



The Islamic Republic of Afghanistan



Ministry of Agriculture,  
Irrigation and Livestock



Ministry of Rural  
Rehabilitation and Development

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# Household Food and Livelihood Security Project (HFLS)

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GLOBAL AGRICULTURE AND FOOD SECURITY PROGRAM (GAFSP)

PROJECT PROPOSAL



September 2019

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## LIST OF ACRONYMS

ADB	Asian Development Bank
AFN	Afghan Afghani
AFSeN	Afghanistan Food Security and Nutrition Agenda
ALCS	Afghanistan Living Conditions Survey
ANDMA	Afghanistan National Disaster Management Authority
ANPDF	Afghanistan National Peace and Development Framework
A&RD	Agriculture and Rural Development
ARIA	Agriculture Research Institute of Afghanistan
CADNPP	Comprehensive Agriculture Development National Priority Program Implementation Plan
CBO	Community-Based Organisation
CCNPP	Citizen Charter National Priority Programme
CCP	Citizen Charter Programme
CDC	Community Development Council
CIG	Common Interest Group
CPF	Country Partnership Framework
CSO	Central Statistics Organization
DDC	District Development Committee
DFID	Department for International Development (United Kingdom)
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FFS	Farmer Field Schools
FLRC	Farmer Learning and Resource Centres
FNSSC	Food and Nutrition Security Steering Committee
FSE	Financial Supervising Entity
FtF	Farmer-to-Farmer
GAFSP	Global Agriculture and Food Security Program
GAP	Good Agriculture Practices
GDP	Growth Domestic Product
GEF	Global Environment Facility
GIZ	German Corporation for International Cooperation
GoIRA	Government of the Islamic Republic of Afghanistan
HANCI	Hunger and Nutrition Commitment Index
HFLS	Household Food and Livelihoods Security
IDA	International Development Association
IDP	internally displaced persons
IFAD	International Fund for Agriculture Development
IPC	Integrated Food Security Phase Classification
ISE	Investment Supervising Entity
MAIL	Ministry of Agriculture, Irrigation, and Livestock
MEW	Ministry of Energy and Water

MoE	Ministry of Education
MoF	Ministry of Finance
MoPH	Ministry of Public Health
MOU	Memorandum of Understanding
MRRD	Ministry of Rural Rehabilitation and Development
NCADPP	National Comprehensive Agriculture Development Priority Program
NEPA	National Environmental Protection Agency
NES	National Export Strategy
NGOs	Non-Governmental Organizations
NPP	National Priority Programs
NRM	National Natural Resource Management Strategy
NSP	National Solidarity Programme
OECD	Organisation for Economic Cooperation and Development
PAIL	Provincial Departments of Agriculture, Irrigation and Livestock
PDC	Provincial Development Committee
PMU	Project Management Unit
PRA	Participatory Rural Appraisal
PRRD	Provincial Department of Rural Rehabilitation and Development
PSC	Project Steering Committee
RAP	Regional Office for Asia and the Pacific
RPCP	Regional Programme Coordination Programme
SC	Steering Committee
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goal
SME	Small and Medium-Sized Enterprise
TA	Technical Assistance
TOR	Terms of reference
TOT	Training of Trainer
TSE	Technical Supervising Entity
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USD	United States Dollars
WB	World Bank
WFP	World Food Programme

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## EXECUTIVE SUMMARY

### CONTEXT

#### CONFLICT, CLIMATE CHANGE, POVERTY AND FRAGILITY

Afghanistan is considered one of the most fragile countries in the world. Key drivers of fragility and the horrific statistics on extreme poverty and deprivation are considered to be conflict and climate related disasters. A devastating conflict has been raging for more than four decades, which has turned Afghanistan into one of the poorest countries in the world. Nearly 55% of the 32.2 million population live below the national poverty line. Poverty is mostly rural with 59% of the population in rural areas living below poverty line compared with 42% in urban areas. The Integrated Food Security Phase Classification (IPC) indicate that over 10.6 million or 47% of the rural population face severe and acute food insecurity requiring emergency assistance. Over 41% of children under five years are stunted, 14% wasted and 25% of the same age group are severely or moderately underweight.

The frequency and severity of climate-related disasters, in particular floods, drought and extreme temperatures, have significantly increased over the recent past. Latest climate projections promise more severe weather conditions and disasters. In 2018 alone, 10.6 million people in 20 provinces out of 34 were affected by drought, of which 3.9 million required emergency food assistance. The drought in 2018 was followed, in spring 2019, by the most severe floods in a decade affecting some 250,000 people across 16 provinces.

Latest estimate suggest that over 2.6 million people have been internally displaced and over four million live in neighbouring countries as refugees due to conflict, drought and floods.

#### SECTOR STRATEGY, GOVERNMENT COMMITMENT AND CAPACITY TO IMPLEMENT

The Afghanistan National Peace and Development Framework (ANPDF, 2017–2021) is a key umbrella document defining the trajectory and a roadmap for national peace consolidation and development. One of the key pillars of the ANPDF is the National Comprehensive Agriculture Development Priority Program and Implementation Plan (NCADPP, 2019–2023) to define the vision, strategy and implementation road map for agriculture and food security. A large number of sub-sector policies and strategies have also been adopted to facilitate a conducive and enabling environment.

Despite heavy dependence on international aid, the GoIRA has steadily increased the budget for agriculture and food security from 2.5% of the total national budget in 2016 to 3.6% in 2019. The government has also shown strong commitment to address food and nutrition security. The Afghanistan Food Security and Nutrition Agenda (AFSeN) and Steering Committee has been adopted with active participation from MAIL, MRRD, Ministry of Public Health (MOPH), Ministry of Education and the Ministry of Trade among others in coordination with UN agencies - FAO, UNICEF, WFP and UNDP. Afghanistan has also joined the Scaling-Up Nutrition (SUN) movement.

Key stakeholder institutions in rural development, food security and nutrition, mainly MAIL and MRRD, have significantly increased their capacities over the recent past. As a result the government-implemented projects increased from just over 2% of the total international financial support in 2012 to over 88.5% in 2018, a testimony to increased public sector capacity to plan, manage and implement complex projects. Currently MAIL and MRRD on average implement over USD 200 million worth of projects per year between them.



## THE PROJECT

The project design, targeting criteria and implementation arrangements follow rigorous consultations with a large number of diverse stakeholders. These included consultations with key government institutions at central and provincial levels, international partners, NGOs and communities.

The project shall be implemented over a period of **five years** in 10 districts directly benefiting some 30,000 poorest households or 210,000 people. At least 30% of the project participants will be women. A total of **USD 20 million** has been requested to finance the project. This includes USD 200,000 for project formulation.

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## OBJECTIVES AND TARGET PROJECT PARTICIPANTS

The development objective of the project is to improve food security and resilience among some of the poorest households in selected districts of rural Afghanistan.

The project specific objectives include:

- Facilitate improved and sustainable water management in selected micro-watersheds by rehabilitating and improving the efficacy of traditional water management systems such as Kareez water supply systems, community flood management and on-farm water saving;
- Promote and enhance sustainable and resilient livelihoods and nutrition among the most food insecure and vulnerable households in selected areas of rural Afghanistan.

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## PROJECT COMPONENTS

The project is designed around three main components as follows:

### **Component I. Sustainable Community-based Water Management (USD 5.5 million)**

#### ***1.1. Kareez Rehabilitation and rainwater harvesting***

Rehabilitation of karezzes, which are either dry or provide insufficient water due to many years of neglect and disrepair, excessive underground water extraction in the command area and inadequate water percolation. The rehabilitation also includes rain and surface water harvesting, reduction of groundwater extraction and increase in vegetation cover in critical areas. Furthermore, a five-year operation and maintenance plan is drafted and agreed with community user associations.

#### ***1.2. Small-scale irrigation and on-farm water saving and efficiency***

Introduction of water saving irrigation technologies that have been tested with promising results.

#### ***1.3. Flood protection and soil erosion control***

Flood protection infrastructure, both biological and engineering solutions, shall be established in critical locations with high likelihood of protecting high-value assets in the project area. Increased vegetation cover and tree planting in certain areas of the micro-watershed are key part of this sub-component. Soil erosion is a major issue and will be addressed through biological means/vegetation cover.

## **Component II. Livelihood Development, Market Linkages and Nutrition (USD 11.5 million)**

### ***II.1. Agriculture based livelihood development***

Promotion of crop diversification, adaptation of farming systems to current and emerging climate realities and production of safe, nutrition and marketable produce. Key to this is building economies of scale among small holder family farms, sustainable farming practices and optimal use of available natural resources.

### ***II.2. Food processing and marketing support***

Capacity development in home based food processing and preservation for household use and the market mainly targeting women. Small and medium size enterprises (SMEs) shall be supported to access improved processing technologies, technical knowhow and markets.

### ***II.3. Household nutrition education***

Nutrition education will include improved recipes, nutritious food preparation, nutrition for infants and the elderly as well as sanitation, targeting mainly women in target villages. Female social mobilisers will also provide information on public sector services, in particular for women – these may include legal aid, protection of rights, education, health and other support.

## **Component III. Project Implementation, Monitoring and Learning (USD 1.6 Million)**

A small project implementation unit has been envisaged to coordinate project activities at central, provincial and district levels. In line with experience from similar projects in the recent past, heavy reliance has been placed on relevant MAIL and MRRD units to implement the project. A steering committee with participation from both MAIL and MRRD shall ensure potential planning, implementation and monitoring issues are addressed on a timely manner.

ADB shall provide financial management and fiduciary support to the project implementation as part of Investment Supervising Entity functions. The ADB shall ensure funds from the centre to districts are transferred based on established procedures and process between the GoIRA and its international partners.

FAO will support and coordinate the preparation of annual implementation plans, progress reports and other reporting requirements. Furthermore, FAO shall facilitate the preparation and technical oversight of all technical training, including the preparation of district profiles, TOT, group formation, identification of target beneficiaries and Farmer Field Schools (FFS) as well as facilitation of trade fairs and connecting farmers to markets.

Community Development Councils (CDCs) will actively participate in the planning, implementation and monitoring of the project with direct reporting lines to the project management team and the steering committee. The project implementation team shall continuously monitor the project activities and ensures lessons learned are transmitted to the Project Steering Committee (PSC) and line ministries.

