to support WFP's cash assistance programme - and that programmes are adjusted based on evolving market conditions (transfer value, or potentially switching to another transfer modality). This will require an effective market monitoring process, through which traders and key informants will be regularly interviewed by phone on key market parameters such as prices, stocks, ability to respond to increased demand, and security.
35. *Non-food inputs:* The CO will provide rub-halls to expand the registration centre at Torkham border crossing. Through the HCT the CO will coordinate with HCT Pakistan to ensure messaging is complete and complementary on both sides of the border. The CO

²³ Taking into consideration arrival time of SCOPE hardware, set-up arrangement of SCOPE registration site in the border and preparation of required SCOPE training, it is feasible to start CBT through SCOPE in January, 2017.

is also requesting a protection and accountability to affected populations (AAP) specialist through the Standby Partners to strengthen protection and AAP capacity in the CO and through programme design, implementation and monitoring. The Protection and AAP specialist will undertake an initial rapid gender and protection analysis, followed by ad hoc additional assessments, as required, to identify refinements to the implementation strategy. The HCT has also formulated a protection working group for the response, in which WFP plans to participate actively. All other non-food items and services are provided through the various clusters in the joint response.

36. *Food assistance strategy*: The strategy includes both distribution of dry rations and use of CBT once SCOPE is functional. The CO will undertake a vulnerability assessment of undocumented returnees and refugees from Pakistan, a few months prior to the end of the EMOP in order to design livelihood support programmes to support the most vulnerable under PRRO 200447. This assessment will explicitly examine the differing livelihoods needs of men and women, and outline intervention strategies/activities appropriate for each. All beneficiaries will be informed of the duration of their respective entitlements.
37. *Planning period*: The duration of this EMOP is for 9 months in order to meet immediate needs of returnees and new IDPs not covered in the HRP, especially during the cold winter months and lean season, as well as to provide support to refugees from Pakistan while longer-term solutions are considered (returns, integration).
38. *Prioritisation in case of underfunding*:

In case the required funding doesn't materialise, the CO will in order of priority focus assistance to; a) vulnerable Undocumented Returnees, the new IDPs, TSFP and prevention intervention for under 2 children; b) apply stricter assistance eligibility criteria to reduce case load for both Pakistan Refugee returnees and; c) reduce rations for the latter two beneficiary categories.

PERFORMANCE MONITORING

39. The operational context of Afghanistan is heavily linked to access. Taking into account the prevailing operational (security) context, and the nature of particularly the mass returnees from Pakistan, who are likely to undergo several displacements/movements prior to settling in a new area/location, the CO will pilot mVAM, which enables monitoring of a population on the move. Monitoring will be conducted via a call-centre - with male and female operators - which can be incorporated with the WFP hotline for beneficiary feedback.
40. All the operators in the mVAM call centres will be women, as women operators are able to speak to both men and women respondents, thus enabling the CO to reach female beneficiaries without having to speak to them face to face. Efforts will be made to collect mobile numbers of women household members when possible. However, operators will also be trained to request permission from male respondents to speak to a woman in the household. mVAM will also be used to collect household food security information from women household members.
40. Food Assistance is monitored by WFP field staff in accessible areas and third party monitors or Programme Assistance Teams (PATs) in areas with restricted access. Joint monitoring of nutrition activities with UNICEF will further examine the intra-family dynamics and relevant aspects in relation to prevention of acute malnutrition. The CO is planning to test the use of mVAM for both post distribution monitoring and gender-responsive outcome monitoring, taking into account global M&E best practices and guidelines. In the pilot phase, mVAM monitoring will be done in addition to normal face-to-face monitoring, to be able to compare the quality of data. Based on pilot results, the CO will decide which system to use in areas where face-to-face monitoring is currently limited or unreliable.

HAND-OVER STRATEGY

41. Based on the Disaster Management Law, the Government and its line ministries are responsible for longer-term solutions based on the needs of the people such as provision of housing and identifying employment opportunities and other necessary assistance while WFP and the humanitarian community provide for their immediate needs.
42. With support from the protection and AAP specialist, the CO will have regular consultations with beneficiaries to receive their inputs and keep them informed of the transition from GFD to targeted livelihood support under PRRO 200447 when the EMOP ends, keeping the Government involved during every step of the process. In the meantime, the CO will conduct a review of livelihood interventions under the PRRO and through Purchase for Progress (P4P) that will provide recommendations and strategic direction for livelihood activities in the Country Strategic Plan (CSP).
43. The CO will be engaged in all coordination meetings within MoRR and will work together with HCT in planning, implementing and communicating the transition and handover, with the possibility of expanding the use of SCOPE through the MoRR to register all displaced persons in the country.