## PART 1: SUMMARY OF OVERALL AGRICULTURE AND FOOD SECURITY STRATEGY AND ASSOCIATED INVESTMENT PLAN

### 1.1. SECTOR STRATEGY, INVESTMENT PLAN AND PAST PERFORMANCE

#### 1.1.1. OVERALL AGRICULTURE AND FOOD SECURITY STRATEGY OBJECTIVES AND HOW THESE RESPOND TO THE COUNTRY'S FRAGILITY:

Afghanistan has been grappling with a devastating civil strife over the past four decades, adversely affecting all aspects of life in the country. Armed conflict has wrecked the country's infrastructure, services and institutions, while violence and insecurity have deterred investment and imposed enormous human costs. Over half of the population lives in poverty<sup>1</sup>, an estimated 4% (800 000 people) of the population are disabled, and more than 50% of households in 21 of the 34 provinces are highly vulnerable to fall into poverty.<sup>2</sup> Unemployment rates are high, and the number of young Afghans joining the labour force radically outstrips the number of available jobs.<sup>3</sup> The country has to contend with high numbers of internally displaced persons (IDP) and the millions of refugees returning from neighbouring countries, causing significant strain on the already limited services and capabilities of the government. Women face additional obstacles in Afghanistan, where gender disparity remains among the highest in the world: the country ranks 154th out of 159 countries in the Gender Inequality Index for 2016.<sup>4</sup>

Afghanistan's increased fragility<sup>5</sup>, not only due to civil strife but also increased severity and frequency of climate-related disasters, has made it one of the world's poorest and most food insecure countries. Food insecurity affected 44.6% of the population in 2016–2017, compared to 30% in 2012–2013. Food insecurity mostly affect the rural population who make up 72% of the total population, among whom, 47.1% (10.6 million people) are estimated to be facing severe and acute food insecurity. Approximately 85% of returnees and internally displaced people were reported to be severely food insecure in 2017. Stunting among children under 5 years of age was estimated at about 41% in 2018.<sup>6</sup> Afghanistan is vulnerable to environmental degradation, climate change and disasters triggered by natural hazards. According to the Climate Change Vulnerability Index, the country ranks among countries most vulnerable to climate change, accounting as a country in "extreme risks" to adverse climate change.<sup>7</sup> Rapid population growth<sup>8</sup>, poor management of natural resources, overgrazing by livestock, and encroachment on forestland exert high pressure on the natural environment. High temperatures, low precipitation and poor management have led to water shortage particularly for rain-fed agriculture, making irrigated agriculture crucial.<sup>9</sup> However, only 10% of irrigated land has formal and effective irrigation systems while the remaining relies on informal and inefficient systems that hold back agricultural productivity and income.<sup>10</sup>

<sup>1</sup> Central Statistics Organization (2018) Afghanistan Living Conditions Survey 2016-2017. Highlights report, Kabul, CSO.

<sup>2</sup> Hakim Haider M., Kumar S. (2018) Poverty in Afghanistan: Temporal and Spatial Patterns. In: Poverty in Afghanistan. Palgrave Pivot, Cham

<sup>3</sup> <https://www.adb.org/countries/afghanistan/poverty>

<sup>4</sup> Government of Afghanistan 2016. Women's Economic Empowerment National Priority Program. Kabul

<sup>5</sup> <http://documents.worldbank.org/curated/en/156881533220723730/pdf/129161-WP-P157288-Afghanistan-to-2030-PUBLIC.pdf>

<sup>6</sup> FAO. 2019. The state of food security and nutrition in the world.

<sup>7</sup> Verisk Maplecroft, 2015. Climate Change Vulnerability Index. London, UK.

<sup>8</sup> Estimated to 2-3% per year. World Food Program. 2017. Afghanistan Zero Hunger Strategic Review.

<sup>9</sup> [https://www.wfp.org/sites/default/files/WFP\\_UNEP\\_NEPA\\_Afghanistan\\_Impacts\\_climate\\_%20change.pdf](https://www.wfp.org/sites/default/files/WFP_UNEP_NEPA_Afghanistan_Impacts_climate_%20change.pdf)

<sup>10</sup> Asian Development Bank. 2017. Afghanistan, 2017-2021. Achieving Inclusive Growth in a Fragile and Conflict-Affected Situation.

Agriculture, excluding illicit crops, accounts for about one quarter of the national GDP and is the second largest sector after services.<sup>11</sup> Over 72% of the total population and 90% of the poor live in rural areas.<sup>12</sup> Nearly 80% of the population depend on agriculture for their livelihood<sup>13</sup>, which employs about 44% of the national workforce. The 2014 World Bank Sector Review suggests that agriculture has the highest potential for economic growth, job creation, and productivity. Investment in agriculture is considered highly pro-poor, benefiting both men and women. For these compelling reasons, Afghanistan's key international partners have championed investment in agriculture with full commitment from the Government of the Islamic Republic of Afghanistan (GoIRA). The country mostly depends on international support for its rehabilitation and development efforts as the national budget covers only a part of the regular functioning of state institutions. All international partners, however, work through the Ministry of Agriculture, Irrigation, and Livestock (MAIL) and the Ministry of Rural Rehabilitation and Development (MRRD) among others to support agricultural and rural development.

Despite the complex political situation and the high dependency of the country on donor grants, the government has shown strong commitment to address food insecurity and enhance sustainable productivity in the agricultural sector. In 2016, GoIRA developed and rolled out the Afghanistan National Peace and Development Framework (ANPDF, 2017–2021), which is a key umbrella document defining the trajectory and a roadmap for national peace consolidation and development. Ten sector-specific National Priority Programs (NPP) underpin the ANPDF have been developed.<sup>14</sup> As part of the ANPDF, MAIL has developed the National Comprehensive Agriculture Development Priority Program (NCADPP, 2016–2021) to define the vision, strategy and road map for agriculture and food security. In 2018, the Comprehensive Agriculture Development National Priority Program Inter-Ministerial Implementation Plan (CADNPP, 2019–2023) was adopted to highlight implementation requirements including financing, human resources and institutional arrangements.

The NCADPP defines a number of core strategic/policy objectives, including the following:

- ✓ To achieve food and nutrition security and a balanced economic growth through agriculture that results in stability, reduced fragility, and economic empowerment for women and men;
- ✓ To improve crop productivity, especially wheat, and to diversify agriculture toward high-value agriculture, including fruits, horticulture, vegetables, and sustainable livestock development. Horticulture and livestock, in particular, have been emphasised with great potential for sustainable and inclusive job creation;
- ✓ To expand and rehabilitate irrigation facilities to support productivity growth in crop production and reduce underemployment among subsistence farmers;

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<sup>11</sup> <http://documents.worldbank.org/curated/en/245541467973233146/pdf/AUS9779-REVISED-WP-PUBLIC-Box391431B-Final-Afghanistan-ASR-web-October-31-2014.pdf>

<sup>12</sup> World Bank. 2014. Islamic Republic of Afghanistan Agricultural Sector Review: Revitalizing Agriculture for Economic Growth, Job Creation and Food Security. Washington, DC. World Bank. <https://openknowledge.worldbank.org/handle/10986/21733> License: CC BY 3.0 IGO

<sup>13</sup> FAO. 2011. [http://www.fao.org/fileadmin/user\\_upload/emergencies/docs/CAP2011\\_Afghanistan.pdf](http://www.fao.org/fileadmin/user_upload/emergencies/docs/CAP2011_Afghanistan.pdf)

<sup>14</sup> Citizen Charter, Women's Economic Empowerment (WEE), National Infrastructure Plan, National Comprehensive Agriculture Development Program, Justice Sector Reform Plan, National Mineral and Resources Development Program, Human Capital Development Program, Effective Governance Program (PMF and Subnational Governance), Urban Development Program, Private Sector Development Program. Afghanistan National Priority Programs (NPPs 2017-2021). Islamic Republic of Afghanistan 2016 and 2017.

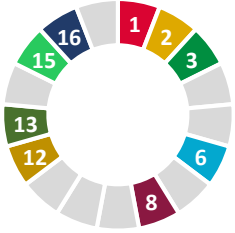

- ✓ To link farmers to markets by supporting investments in value chain development, including those of industrial and medicinal crops, marketing, processing, connectivity, infrastructure, and land use management (e.g. soil erosion control);
- ✓ To improve access to finance and other services (e.g., by supporting public-private partnerships) particularly for women and youth;
- ✓ To improve private sector presence in agriculture to enhance provisions of investments and advisory services to promising agro-processing firms;
- ✓ To enhance climate change natural resources management to support local communities that depend on these resources (e.g. forests, rangelands, ecological areas) through soil and water management and biodiversity protection; and
- ✓ To support institutional reforms of MAIL to ensure effective policy development, farmer-centred services delivery, and inclusiveness of all stakeholders.

To realize these policy objectives, the NCADPP builds on the following drivers and enablers: 1) clear planning and management procedures, 2) research and extension to link the development of agricultural practices and knowledge systems, 3) development of input delivery systems, 4) provisions of agricultural credit, 5) supporting farmers’ organizations, and 6) private sector support and public-private partnerships.

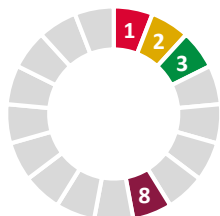
### 1.1.2. ALIGNMENT OF THE STRATEGY OBJECTIVES TO THE SUSTAINABLE DEVELOPMENT GOALS 1 AND 2:

In 2015, the GoIRA committed itself to achieve the Sustainable Development Goals (SDGs) and to incorporate them, especially SDG 1 (No poverty) and SDG 2 (Zero Hunger), in its national policies. Therefore, the NCADPP (2016 -2021), underpinned by the Inter-ministerial Implementation Plan (CADNPP, 2019-2023), focuses on ending poverty and hunger, ensuring food security and improved nutrition and promoting sustainable agriculture. All the priorities identified under this National Program, as listed below, intends to contribute to the achievement of SDGs. Box 1 maps the NCADPP strategic priorities against the SDGs.

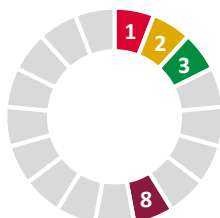
**Box 1: NCADPP Strategic Priorities and Contribution to the SDGs**

NCADPP STRATEGIC PRIORITIES	CONTRIBUTION TO THE SDGs
<p><b>1. Improving irrigation systems</b></p> 	 <p>Through the development and management of irrigation systems and networks, including on-farm water management, watersheds and rangeland, MAIL intends to directly contribute to “ensure availability and sustainable management of water and sanitation for all” (<b>SDG 6</b>). This objective intends to (i) equitably provide access to water by all, and hence contribute to a better health (<b>SDG 3</b>), (ii) more responsible consumption and production (<b>SDG 12</b>), (iii) mitigate the effect of climate change (<b>SDG 13</b>) and (iv) promote a sustainable use of terrestrial ecosystems (<b>SDG 15</b>). Moreover, without water agriculture as a viable source of food and livelihood does not seem to be feasible in Afghanistan, ensuring its availability and fostering its sustainable management is expected to contribute to reducing poverty and hunger (<b>SDG 1 and 2</b>), agricultural</p>

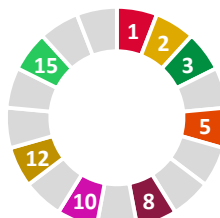
## 2. Increased wheat production



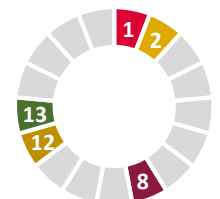
## 3. Horticulture value-chain



## 4. Livestock development



## 5. Climate-sensitive natural resource management



productivity, production, and economic growth (**SDG 8**). This objective also includes an institutional strengthening component, which shall result in the enhancement of national irrigation institution and the development of Irrigation Associations at community level, hence contributing to **SDG 16** (“promote peaceful and inclusive societies for sustainable development”).



This objective intends to enable the sustainable development of the wheat sector, as the main staple in the country, in order to achieve self-sufficiency, improve food security and better respond to threats and crises across the country. The consequent increase in productivity will contribute to poverty alleviation and hunger (**SDG 1 and 2**), provide better health (**SDG 3**) and sustainable economic growth (**SDG 8**).



This objective intends to increase high value horticulture crops and vegetables production and productivity, mainly through innovation, therefore strengthening and diversifying the farmers’ licit sources of livelihoods, and directly addressing **SDG 1 and 8**.

This objective also strive to revitalize and further develop industrial crops and medicinal plants, with a focus on investment, market development and the production of essential nutrients, hence contributing to a better nutrition and health (**SDG 2 and 3**).



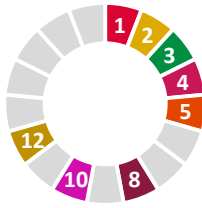
This objective focuses on (i) animal health and prevention of diseases thus contributing to a better health for both animals and humans through one-health linkages (**SDG 3**), and (ii) sustainable animal production and economic growth (**SDG 8**). By promoting a more responsible consumption, production and sustainable use of terrestrial ecosystem this priority contributes to (**SDG 12**) and (**SDG 15**), respectively. Sustainable livestock production and productivity is expected to increase the level and sources of income, reduce poverty and improve economic growth **SDG 1, 2 and 8**, respectively. Women predominantly manage livestock and investment; interventions in the sector are expected to contribute to the economic empowerment of women, higher gender equality (**SDG 5**) and reduce inequalities within the country (**SDG 10**).



In line with the COP21 framework, MAIL aims to address the adverse effects of climate change through building resilience and other mitigation measures in the agriculture sector, **SDG 13 and 12**.

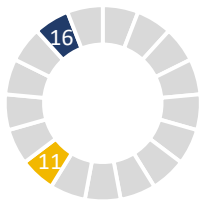
Addressing the effects of climate change will also enhance the sustainable production, productivity and resilience of the agricultural sector and hence promote improved livelihoods and nutrition (**SDG 1 and 2**) and contribute to the overall economic growth (**SDG 8**).

## 6. Food and nutrition security and resilience building



Whilst all the objectives address the availability of food and its access, this objective emphasizes on improving the utilization of nutritious food through dietary diversity and food safety, hence contributing to **SDG 2, 3 and 12**. Furthermore, this priority also intends to improve farmer skills, resulting in an improved livelihood and economic growth (**SDG 1 and 8**) better knowledge and skills (**SDG 4**). It also promotes strengthening the role of women, particularly in urban farming, thus contributing to **SDG 5 and 10**.

## 7. Institutional reform



This objective intends to rationalize and reshape the current institutional structure, provide a more farmer-focused vision, a greater level of integration among sectors and enable the achievement of the overall objectives identified in this program, hence contributing to **SDG 11 and 16**.

### 1.1.3. NATIONAL STRATEGY TO ACHIEVE THE FOOD SECURITY OBJECTIVES:

Table 1 presents the NCADPP seven priority components, key activities and the required investment costs. The estimated costs are indicative and based on a preliminary assessment of key activities in line with similar initiatives in the past. The preliminary Inter-Ministerial implementation plan for the NCADPP was developed in 2018 but has a number of missing information. MAIL has already requested its international partners, including FAO to support the development of a comprehensive results-based investment plan, monitoring framework and implementation arrangements for NCADPP. FAO has already initiated the process of supporting the development of a comprehensive investment plan with expected collaboration from other international partners. The final investment plan is expected during the second half of 2020.

**Table 1: NCADPP Priorities, components, key activities and indicative cost for 2017-2021 in Million USD**

PRIORITIES	COMPONENTS	KEY ACTIVITIES	INDICATIVE COST
<b>1. IMPROVING IRRIGATION SYSTEMS</b>			<b>391.50</b>
	<b>Irrigation Physical Works</b>		
		Improved irrigation services and land under irrigation	
	<b>Enhance Irrigated Agriculture</b>		
		Improve input support, research, transfer, and extension of irrigation technologies	
	<b>Institutional Strengthening (Public and Private Sectors)</b>		
<b>2. INCREASED WHEAT AND CEREAL PRODUCTION</b>			<b>92.00</b>
	<b>Aligning available technologies to reduce the wheat yield gap</b>		
		Dissemination of technologies to farming communities	
	<b>Standardization and expansion of the adaptive research, and basic research activities</b>		
		Develop new varieties and sustainable wheat sector development	
	<b>Storage and Strategic Grain Reserves</b>		
<b>3. HORTICULTURE VALUE CHAIN</b>			<b>288.90</b>
	<b>High Value Horticulture Crops and Vegetable</b>		
		Expansion of the Horticulture Land-base and increase Productivity per ha Develop Promising Value Chains	
	<b>Industrial Crops and Medicinal Plants</b>		
		Create an enabling environment for investment in SME and Agro-Processing	
<b>4. LIVESTOCK DEVELOPMENT</b>			<b>262.95</b>
	<b>Animal Health and Veterinary Public Health</b>		
		Enabling sustainable/cost-effective services to reach most livestock keepers through PPP Raise awareness on animal disease prevention, establish a national surveillance network Food safety regulations for imported and domestic products of animal origin	
	<b>Animal production: Management, Breeding, Nutrition and Marketing</b>		
		Strengthen animal breeding policy/research; Increase availability/quality of animal feed	
<b>5. CLIMATE SENSITIVE NATURAL RESOURCES MANAGEMENT</b>			<b>318.50</b>
	<b>Forestry: community-based Forest sustainable management</b>		
	<b>Rangeland and Medicinal Plant Management</b>		
	<b>Protected Area management</b>		
		Inculcating ownership, sustainable conservation and management Enforcement of relevant law and commitment to the relevant International Conventions	
<b>6. FOOD AND NUTRITION SECURITY AND RESILIENCE BUILDING</b>			<b>318.50</b>
	<b>Address disaster mitigation and long-term attrition of vital natural resources</b>		
		Establish a unit to contribute to the planning off, and implement the national EPRR (emergency preparedness, response and resilience) strategy	
	<b>Building institutional capacity on early warning and preparedness</b>		
		Enhance institutional capacity to protect agriculture-based livelihoods	
<b>7. INSTITUTIONAL REFORMS AND CAPACITY BUILDING</b>			<b>105.79</b>
	<b>Reform the MAIL</b>		
	<b>Develop a Farmer-focused Ministry (Provincial structures)</b>		
			<b>TOTAL 1778.14</b>

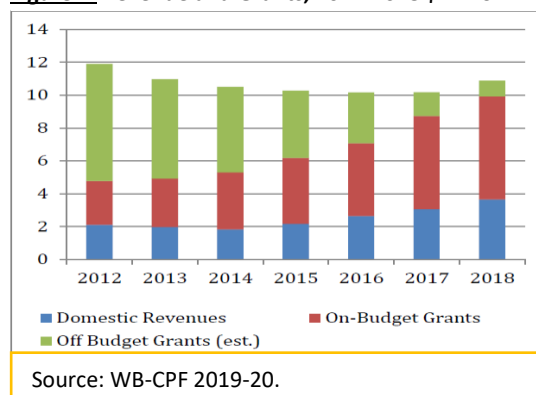


#### 1.1.4. EVIDENCE OF PAST PERFORMANCE

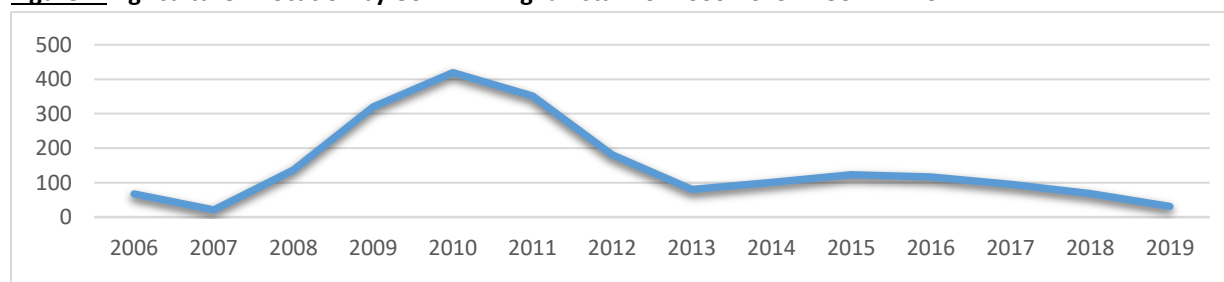
Key international partners providing almost all of the development and rehabilitation funding for Afghanistan (Figure 1) have determined that investment in agriculture is highly critical to addressing extreme poverty and food insecurity and deprivation in general. The World Bank Sector Review, 2014 suggests that agriculture has the highest potential for economic growth, job creation and productivity. Investment in agriculture is considered highly pro-poor and benefiting men and women, given the prominent involvement of the latter in the agriculture sector.

The USAID, as one of the key international partners, over the past 15 years has allocated significant funds to agriculture (about 1.9 billion from 2002-2012<sup>15</sup>) and the results of these investments are highly encouraging (Figure 2). Key outcomes from the USAID-funded projects include: (i) creation of over 650,000 full time jobs; (ii) increasing productivity in 570,000 hectares of land through improved irrigation; (iii) facilitating more than \$1 billion worth of additional revenue from increased sale of agricultural produce; (iv) supporting a large number of households to establish small and medium sized agriculture-based enterprises through credit and other critical inputs<sup>16</sup> and (v) supporting MAIL to deliver agricultural services more effectively. Currently the USAID agricultural portfolio includes support to value-chain development for high-value crops, horticulture and livestock, sustainable natural resource management, institutional development, market linkages, watershed and irrigation development among others.

**Figure 1: Revenue and Grants, 2012-2018 \$ Billion**



**Figure 2: Agriculture Allocation by USAID in Afghanistan for 2006-2019 in USD Million**



Source: <https://explorer.usaid.gov/cd/AFG>

The European Union (EU) had invested over Euro 107 million during 2014-16 in agriculture and rural development (A&RD). Over 2007-13 period the EU had invested a total of Euro 352.2 million in agriculture and rural development and Euro 47.6 million in food security.<sup>17</sup> The A&RD sector support focused on institutional reform and capacity development, policy support, animal health, irrigation and horticulture as well as river basin development among others. Support was also provided through the National Solidarity Programme (NSP) in support of rural infrastructure and targeted food security interventions, implemented by the MRRD. An independent evaluation of the EU sectoral support programme suggests

<sup>15</sup> <https://www.usaid.gov/afghanistan/fact-sheets/agriculture>

<sup>16</sup> <https://www.usaid.gov/afghanistan/agriculture>

<sup>17</sup> [https://ec.europa.eu/europeaid/sites/devco/files/mm\\_30\\_jan\\_afg\\_fr\\_vol\\_1.pdf](https://ec.europa.eu/europeaid/sites/devco/files/mm_30_jan_afg_fr_vol_1.pdf)

significant impact on the enabling environment through the reform of institutions, service delivery, water management, access to markets and services, agricultural productivity (*Independent Evaluation of the European Union's Cooperation with Afghanistan (2007-2016), June 2018*).