RISK MANAGEMENT

44. The main risks are a further deterioration in the security situation leading to increased displacement and reduced access to some areas for humanitarian agencies, thus increasing the vulnerability of displaced populations. The CO Access teams engage in negotiations with the Government, non-state entities and community leaders to maintain an active field presence for humanitarian actors. The CO has an Access Strategy which will be further refined and will facilitate training for field-based staff. The CO will continue to work under the umbrella of the HCT, jointly monitoring the political situation and pre-positioning food in anticipation of any events that may affect the corridor. The CO minimum preparedness actions (MPAs) will be reviewed and updated on a regular basis.
45. The main institutional risk is late or inadequate funding for the operation, which could result in irregular distribution of assistance or prioritisation of life-saving activities²⁴ which and could negatively affect the reputation of the CO. To mitigate, the CO will intensify donor engagement.
46. Operational risks and corresponding mitigation measures are outlined in the Country Office risk register for Cash Based transfers.

Security Risk Management

47. The UN has identified five categories of threats that affect UN staff, assets and operations. Those are armed conflict, terrorism, civil unrest, crime and hazards. All those categories of threats are existed in Afghanistan at different levels. Regarding armed conflict, the Taliban and affiliated insurgent groups have succeeded in placing major pressure on Afghan National Security Forces (ANSF) in Southern, South Eastern, Northern and Eastern regions.
48. The presence of Islamic State of Koroshan (IS-K) in the Eastern Region, especially in Nangahar Province is a main concern for UN staff security. The group frequently claimed the suicide attack and IED incidents in the city of Jalalabad. The Eastern Region is also affected by the influx of Foreign Armed Group Elements (F-AGEs) from Pakistan to

²⁴ In case expected funding doesn't materialize, the CO will prioritize support to undocumented returnees and TSFP.

Afghanistan due to the Pakistani military operation in North Waziristan and Kyber Agency.

49. As the Eastern Region is the centre of concentration of the returnees, it is envisaged that the planned Emergency Operation Centre will be the Jalalabad SO which has undergone a security risk management assessment. The assessments of other locations will follow according to need requirement.
50. The Jalalabad SO is MOSS Compliant with most agency and interagency systems and requirements in place. The CO Security team is planning the following enhancements to the existing system:
 - An International Field Security Officer shall be deployed in Jalalabad to follow the staff safety and security as well as secure movements of assets and smooth operations.
 - Emergency Communication System to be active 24/7.
 - Additional armoured vehicles to be deployed in Jalalabad for emergency extraction of staff and operation, including additional drivers.
 - Quick security risk assessments (QSRAs) have to be conducted in the areas where the returnees have settled temporarily.

RECOMMENDATION

51. The Executive Director and Director-General of FAO are requested to approve the proposed Emergency Operation Afghanistan 201024.

APPROVAL

.....
Ertharin Cousin
Executive Director

.....
José Graziano da Silva
Director-General of FAO

Date:

Date:

Regional Director, RBB

Drafted by: [name] Country Office
Cleared by: [name] Country Office on [date]
Reviewed by: [name] Regional Bureau
Cleared by: [name] Regional Bureau on [date]
Reviewed by: [name] Regional Bureau Support (OMO)

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
<i>Food Transfers</i>			
Cereals	16,446	6,578,544	
Pulses	1,240	818,149	
Oil and fats	1,222	1,123,824	
Mixed and blended food	99	226,260	
Others	87	22,335	
Total Food Transfers	19,093	8,769,112	
External Transport		31,699	
LTSH		3,661,971	
ODOC Food		2,964,664	
Food and Related Costs		15,427,447	
C&V Transfers		27,805,439	
C&V Related costs		9,619,013	
Cash and Vouchers and Related Costs		37,424,452	
Capacity Development & Augmentation		522,400	
<i>Direct Operational Costs</i>			53,374,299
Direct support costs (see Annex I-B)			9,050,823
Total Direct Project Costs			62,425,121
Indirect support costs (7.0 percent)			4,369,758
TOTAL WFP COSTS			66,794,880

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
WFP Staff and Staff-Related	
Professional staff	1,570,401
General service staff	1,734,503
Danger pay and local allowances	827,789
Subtotal	4,132,692
Recurring and Other	708,216
Capital Equipment	865,600
Security	2,083,000
Travel and transportation	1,061,314
Assessments, Evaluations and Monitoring	200,000
TOTAL DIRECT SUPPORT COSTS	9,050,823