Banking on the experiences of other international partners, in particular FAO, the WB and ADB, IFAD has allocated some USD 131.5 million over 2012-21 for the agricultural sector. This allocation is for two key projects, namely Support to National Priority Programme (SNAPP2) and Community Livestock and Agriculture Project (CLAP). Both of these projects are ongoing and the results are highly promising and in line with other investments in the sector. These projects adopt some key lessons learned from the multi-donor **Household Food and Livelihoods Security (HFLS)** projects, implemented by MAIL with support from FAO. Increased productivity, crop diversification, improved service delivery and higher incomes to the poorest farmers are some of the preliminary results of the project.<sup>18</sup> Furthermore, under its Performance-based Allocation System, IFAD has allocated an additional USD50 million grant for the agriculture sector in Afghanistan over 2019-2021. The additional grant allocation is based on the performance of the investment in agriculture.

The HFLS projects financed by a number of international partners<sup>19</sup> and implemented by MAIL with technical support from FAO has been highly successful in targeting some of the poorest households in Rural and peri-urban areas. The HFLS has been implemented in seven provinces over the past 14 years. The approach involves building economies of scale in production, processing and marketing among the smallholder family farms, capacity development, crop and livelihood diversification and marketing support to the poorest households in the target district. The approach also focuses on establishing and building the capacities of the district extension services, association of traders and farmer common interest groups (CIGs). To ensure women participation, social inclusion and targeting the poorest, the project by design targets livelihoods that are of relevance to these disadvantaged groups. The success of the HFLS has convinced MAIL to nominate it as a national programme. MAIL and MRRD have also insisted that the design of the proposed GAFSP project should be based on the HFLS approach, reflecting the experience of the past 14 years.

The Country Partnership Framework (CPF), 2017-2020<sup>20</sup>, currently guides the World Bank's (WB) engagement in Afghanistan. The WB country review and several project completion reports as well as evaluations suggest that "agriculture [...] is potentially the most important driver of inclusive growth and job creation in the country." One of the key objectives of the CPF is "increased agricultural productivity". This includes agricultural productivity, resilience, and value chains through continued support to irrigation and community based small rural enterprises. The CPF shall also support small/family livestock production as well as support for access to improved technologies, credit and improved water management in rural areas. The WB's continued focus on the agricultural sector in particular targeting the small-holder family farms and water management have been testimony to the positive impact of such interventions in the recent past.

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<sup>18</sup> <https://www.ifad.org/en/web/operations/country/id/afghanistan>

<sup>19</sup> The donors of HFLS projects include: The Government of Luxembourg, Italian Cooperation, Swiss Development Cooperation (SDC) and Federal Government of Germany. A number of international partners have adopted variation of the approach in several projects.

<sup>20</sup> World Bank 2018, Afghanistan to 2030: Priorities for Economic Development under Fragility (in Comprehensive Agriculture Development National Priority Program, 2018).

### 1.1.5. SHARE OF NATIONAL STRATEGY FINANCED AND THE ESTIMATED FINANCING GAP:

As mentioned earlier, there is substantial room for growth in agriculture but unlocking this potential requires significant and steady public investments estimated at over \$200 million per year for, at least, the next four years<sup>21</sup> to develop the potential of the Agriculture sector to contribute to the economic growth and social improvement. The five-year budget (Table 2) shows the anticipated budget for each of the NCADPP components, the commitment by government and development partners and the remaining financing gap. Table 2 does not include estimated budget for sustainable water management in MRRD and MEW. Annex 3 lists key on-going and recently completed projects and commitments by donors.

**Table 2: Estimated NCADPP (2017-2021) budget, committed funding and financing GAP in USD Million<sup>22</sup>**

PRIORITY AREAS	Afghanistan commitment	International commitment	Total commitment	Required Budget	GAP
Irrigation	6.00	50.166	56.17	<b>391.50</b>	<b>335.33</b>
Wheat (& other Cereals)	51.68	30	81.68	<b>92.00</b>	<b>10.32</b>
Horticulture	13.00	34.5	47.50	<b>288.90</b>	<b>241.40</b>
Livestock	15.00	215.2	230.20	<b>262.95</b>	<b>32.75</b>
Natural Resources Management	60.94	56	116.94	<b>318.50</b>	<b>201.56</b>
Food & Nutrition Security	51.90	110.098	162.00	<b>318.50</b>	<b>156.50</b>
Institutional Reform	2.20	17.039	19.24	<b>105.79</b>	<b>86.55</b>
<b>TOTAL</b>	<b>200.72</b>	<b>513.00</b>	<b>713.73</b>	<b>1,778.14</b>	<b>1,064.41</b>

## 1.2. KEY ELEMENTS OF THE POLICY ENVIRONMENT

### 1.2.1. CURRENT POLICIES

Afghanistan has made significant efforts to develop key enabling environment for social and economic development as well as to improve its rural policy environment. According to the rural sector performance assessment published by IFAD<sup>23</sup>, Afghanistan has made substantial progress in all the assessed rural policy dimensions. Policy and legal framework for rural organizations and dialogue between government and rural organizations, assessed under the voice and accountability indicator, improved from 0.52 to 0.63 between 2012 and 2015/2017.<sup>24</sup> The allocation and management of public resources for rural development, assessed under the Government Effectiveness indicator, as well as the control of corruption in rural areas has progressed from respectively 0.38 to 0.55 and 0.25 to 0.45 during the aforementioned period. Afghanistan has also improved access to land and water for agriculture, assessed through the Rule of Law indicator, from 0.39 to 0.5. The enabling conditions for rural financial services development, the investment climate for rural businesses and access to agricultural input and product markets, assessed under the regulatory quality indicator, increased from 0.47 to 0.54 between 2012 and 2015/2017.

<sup>21</sup> World Bank 2018, Afghanistan to 2030: Priorities for Economic Development under Fragility (in Comprehensive Agriculture Development National Priority Program, 2018)

<sup>22</sup>For further details on individual development partners contributions, see Annex 3.

<sup>23</sup> The Worldwide Governance Indicators, developed by the World Bank, that assesses institutional quality for over 200 countries has been extended in 2006 to a sectoral assessment on rural policy environment, i.e., the Rural Sector Performance Assessment established by IFAD. 12 dimensions of the rural policy environment are assessed and data sources are rescaled to range from 0 to 1, with higher values corresponding to better outcomes. [info.worldbank.org/governance/wgi/pdf/IFD.xlsx](http://info.worldbank.org/governance/wgi/pdf/IFD.xlsx)

<sup>24</sup> Since 2015, the Rural Sector Performance Assessment is realized every three years.

Furthermore, policy and institutional efforts are emphasized in several national strategies and policies developed over the recent years. This section highlights only directly relevant policies to the NCADPP components. These are certainly not exhaustive, other relevant policies, not mentioned here are also in place to jointly or in isolation address specific aspects of food insecurity, malnutrition and hunger. Several key strategies fall under the responsibility of MAIL but implementation occur in close cooperation with other Ministries. Table 3 highlights directly relevant policies to each of the NCADPP Implementation plan key priorities.

**Table 3: Main policies in support of the Comprehensive Agriculture Development National Priority Program Implementation Plan (2018)**

<b>CADNPP KEY PRIORITY AREAS</b>	<b>CURRENT POLICIES AND STRATEGIES</b>
<b>Priority 1: Improving Irrigation Systems</b>	<p>The <b><i>Afghanistan National Peace and Development Framework</i></b> (ANPDF), 2017-21 is a key umbrella framework document with a stated objective to support social and economic wellbeing as well as promote and consolidating peace and development. Irrigation is mentioned specifically as one of the key pillars of a comprehensive agriculture development, job creation and economic growth. The Afghanistan <b><i>Water Law, April 2009</i></b>, regulates water ownership, rights, permits and utilisation. It is a key document providing legal framework for water management in the country. The Water Law stipulates responsibilities, functions and duties of institutions in water resources management and irrigation, including both governmental and community-based, such as Water User Associations and Irrigation Associations. Strategic guidance, including for irrigated agriculture is stipulated in (a) the <b><i>Strategic Policy Framework for the Water Sector (2006)</i></b>, and (b) <b><i>the Water Sector Strategy (2012)</i></b>. In addition to the NCADPP, the <b><i>National Infrastructure Plan (2017-2021)</i></b> also provides programmatic priorities in the irrigation sub-sector.</p> <p>The <b><i>National Irrigation Policy, 2017</i></b> seeks to (a) fill the policy gap, (b) facilitate and guide interventions in the irrigation sector, and (c) contribute to sustainability and a more equitable distribution of benefits across irrigation systems and across agro-environments. It further recognizes the need for close coordination among stakeholders within the irrigation sector, and the agricultural and water sectors more broadly. The policy also stipulates adaptation measures to climate change and related water management as stipulated in Afghanistan’s <b><i>Nationally Determined Contributions</i></b>. The National Irrigation Policy highlights the rehabilitation of an estimated 9,000 Karez’s as a priority and key to sustainable water management.</p>
<b>Priority 2: Enhancing Food Security &amp; Livelihoods for the Most Vulnerable</b>	<p>The <b><i>ANPDF</i></b> provides an overall framework to address poverty, social inclusion and deprivation in general. Agriculture development has been highlighted as key to this effort.</p> <p><b><i>Afghanistan Food Security and Nutrition Agenda</i></b> (AFSANA, 2013) provides a policy statement by the GoIRA, reaffirming its determination to address the multiple determinants of hunger and malnutrition in a coordinated fashion and a comprehensive framework.</p> <p><b><i>Food Security and Nutrition Strategy</i></b> (MAIL, 2015-2019) aims to ensure that no Afghan suffers from hunger and that every Afghan is well nourished at all times. It builds on the AFSANA 2013 policies and strategies and provides a comprehensive and cross-sectoral policy framework for food security and nutrition.</p> <p><b><i>National Strategy on Women in Agriculture</i></b> (2015-2020) provides a comprehensive overview of concrete activities and outcomes in the fields of institutional strengthening and capacity building at national and sub-national levels for closing the gender gap and addressing issues such as access to resources and nutrition. It underpins the need to</p>

	<p>make women’s empowerment an integral part of the Ministry’s policy analysis, design and implementation process.</p> <p><b>Zero Hunger Strategic Review</b> (2017) identifies six broad challenges that are driving food insecurity and undernutrition namely protracted conflict, climate change and natural disasters, demographic shifts, gender disparities, limited job opportunities and accountability concerns. The document identifies three real opportunities that build on existing initiatives: zero hunger must be a key priority, support the multi-stakeholder platform and focus on longer-term transition to peace and development.</p> <p><b>National Public Nutrition Strategy</b> (2015-2020) by the Ministry of Public Health (MoPH) advocates for public nutrition policies and adequate resources to support multi-sectoral interventions.</p>
<p><b>Priority 3. Accelerating Agribusiness</b></p>	<p>The <b>Afghanistan Agribusiness Charter</b> (2018-2023) is designed to facilitate and improve policy, partnerships and private sector activity in the agribusiness sub-sector, improve effectiveness and transparency in state support for the development of agribusiness, and offer a platform for improved coordination. This is consistent with the emerging consensus in Afghanistan that if agriculture is to be the main sector to stimulate economic growth then public investments should go beyond improvements in on-farm productivity to cover agribusiness and agro-industrial development, but also that private capital, including extending service delivery to producers, needs to be maximized. Against this background, the vision of the Agribusiness Charter is of a competitive agribusiness sub-sector generating sustained economic growth and diversifying employment opportunities, benefiting the Afghan population. This subsector will be made up of highly productive and profitable value chains that focus, amongst others on: effectively linking small and medium size agricultural producers to markets, income diversification and value addition processing; providing employment and entrepreneurial opportunities in both rural and urban areas.</p> <p><b>The National Export Strategy</b> (NES) was launched in 2018 and marks a milestone event for Afghanistan's economy. This strategy is the result of an extensive cooperation between the Afghan stakeholders, together with their partners from the international community, the NES shall embark Afghanistan towards a largely increased export base. This means bigger self-reliance for the country and integration of the Afghan economy with global trade. The NES identifies six priority sectors with high potential for export growth, employment generation and innovation of which three are agriculture related: dried fruits and nuts; fresh fruits and vegetables and saffron. The strategy also targets six cross-sector functions for improvement: trade facilitation; quality management; skills development; professional business and services, access to finance, and trade information and promotion. This is to ensure that all sectors, not just the six priority ones, see a boost in trade competitiveness.</p>
<p><b>Priority 4. Sustainable Management of Natural Resources</b></p>	<p>The <b>National Natural Resource Management Strategy (2017-21)</b> is a key strategic document providing policy, institutional, operational and coordination framework for natural resource management in Afghanistan. The NRM strategy and policies cover forests, rangeland and medicinal plant, protected area management, institutional and human capital development as well as institutional arrangements at central and decentralised levels for an effective NRM. The NRM strategy highlights key initiatives, modalities for implementation and monitoring over the specified period. Key policies and regulatory frameworks related to NRM include:</p> <p><b>The Environment Law (2007):</b> A detailed legal framework for the protection and sustainable management of the environment and natural resources.</p> <p><b>Forest Law (2013):</b> Sustainable forest management, community based forest management and biodiversity, ecosystem protection and promotion as well as key actors and principles underpin this law.</p>

	<p><b>Forest and Rangeland Policy and Strategy (2000):</b> Key policy issues related to sustainable forest and rangeland management as well as promoting biodiversity are the focus of this policy.</p> <p><b>National Forest Management Plan (2012):</b> aims to promote sustainable forest management, creation of community-based forest management and user groups as well as environmental protection.</p> <p><b>Rangeland Law (2007):</b> this is an amendment to the existing law and aims to enhance the efficacy and relevance of the law to current and emerging issues facing rangelands in Afghanistan.</p> <p><b>Rangeland Management Plan (2012):</b> provides a detailed roadmap to rangeland management, rehabilitation, protection and user rights and obligations.</p> <p>Wildlife conservation and hunting law and regulation: aims to regulate hunting and conservation of wild life in the country a key enabling environment for conservation efforts.</p> <p>Water Hygiene and Sanitation Policy (2010): commits the GoIRA to improve water quality and access to safe drinking and improved sanitation.</p> <p>The <b>National Environment Strategy (2005):</b> aims to (i) ensure a clean and healthy environment; (ii) attain sustainable economic and social development while protecting the natural resource base and the environment of the country; and (iii) ensure effective management of the country’s environment through participation of all stakeholders. The strategy elaborates priority programs areas for environmental management based on thematic strategies including: restoration and sustainable use of rangelands and forests, conservation of biodiversity, accession to/ signing and enforcement of MEAs, preservation of natural and cultural heritage sites, encouragement to community based natural resource management, prevention and abatement of pollution, urban environmental management; environmental education and awareness.</p>
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These policy, institutional and regulatory environments and frameworks, have enabled national institutions like MAIL and MRRD to effectively implementing highly complex projects over the past few years. The number of projects implemented by the two ministries, MAIL and MRRD, are testimony to their acquired capacities and the enabling environment.

1.2.2. PENDING POLICIES

The GoIRA has made significant strides in creating an enabling environment for public, private and non-governmental organisations as well as private individuals to pursue their interests within a transparent and accountable framework. The achievements with regard to the development of a large number of policies, strategies, legislations and institutional innovations despite a long and ongoing civil strife is a formidable achievement. The GoIRA has not only filled most of the policy and legislative gaps but has continuously strived to update ineffective and dated policies, strategies and legislations. MAIL with support from FAO is in the process of conducting a critical review of the policy environment related to food and agriculture sector including natural resource management (water, forests, pastures and wild animals), crop production and protection, livestock production and animal health, irrigation and related areas. The purpose of this analysis is to identify policy gaps and ineffective policies. A full picture of the policy gap analysis shall be provided following the conclusion of this exercise. Table 4 presents a list of draft agriculture policies for ratification and implementation by the MAIL management. Some of these policies are to replace existing and ineffective ones and some are new.

**Table 4: Selected Draft Agriculture Policies in the Process of Revision and Ratification**

No.	Policy Title and Key Objectives	Draft Date
1.	Revised MAIL Gender Policy: <i>This policy would replace an existing gender policy and expected to address gender issues in agriculture value chain, natural resource management and marketing among others.</i>	2018
2.	Public Private Partnership Policy in Food and Agriculture: <i>Defines the principles, rules, regulations and processes for PPP in food and agriculture.</i>	2016
3.	Agriculture Mechanisation Policy: <i>Defines MAIL's policy and trajectory to improve agriculture mechanisation in Afghanistan. This shall replace the existing policy.</i>	2015
4.	National Drought Management Policy: <i>This policy has recently (July 2019) been revised with technical support from FAO and is in the process of being ratified.</i>	2012 (2019)
5.	National Soybean production, processing and marketing policy: <i>The key purpose of this policy is to promote the cultivation and use of soybean in Afghanistan. A revised version of the policy is under development (2019)</i>	2014 (2019)
6.	National Wheat Policy: <i>Wheat is a key staple in the country and the most important crops and the national policy aims to improve its productivity, quality and processing.</i>	2015
7.	National Saffron Policy: <i>The key purpose is to promote the saffron production and marketing in the country as a strategic crop.</i>	2014
8.	National Silkworm and Silk production policy	2015
9.	National Aquaculture Policy	2015
10.	National Animal Feed Policy	2016
11.	National Apiculture Policy	2015
12.	Livestock genetics policy	2016
13.	National Cotton Production and Processing Policy	2017
14.	National Rice Policy	2018

### 1.3. GOVERNMENT COMMITMENT TO AGRICULTURE AND FOOD AND NUTRITION SECURITY

#### 1.3.1. SECURED PUBLIC FINANCIAL COMMITMENTS TO THE AGRICULTURE SECTOR AND FOOD SECURITY GOALS

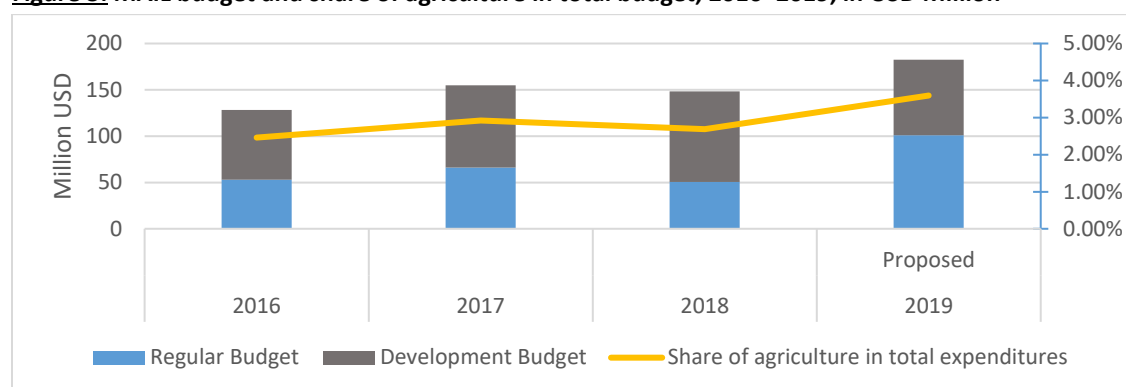
Public expenditure allocated for the agriculture sector and food security has substantially increased in recent years, albeit remaining low given Afghanistan's high dependency on international aid. Afghanistan remains one of the major beneficiaries of international aid. According to an OECD report (2019), Afghanistan received around USD 4.8 billion official development assistance (ODA) in 2017.<sup>25</sup> Despite this high dependency on international donors, the 2019 National Budget dedicates almost Afghani (AFN) 68 billion—17% of the total budget—for the economic affairs sector, of which 3.9% is allocated for the agriculture, forestry, fishing and hunting sectors.<sup>26</sup> Although the integration of development policies delineated in the ANPDF is still limited in the national budget 1396/2017 and 1397/2018 due to fiscal space constraints<sup>27</sup>, the budget of MAIL already reflects the government's increased commitment to agriculture. Estimates show slight budget increase from 2.5% to 2.7% between 2016 and 2018; notably, the proposed budget for 2019 suggests an increase of 46% in the government spending in the agriculture sector, estimated at USD 182 million or 3.6% of the total public expenditure.

<sup>25</sup> <https://www.oecd.org/dac/financing-sustainable-development/development-finance-data/Asia-Development-Aid-at-a-Glance-2019.pdf>

<sup>26</sup> [https://www.budgetmof.gov.af/images/stories/DGB/BPRD/National%20Budget/Fiscal\\_Year\\_1398/1398%20Citizen%20Budget%20\(English%20Version\).pdf](https://www.budgetmof.gov.af/images/stories/DGB/BPRD/National%20Budget/Fiscal_Year_1398/1398%20Citizen%20Budget%20(English%20Version).pdf)

<sup>27</sup> [https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-afghanistan-part2-annex1-c\\_2018\\_5873\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-afghanistan-part2-annex1-c_2018_5873_en.pdf)

**Figure 3: MAIL budget and share of agriculture in total budget, 2016–2019, in USD Million<sup>28</sup>**



Afghanistan has also shown strong commitment to address food and nutrition security. In October 2017, the GoIRA launched the Afghanistan Food Security and Nutrition Agenda (AFSeN) in coordination with UN agencies - FAO, UNICEF and WFP - and joined the Scaling Up Nutrition movement. Moreover, the Food Security and Nutrition Steering Committee<sup>29</sup>, established to coordinate and implement AFSeN, has been placed at the highest political level—in the office of the chief executive officer (CEO).