Annex II: Summary of Logical Framework of Afghanistan EMOP 201024

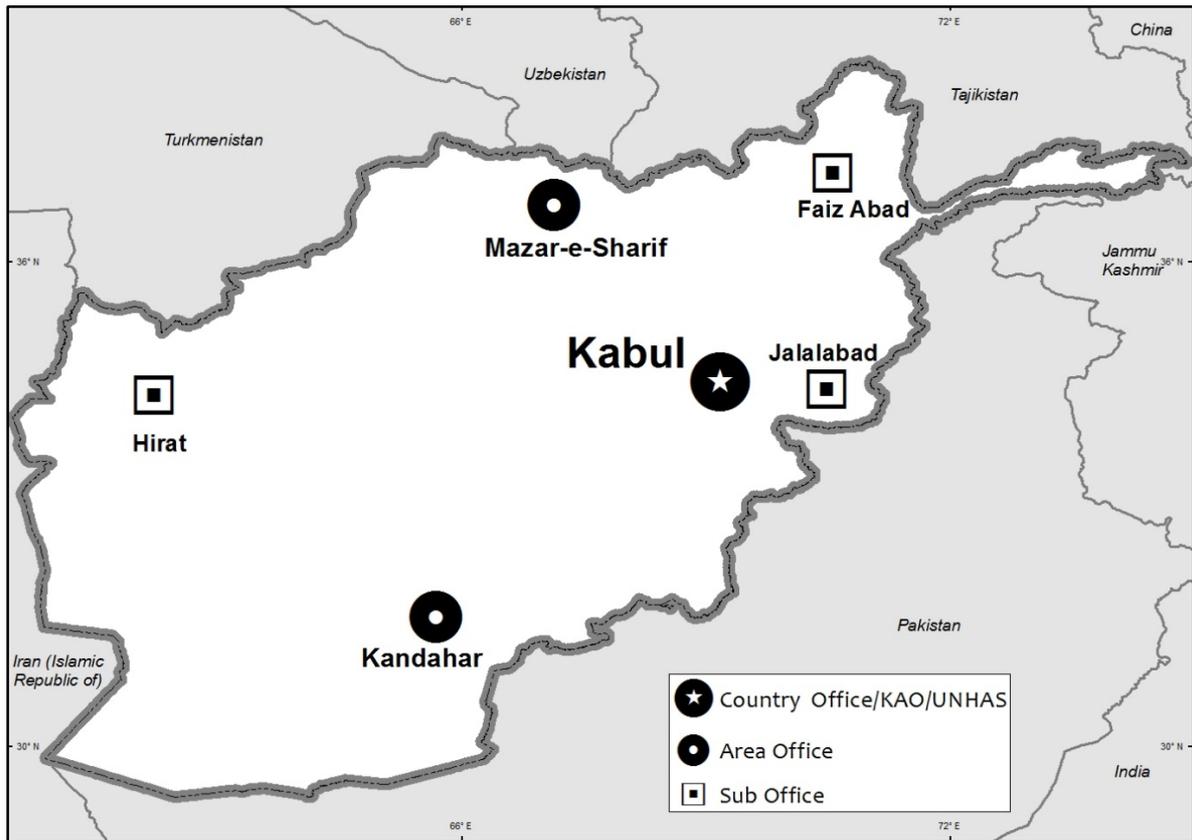
Results	Performance indicators	Assumptions
Gender: Gender equality and empowerment improved	<ol style="list-style-type: none"> 1. Proportion of assisted women, men or both women and men who make decisions over the use of cash, vouchers or food within the household <ul style="list-style-type: none"> ➤ Target: Female:Male / 30:70 2016; (40:60 2017) 2. Proportion of women beneficiaries in leadership positions of project management committees. <ul style="list-style-type: none"> ➤ Target: 35% ➤ Baseline: 33% (SPR-2015) 3. Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution <ul style="list-style-type: none"> ➤ Target: 60% ➤ Baseline: 46% (SPR-2015) 	<ul style="list-style-type: none"> • Extreme security situation • Conservative communities
Protection and accountability to affected populations: WFP assistance delivered and utilized in safe, accountable and dignified conditions	<ol style="list-style-type: none"> 1. Proportion of assisted people who do not experience safety problems to/from and at WFP programme sites <ul style="list-style-type: none"> ➤ Target: 80% ➤ Baseline: N/A (Target not the same as PRRO) 2. Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain). <ul style="list-style-type: none"> ➤ Target: 70% ➤ Baseline: N/A (Target not the same as PRRO) 	