Besides political commitment on food and nutrition security, the GoIRA has demonstrated increasing financial commitment, albeit low due mainly to existential security concerns. Government expenditures on food security and nutrition has increased three-fold between 2016 and 2018, amounting to almost USD 23 million in 2018. Meanwhile, UN agency resources allocated for food security, nutrition and livelihoods in Afghanistan for 2018 amount to USD 131 million.<sup>30</sup> Furthermore, USD 717.8 million has been allotted under the WFP strategic plan for Afghanistan during 2018-2022 to help implement the AFSeN and Scaling Up Nutrition governmental agenda.<sup>31</sup> Afghanistan also received support from other international donors. USAID’s Office of Food for Peace also allocated USD 73.9 million in 2018 to support WFP and UNICEF provide emergency food and nutrition assistance in Afghanistan.<sup>32</sup>

Afghanistan has been making progress in its commitment to reduce hunger and undernutrition, according to research published by the Institute of Development Studies (IDS, 2014<sup>33</sup>). The Hunger and Nutrition Commitment Index (HANCI) indicates that Afghanistan has been making significant efforts to tackle hunger and malnutrition. The HANCI identified some of Afghanistan’s strong performance areas, which include: (i) setting up national policies that identify time-bound nutrition targets; (ii) establishing multi-stakeholder policy coordination mechanisms; (iii) conducting regular nutrition surveys at a national level; (iv) enshrining the International Code of Marketing of Breastmilk Substitutes into domestic law; (v), promoting complementary feeding practices; and (vi) ensuring two high doses of vitamin-A supplementation for 98% of children in 2015. Nevertheless, the country still ranks low (i.e., 42th out of 45) in the overall HANCI<sup>34</sup> as the overall public spending and nutrition remains low.

<sup>28</sup> Estimation based on the AFN UN official currency exchange rate on the 1<sup>st</sup> January of the year mentioned.

<sup>29</sup> <http://old.mrrd.gov.af/en/news/afghanistan-food-security-and-nutrition-national-afsen-agenda>

<sup>30</sup> <https://www.af.one.un.org/wp-content/uploads/2018/05/4.-One-UN-for-Afghanistan-03042018.pdf>

<sup>31</sup> <https://docs.wfp.org/api/documents/WFP-0000070480/download/>

<sup>32</sup> [https://www.usaid.gov/sites/default/files/documents/1866/FFP\\_Afghanistan\\_Fact\\_Sheet.pdf](https://www.usaid.gov/sites/default/files/documents/1866/FFP_Afghanistan_Fact_Sheet.pdf)

<sup>33</sup> <https://opendocs.ids.ac.uk/opendocs/bitstream/handle/123456789/4090/ER78HANCI.pdf?sequence=5>

<sup>34</sup> <http://www.hancindex.org/>



### 1.3.2. POVERTY RATES AND AGRICULTURAL SPENDING DECISIONS WITHIN THE COUNTRY

According to the latest Afghanistan Living Conditions Survey (ALCS) 54.5% of Afghans lived below the national poverty line in 2016–2017.<sup>36</sup> Most of the population (71.2%) live in rural areas where poverty is estimated at 58.6%. Afghanistan’s overall economic environment in 2016-17 worsened due mainly to a severe drought followed by heavy floods and a surge in armed violence, leading to an increase in poverty rate in every region<sup>37</sup> as detailed in Table 5.

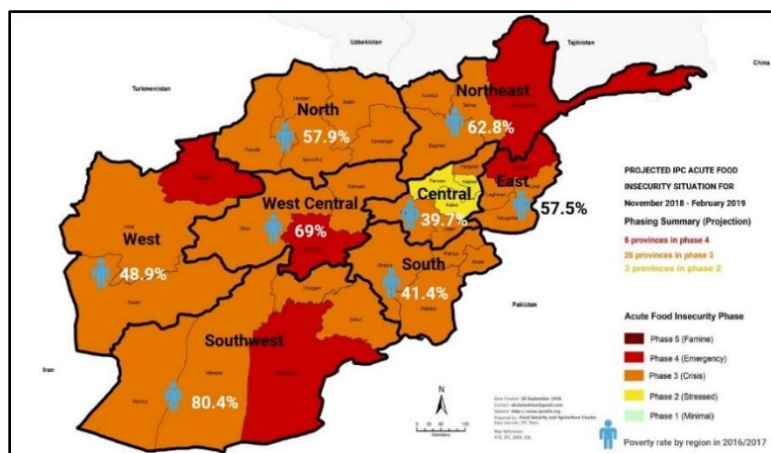
**Table 5: Poverty rates by region and year, % of population**

Poverty rate by region	2007–2008	2011–2012	2013–2014	2016–2017
Central	26.4	22.8	29.6	39.7
East	43.6	40.2	47	57.5
North	37	34	35.2	57.9
Northeast	36.3	41.6	49.8	62.8
South	43.9	43.1	35.9	41.4
Southwest	22.4	66.6	56	80.4
West	29.4	33.1	35.2	48.9
West Central	43.1	53.1	38.9	69
<b>Afghanistan</b>	<b>33.7</b>	<b>38.3</b>	<b>39.1</b>	<b>54.5</b>

Source: Afghanistan Living Condition Survey<sup>35</sup>

Some regions recorded very high poverty rates in 2016–2017; five out of eight regions<sup>38</sup> have poverty rates above the national average. The Southwest region has 80.4%, the West Central region 69%, the Northeast region 62.8%, and the East region 57.5%. Of these five regions, four are among the most food insecure in the country according to the latest Integrated Food Security Phase Classification (IPC) food insecurity analysis for Afghanistan.<sup>39</sup>

**Figure 4: Prevalence of food insecurity and poverty by region**



Source: Afghanistan IPC ACUTE FOOD INSECURITY ANALYSIS AUGUST – FEBRUARY 2019 and ALCS 2016/2017

<sup>35</sup> Data based on the Afghanistan Living Conditions Survey 2016-17 and World Bank 2016 Afghanistan Provincial Briefs.

<sup>36</sup> Central Statistics Organization (2018), Afghanistan Living Conditions Survey 2016-17. Kabul, CSO.

<sup>37</sup> Central Statistics Organization (2018), Afghanistan Living Conditions Survey 2016-17. Kabul, CSO.

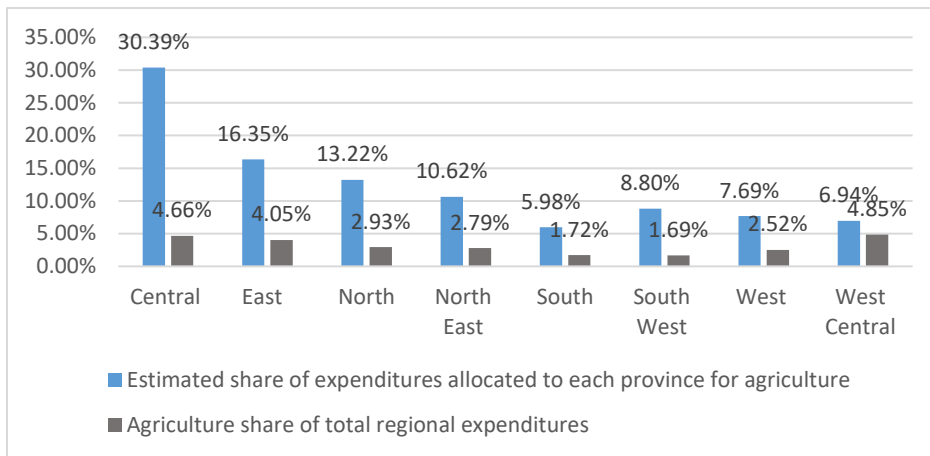
<sup>38</sup> World Bank groups the 34 provinces into the following eight geographical regions:

1. Central: Kabul, Kapisa, Parwan, Wardak, Logar, Panjsher;
2. South: Ghazni, Paktika, Paktya, Khost;
3. East: Nangarhar, Kunarha, Laghman, Nooristan;
4. Northeast: Badakhshan, Takhar, Baghlan, Kunduz;
5. North: Samangan, Balkh, Jawzjan, Sar-e-Pul, Faryab;
6. West: Badghis, Herat, Farah;
7. Southwest: Nimroz, Helmand, Kandahar, Zabul, Urozgan;
8. West Central: Ghor, Bamyán, Daykundi.

<sup>39</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/IPC\\_Afghanistan\\_AcuteFI\\_Preliminary\\_Oct\\_2018.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/IPC_Afghanistan_AcuteFI_Preliminary_Oct_2018.pdf)

Although the government has committed itself to increasing agricultural production and productivity at a national level, there is little reliable data available at the provincial or regional levels that correlate poverty rates to public spending on agriculture. Nonetheless, without making any correlation with regional poverty rate, it is possible to make a rough estimate of how public spending on agriculture is shared between and within regions based on the 2018 National Budget consolidated by provinces.<sup>40</sup> Figure 5 presents an estimate of how overall regional public expenditure on agriculture are shared among regions. The Central region has the highest share of agricultural expenditures at 30.4% of the overall agriculture budget, representing 4.66% of the region's total expenditure. The South and Southwest regions—the latter is also the region with the highest poverty rate—have the lowest share of agricultural expenditures among regions in 2018. This is due mainly to inaccessibility

**Figure 5: Share of agricultural expenditure by region, 2018, based on MoF data**



Overall, the share of agriculture within the expenditures of each region remains low and may be a contributing factor to the prevalence of poverty. Given the security and existential threats, expenditure on security remains high. The GoIRA has taken note of the disparities and the latest mid-year budget reallocation (August 2019) to a certain extent addresses the issue. However, most of the rehabilitation and development budget is sourced from international partners and security plays a key role in selecting project areas. Unfortunately, poverty and insecurity go hand in hand, which also determines the ability to work in less secure districts.

### 1.3.3. SUMMARY OF AGRICULTURE SECTOR AND FOOD SECURITY PUBLIC EXPENDITURES

Table 6 presents a five-year trend (2014–2018) of public spending on agriculture by sub-sector.<sup>41</sup> The budget of the Ministry of Agriculture is divided into four components: (i) natural resource management, (ii) agriculture production and productivity, (iii) economic regeneration, and (iv) change management. Overall, the share of agriculture in the total public expenditures has increased over the past years, from 2% in 2014 to almost 3% in 2018.

<sup>40</sup>[https://www.budgetmof.gov.af/images/stories/DGB/BPRD/National%20Budget/1397\\_Budget/1397%20Books/English/Book2/PDF/2017%20oIRA%20Budget%20Prov%20Consolidated%20Budget%20Books%2020180130%20Trilingual.pdf](https://www.budgetmof.gov.af/images/stories/DGB/BPRD/National%20Budget/1397_Budget/1397%20Books/English/Book2/PDF/2017%20oIRA%20Budget%20Prov%20Consolidated%20Budget%20Books%2020180130%20Trilingual.pdf)

<sup>41</sup> [http://www.budgetmof.gov.af/images/stories/DGB/BPRD/National%20Budget/1397\\_Budget/1397%20Books/English/Book2/PDF/2017%20oIRA%20Budget%20Prov%20Consolidated%20Budget%20Books%2020180130%20Trilingual.pdf](http://www.budgetmof.gov.af/images/stories/DGB/BPRD/National%20Budget/1397_Budget/1397%20Books/English/Book2/PDF/2017%20oIRA%20Budget%20Prov%20Consolidated%20Budget%20Books%2020180130%20Trilingual.pdf)

**Table 6: MAIL expenditures and share in total governmental expenditures in 2014–2018, in USD Million<sup>42</sup>**

YEAR	TYPE OF EXPENDITURE	TOTAL	MAIL	NATURAL RESOURCE MANAGEMENT	AGRICULTURE PRODUCTION AND PRODUCTIVITY	ECONOMIC REGENERATION	CHANGE MANAGEMENT	SHARE OF AGRICULTURE IN TOTAL EXPENDITURE
1393/ 2014 <sup>43</sup>	Original Budget	7 635,98	<b>149,44</b>	35,56	52,25	51,82	9,81	<b>1,96%</b>
	Effective Budget	6 777,49	<b>143,49</b>	26,26	43,59	63,47	10,17	<b>2,12%</b>
	Expenditure	5 365,17	<b>117,31</b>	19,67	35,07	52,76	9,81	<b>2,19%</b>
1394/ 2015	Original Budget	7 522,82	<b>157,69</b>	27,06	55,70	68,34	6,59	<b>2,10%</b>
	Budget	6 598,52	<b>124,67</b>	17,59	48,50	51,75	6,83	<b>1,89%</b>
	Expenditure	5 486,33	<b>117,63</b>	15,07	45,41	50,40	6,75	<b>2,14%</b>
1395/ 2016	Original Budget	6 570,51	<b>145,27</b>	37,69	56,46	43,80	7,33	<b>2,21%</b>
	Budget	6 253,47	<b>135,70</b>	29,41	63,19	35,30	7,80	<b>2,17%</b>
	Expenditure	5 212,46	<b>125,59</b>	27,61	59,58	30,69	7,71	<b>2,41%</b>
1396/ 2017	Original Budget	6 433,16	<b>141,79</b>	22,94	57,53	53,16	8,16	<b>2,20%</b>
	Budget	5 408,99	<b>205,86</b>	42,10	66,36	79,75	17,65	<b>3,81%</b>
	Expenditure	5 298,77	<b>158,57</b>	32,63	61,22	50,17	14,56	<b>2,99%</b>
1397/ 2018	Original Budget	5 508,84	<b>157,94</b>	36,17	78,05	36,83	6,90	<b>2,87%</b>

Source: Ministry of Finance, GoIRA.

#### 1.4. PROCESS BY WHICH THE STRATEGY AND INVESTMENT PLANS WERE DEVELOPED

The NCADPP as a key strategic and medium term plan of MAIL was developed over a 14-month period through a consultative process. A series of workshops were organised with all 34 Provincial Departments of Agriculture, Irrigation and Livestock (PAIL) to ensure that provincial priorities and needs are reflected in the document. A series of workshops were held with each of the technical departments in MAIL individually, which was followed by a series of joint workshops involving key technical staff from each department. A number of consultations were held with international partners such as FAO, ADB, the WB, IFAD, DFID, USAID and others to ensure international best practice and past experiences are reflected in the strategic document.

The formulation team consisted of national and international experts with significant experience in agriculture and rural development in Afghanistan and the region. Technical support was also provided by FAO, GIZ, the WB and a number of other international partners. In addition to consultations within the MAIL central and decentralised structures, the formulation team also consulted with other national institutions such as MRRD, the Ministry of Energy and Water (MEW), the National Environmental Protection Agency (NEPA), Ministry of Economy, the Ministry of Commerce and others.

The initial draft of the NCADPP was presented and discussed among key MAIL staff at central and provincial levels as well as other national and international partners. Additional views and comments were solicited and subsequently reflected in the final document. The CNADPP was approved by the Council of Ministers as a key contributor to the Afghanistan National Peace and Development Framework (ANPDF).

A tentative investment plan has been developed to estimate costs of the proposed actions, which is the basis for national budget and international support to the food and agriculture sector. However, the

<sup>42</sup> Estimation based on the AFN UN official currency exchange rate on the 1<sup>st</sup> January of the year mentioned.

<sup>43</sup> Afghan year and its corresponding Gregorian year.

current investment plan is deficient in a number of key aspects. The cost estimates include significant contingencies with lack of area-specific details. Results-based investment planning and budgeting have not been considered and as a result, some costs may not be fully in line with expected outcomes and outputs. No monitoring framework has been developed for the investment plan, which makes it difficult not only to track progress but also to monitor whether the planned activities effectively lead to expected results.

MAIL has requested its international partners, in particular FAO, IFAD and the WB to support the development of an appropriate investment plan for NCADPP. The request suggests the development of a results-based budget, monitoring framework and detailed implementation plan. The latter would also include assessment of the required capacities and institutional arrangements to implement and adapt NCADPP to emerging needs and priorities. FAO in consultation with other international partners is in the process of developing the requested investment plan, which is expected to require another eight to nine months. The proposed timeframe considers consultations at provincial and central levels, not only with MAIL staff but also farmers, farmer organisations and civil society organisations as well as international partners.

## 1.5 IMPLEMENTATION ARRANGEMENTS AND CAPACITY TO IMPLEMENT

### 1.5.1. INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTATION OF THE AGRICULTURE AND FOOD SECURITY INVESTMENT PLAN

The GoIRA with support from its international partners developed and adopted the Afghanistan Food Security and Nutrition Agenda (AFSeN)<sup>44</sup>, a Policy and Strategic Framework in 2013. AFSEN is a comprehensive strategic policy and coordination framework that commits the GoIRA to address food insecurity, hunger and malnutrition in a coordinated fashion. Recognizing that food insecurity, malnutrition and hunger are multi-dimensional, requiring multi-agency engagement, coordination and to the extent feasible synchronization of related initiatives among relevant institutions. In this regard a High Level Food and Nutrition Security Steering committee (FNSSC) supported by the Food and Nutrition Security Secretariat has been established under the chairmanship of the Chief Executive Officer (CEO).<sup>45</sup> The FNSSC is mandated to coordinate and supervise the implementation of food and nutrition security initiatives and programs implemented by several ministries, other government and non-governmental agencies as well as international partners.

At the central level key members of the FNSSC include MAIL, MRRD, the Ministry of Public Health (MoPH), Ministry of Economy, Ministry of Education, Ministry of Martyrs Disabled and Widows, Kabul Municipality and others. At the provincial level the FNSSC coordination is organized among all governmental and non-governmental organizations through the Provincial Development Committee (PDC). At the district level, which is the lowest public institution denomination, coordination of all actors is through the District Development Committee (DDC) and Community Development Council (CDC). Whereas the coordination, supervision and overall monitoring of food security and nutrition initiatives are conducted by the FNSSC structure, thus described, implementation of specific programs and projects are the responsibilities of line

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<sup>44</sup> Initially the strategic document was referred to as AFSANA, which was later changed to AFSeN to avoid misnomer in local language.

<sup>45</sup> Initially the Second Vice President was nominated to chair of the FNSSC but later the CEO was deemed a more appropriate level.

ministries. In addition to health issues related to food security, MAIL and MRRD are key institutions involved in the design and implementation of food security strategies, programs and plans. These two ministries are directly relevant to the current proposal as implementation entities.

MAIL's mandate and vision include, support to food security and nutrition, sustainable natural resource management (water, forests, pastures, mountains, flora and fauna and ecosystems in general), sustainable crop production, animal husbandry, on-farm water management and agriculture value chains among others. MAIL is responsible for the development of all relevant strategies, policies and programmes related to the areas of its mandate. Since agriculture is the mainstay of the economy and the main source of foreign exchange earnings, MAIL is one of the most important institutions in the country with significant human resources and operational capacity throughout the country.

The MRRD, another key partner in the implementation of the proposed GAFSP project, has been highly effective in the design and implementation of rural rehabilitation and development projects over the past 17 years. The MRRD's objectives include poverty eradication through the provision of basic services, promoting sustainable economy and building the capacities of community and public institutions in rural areas. On average the MRRD designs, plans and implements USD 256 million worth of projects per year throughout the country. Key areas of work include rural infrastructure such as feeder roads, water management for both irrigation and drinking water, sanitation, empowerment of women, local governance, disaster prevention and response and effective service delivery at community level. One of the most prominent achievements of the MRRD is the establishment and further development of the CDCs as an active partner in the design, implementation and monitoring of emergency, rehabilitation and development initiatives among the communities. The CDCs have truly transformed how the public sector and its partners engage with communities and how the latter are considered as active partners in development. The MRRD is also responsible for the establishment and further development of PDC and DDC, both highly effective coordination frameworks at decentralised levels.

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#### 1.5.2. HUMAN RESOURCES IN PLACE TO IMPLEMENT THE AGRICULTURE AND FOOD SECURITY INVESTMENT PLAN

MAIL employs 8,384 full time staff and a large number of short-term highly skilled consultants from universities and the private sector. More than 5,100 MAIL staff are at the professional category with at least a university degree in their areas of expertise. Some 1,929 staff are employed at the central level in Kabul and the remaining 6,455 are in the provinces. MAIL has one of the largest staff at the district and provincial levels. Every district has at least 8-10 professional staff, mostly extension workers in fields related to the organization's mandate. In addition to its own staff, MAIL regularly recruits specific subject-matter specialists on contractual basis from the private sector, NGOs and various universities in the country under a memorandum of understanding (MOU) with key universities.

On average, MAIL manages roughly USD 80 million per year in extra budgetary development and emergency projects financed by international partners through bilateral and multilateral arrangements using the on-budget implementation modality. All of these projects related to food security and sustainable natural resource management as well as institutional capacity development and reform. Over the recent past, MAIL has increasingly taken lead in the planning and implementation of internationally

financed projects and programs with significant success. The NCADPP is the key document defining MAIL's medium-term plan and trajectory to achieve its stated goals of food security, sustainable natural resource management and institution building.

MRRD employs 5,306 personnel with bachelors as the minimum qualification while a large number of staff have acquired higher education levels, MSc and PhD. Over 1,600 employees work in Kabul, the Ministry Headquarters and the remaining 3,706 are employed in all 34 provinces. The MRRD's outreach at the community level is supported through the highly active network of CDCs. In addition to its regular staff resources, the MRRD relies on the private sector and universities to provide specific technical expertise as and when required. MRRD's activities and strategic directions are guided by the medium term '**Strategic Plan, 2017-2021**', which as the NCADPP for MAIL is in direct support of the **Afghanistan National Peace and Development Framework (ANPDF), 2017-21**.