Results	Performance indicators	Assumptions
Partnership: Food assistance interventions coordinated and partnerships developed and maintained	<ol style="list-style-type: none"> 1. Proportion of project activities implemented with the engagement of complementary partners <ul style="list-style-type: none"> ➤ Target: 70% (Project specific: Returnees & Refugees: UNHCR, IOM, UNICEF full overlap of assisted population; IDPs less obvious overlap) ➤ Baseline: 38% (SPR-2015) 2. Number of partner organizations (cooperating and complementary) that provide complementary inputs and services. <ul style="list-style-type: none"> ➤ Target: 10 organizations ➤ Baseline: 7 (SPR-2015) 3. Amount of complementary funds provided to the project by partner 	
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1.1: Stabilized or improved food consumption over assistance period for targeted HH and/or individuals	<ol style="list-style-type: none"> 1.1.1 Food consumption score (FCS): Percentage of households with poor FCS <ul style="list-style-type: none"> ➤ Target: Reduced prevalence of poor food consumption of targeted households/individuals by 80% ➤ Baseline: FCS 3.2 (16% poor food consumption) (SPR-2015) 1.1.2 Daily average dietary diversity, disaggregated by sex of household head. <ul style="list-style-type: none"> ➤ Target: 80% of targeted households/individuals consume average of at least 3 food groups per day ➤ Baseline: 79% (Mothers' DDS, UNHCR Nutrition Survey among Afghan Refugees Residing in Afghan Refugee Villages of Pakistan – March, 2014) 	<ul style="list-style-type: none"> • No deterioration in regional / national stability • Pipeline uninterrupted and sufficient funding available • Availability and sufficient capacity of cooperating partners • Markets in CBT areas remain functioning, and prices stable. • Coordination structure remain in place • Adequate and credible government structures have the required

Results	Performance indicators	Assumptions
<p>Output 1.1: Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries.</p>	<p>1.1.1 Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned. <i>Target: GFD: 100%; CBT: 100%</i></p> <p>1.1.2 Quantity of food assistance distributed, disaggregated by type, as % of planned. <i>Target: 100%</i></p> <p>1.1.3 Quantity of non-food items distributed, disaggregated by type, as % of planned <i>Target: 100%</i></p> <p>1.1.4 Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned. <i>Target: 100%</i></p> <p>1.1.5 Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned. <i>Target: 100%</i></p>	<p>capacity</p> <ul style="list-style-type: none"> • Adequate access to target communities.

Strategic Objective 4: Reduce under-nutrition and break the intergenerational cycle of hunger		
<p>Outcome 4.1: Reduced under nutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women</p>	<p>4.1.1 MAM treatment performance: recovery, mortality, default and non-response rates.</p> <ul style="list-style-type: none"> ➤ Target: Recovery >75%; Death <3%; Default <15%; Non-response rate <15% ➤ Baseline: Recovery 93%; Death 0.1%; Default 5%; Non-Response rate 0.7% (SPR-2015) <p>4.1.2 Proportion of target population who participate in an adequate number of distributions</p> <ul style="list-style-type: none"> ➤ Target: > 66% ➤ Baseline N/A (New from 2017– to be included in monitoring checklist) <p>4.1.3 Proportion of eligible population who participate in programme (coverage)</p> <ul style="list-style-type: none"> ➤ Target: rural areas > 50% ➤ Baseline: 10.3% 	<ul style="list-style-type: none"> • Pipeline uninterrupted and sufficient funding available • Reliable nutrition data • Availability and sufficient capacity of cooperating partners • Coordination structures remain in place • Adequate and credible government structures in place • Adequate access to target communities
<p>Output 4.1: Food, nutritional products, non-food items, distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries.</p>	<p>4.1.1 Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items as % of planned.</p> <p><i>Target: 100%</i></p> <p>4.1.2 Quantity of food assistance distributed, disaggregated by type, as % of planned. <i>Target 100%</i></p>	

ANNEX III



ACRONYMS USED IN THE DOCUMENT

AAP	accountability to affected populations
ALCS	Afghanistan Living Conditions Survey
ANSF	Afghan National Security Forces
BSFP	blanket supplementary feeding programme
CBT	cash-based transfers
CEO	Chief Executive Officer
CO	country office
EMOP	emergency operation
F-AGE	foreign armed group elements
FAO	Food and Agriculture Organization
ICA	integrated context analysis
IDP	internally displaced person
IED	improvised explosive device
IOM	International Organisation for Migration
IS-K	Islamic State of Koroshan
LESS	Logistics Executive Support System
MAIL	Ministry of Agriculture, Irrigation and Livestock
MAM	moderate acute malnutrition
M&E	monitoring and evaluation
MNT	micronutrient tablet
MoPH	Ministry of Public Health
MoRR	Ministry of Refugees and Repatriations
m-VAM	mobile vulnerability analysis and mapping
NGO	non-governmental organisation
OCHA	Office for the Coordination of Humanitarian Affairs
PAT	Programme Assistance Teams
PoR	Proof of Registration
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
QSRA	quick security risk assessment
SDG	Sustainable Development Goals
SO	Strategic Objective
SRF	Strategic Results Framework

TSFP	targeted supplementary feeding programme
WFP	World Food Programme
UNFPA	United Nations Fund for Population Activities
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNMACA	United Nations Mine Action Centre for Afghanistan
UNOPS	United Nations Office for Project Services
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WHO	World Health Organization

ANNEX IV - [LTSH-matrix](#)

ANNEX V - [Project Budget Plan](#)

ANNEX VI - [Project Statistics](#)