Cognisant of the public sector capacities in project planning, implementation, monitoring and financial management, the international partners have increasingly channelled support through government institutions. Figure 1 presents a steady increase in government-managed funds (on-budget) from just over 2% in 2012 to over 88.5% in 2018. This is a clear manifestation and confidence in GoIRA's ability to manage large sums of budget from its international partners meeting some of the highest fiduciary and efficacy criteria.

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### 1.5.3. THE ROLES OF CENTRAL AND LOCAL GOVERNMENTS, PRODUCER ORGANIZATIONS AND OTHER PRIVATE SECTOR ACTORS

At the central, provincial and district levels the FNSSC is responsible for food security and nutrition coordination, macro level monitoring and supervision. Issues related to food and nutrition security enjoy the highest level of support in the country. A detailed plan has been drafted to further improve the capacity and outreach of FNSSC. This is expected to make the FNSSC more assertive in providing the necessary enabling environment for the design, planning, implementation and coordination of food and nutrition security initiatives by all stakeholders.

The line ministries are responsible for the formulation, planning and implementation of food and nutrition security programs and projects at all levels. Both the MRRD and MAIL have accumulated significant experiences and expertise to plan and implement such initiatives with adequate presence at central and decentralized levels. MAIL, in particular, has significant human resources at district level and is able to successfully plan and implement any related project and program. The PDC is a key coordination mechanism at provincial level under the chairmanship of the governor to facilitate effective planning, coordination and implementation. MRRD has established significant technical capacity at the province level and has been highly successful in effectively implementing a large number of projects. Non-Governmental Organizations (NGOs) and other partners are also members of the PDC. The private sector is usually invited to specific PDC meetings and discussions to ensure their views and participation are reflected in key decisions in the province.

CDCs at the community level have proved highly successful in mobilizing community resources, participating in planning, implementation and monitoring of almost all projects in rural areas. The CDCs are recognized entities by the state and have become key entry points and an address for interventions in rural areas. MAIL is in the process of establishing Farmer Learning and Resource Centres (FLRC), as part of the extension strategy, where farmers and other livelihood groups are invited for training, technology demonstration and information sharing. Specific days of the week are dedicated to women to ensure their access and participation. The FLRC is a key part of the district resources in support of food and nutrition security initiatives. Following from HFLS project experiences in several provinces, MAIL is in the process of organizing smallholder farmers and related-livelihoods into common interest groups (CIGs) with a view to establish farmer organizations, improve economies of scale in production, processing and marketing. At the community level the CIGs have proved highly effective and will be an integral part of the implementation process under this project.

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#### 1.5.4. IMPLEMENTATION PERFORMANCE OF MAJOR AGRICULTURE AND FOOD SECURITY PROGRAMS/PROJECTS OVER THE PAST FIVE YEARS

Many agriculture related projects have been implemented in Afghanistan during the last five years. The top four donors are the USA, Japan, EU and Germany. A succinct description of the implementation performance of a few selected agriculture and food security projects are provided below.

The **Community Livestock and Agriculture Project (CLAP)** is a key project funded by IFAD with total costs of USD 92.94 million, which was launched in April 2013. IFAD approved additional financing of SDR 17.7 Million in December 2017. The project completion and closing date is 31 December 2022. The lead programme agency is MAIL. The programme development objective is to improve the food security of about 223,000 rural poor households in the Project Area by increasing agriculture and livestock productivity and reducing gender disparities. A recent evaluation suggests that in terms of output, outcomes and impact, CLAP interventions, both at community and household levels, have resulted in substantial improvements in household incomes, economic and social empowerment as well as women empowerment<sup>46</sup>. The CLAP has adopted some key elements of the HFLS approach.

Some key outcomes/results<sup>47</sup> (reported in 2018) include:

- On the 131 schemes under works, 43% of the irrigation schemes have been completed or handed over to community organisations. The total command area of the 131 irrigation schemes under works represents 37,993 ha corresponding to 73% of the overall CLAP revised target on irrigation.
- On Dairy Development, the annual outcome survey (2018) of CLAP and FAO reports confirm that the milk yield has been increased from 3.5-liters/ cow (baseline) to 10.88 litres/cow.
- The project has made notable strides in gender mainstreaming. The project beneficiaries included 49% women and 8% women-headed households. The poultry component has specifically targeted women and supported some 13,332 households. For the first time, many female participants had economic opportunities and had a social voice through the Village Poultry Producer Groups (VPPG). The project established 267 Village Poultry Producer Groups (VPPG) to act as a bridge

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<sup>46</sup> <https://operations.ifad.org/documents/654016/0272e1fa-39b4-45b3-8acb-96d2af5a1398>

<sup>47</sup> <https://operations.ifad.org/documents/654016/0272e1fa-39b4-45b3-8acb-96d2af5a1398>

between beneficiaries and service providers. In addition, some 2,849 women farmers under dairy development received milk hygiene kits and were trained accordingly.

- 42 new Para vets have been trained and an additional 16 Para vets are undergoing training or identified for training. In addition, 78 existing Veterinary field units have been contracted to provide veterinary services. Through these interventions reduction in mortality rates has been reported to fall from 15% to 6.2%, which implies that almost 211,610 ruminants have been saved.

The **Support to National Priority Programme Phase 2 (SNAPP2)** is also an IFAD's funded programme with a total cost of USD 54.79 which became effective in December 2015 to be completed by December 2021. The lead executing agency is MAIL The project goal is "to contribute to improving the food security and economic status of poor rural households in Afghanistan". An evaluation in 2018 suggests that although it is too early to identify the scaling up areas the project is considered by the Government as a model for national level scaling up, while other partners consider funding the NPP2. Through its investment tools and forward-looking policy support, the project has a potential to create pathways, drivers and spaces for scaling up<sup>48</sup>. The SNAPP2 has adopted the HFLS approach and is considered key to its success.

Some key outcomes/results<sup>49</sup> (reported in 2018) include:

- Institutional development. The project has strengthened the extension directorate of MAIL through recruitment of women extension staff (12). Training has been completed for 168 staff based on a training need assessment in the framework of 27 different topics. To strengthen district-level extension services, 6 Farmer Learning and Resource Centres (FLRCs) have been established from where training to farmers and provision of input is carried out by the Project. A total of 7,272 (out of a total target of 17,410 farmers) have been trained using training modules across all the targeted provinces. Within this sub-component 185 Farmer Field Schools (FFS) have been formed and training has been provided to 4,513 farmers mostly covering cereal crops. The same number of farmers have also been provided with inputs (certified seed and fertilizers). A total of 1,066 members of groups have been provided support in the form of toolkits for horticulture. In addition, 18 fruit nurseries have also been established to support high value orchard farms.
- Agribusiness supply chain (contract farming). A total of 1,411 (484 in Balkh, 717 in Nangarhar and 210 in Herat) of formal contract farming agreements have been signed among 11 different processing and exporting companies, local traders and farmers cultivating paddy, cotton, maize, milk and vegetables mainly smallholder producers.
- 58 irrigation schemes are in different stages of implementation, completion or completed against the appraisal target of 73 schemes. Out of 58 schemes, 12 schemes have been completed, 35 schemes are ongoing, and 11 are under procurement. These 58 schemes are projected to cover 18,942 Ha against the appraisal target of 10,875 Ha.
- The project has provided training and necessary animal feed, toolkits and poultry packages to some 5,440 beneficiaries.

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<sup>48</sup> <https://operations.ifad.org/documents/654016/19d6d2d6-bfd4-4c9f-85b6-9a4615620a63>

<sup>49</sup> <https://operations.ifad.org/documents/654016/19d6d2d6-bfd4-4c9f-85b6-9a4615620a63>



The **Afghanistan Agricultural Inputs Project** (AAIP, 2013) main objective is to strengthen institutional capacity for safety and reliability of agricultural inputs and sustainable production of certified wheat seed. The AAIP is implemented by MAIL with funding support from the Afghanistan Reconstruction Trust Fund (ARTF/WB). The USD 74.73 million grant helps to finance the costs associated with improving the wheat seed value chain; preventing marketing of banned, hazardous, sub-standard, and unreliable pesticides and fertilizers, lowering the risk of introduction and spread of quarantine pests into the country, and improving the reliability of sanitary and phyto-sanitary certification systems for export commodities; and improving farmers' access to agricultural inputs of reliable quality. AAIP has been successfully executing its plan with satisfactory result from both MAIL and the World Bank. One successful component of the project has been the strengthening of research and seed production activities. Research stations (like Sheshem Bagh) have been improving their production of sustainable and quality seeds and have been releasing new high-yielding wheat varieties resistant to drought and disease. Since the inception of AAIP in 2013<sup>50</sup>, production has increased significantly. For instance, yields of breeder wheat seeds was two to three tons each year, but in 2017 yields have increased to five tons per hectare.

Some key outcomes/results (reported in 2018) include:

- The project has established a complex of 13 laboratories as to diagnose diseases and to prevent the use of poor-quality pesticides and fertilizers. The project has also initiated to establish Quarantine Network system throughout the country particularly in border-crossing regions plus Hamid Karzai International Airport, Kabul custom and Post parcel. This network aims to quarantine, control, check plant pests and diseases, and issue sanitary & phyto-sanitary certificates.
- Pertaining to the capacity building, AAIP has been funding 47 Master and 2 PhD degree scholarships who are currently studying in India. It has also facilitated in-country trainings for 233 staff and international trainings for 16 Agriculture Research Institute of Afghanistan (ARIA) staff in India. The project has planned to train around 7,000 people in-country and 165 international trainings. This project has also supplied heavy and light machineries to ARIA and improved seed enterprise. Furnishing and equipping of ARIA and improved seed enterprise are also part of this support.
- AAIP has also prioritized to thoroughly review regulatory framework of agriculture. Pesticide law and regulation have been updated and the amended versions have been processed and endorsed. Fertilization law has been drafted and is in the process of to become law.

The World Bank funded **Irrigation Restoration and Development Project** (IRDP) (IDA Grant \$97.8 million / ARTF Grant \$118.4 million / Government of Afghanistan \$3.5 million). Since April 2002<sup>51</sup>, the WB's International Development Association (IDA) has committed over \$4.48 billion for development and emergency reconstruction projects, and six budget support operations in Afghanistan. This support comprises over \$4.04 billion in grants and \$436.4 million in no-interest loans known as "credits". The IRDP project builds upon and scales up activities supported under the completed WB-financed Emergency Irrigation Rehabilitation Project, closed in December 2011. After project restructuring and additional

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<sup>50</sup> <http://projects.worldbank.org/P120397/improving-agricultural-inputs-delivery-system-iids?lang=en&tab=results>

<sup>51</sup> <http://documents.worldbank.org/curated/en/389621554235509595/pdf/The-World-Bank-Group-in-Afghanistan-Country-Update.pdf>

financing in July 2016, IRDP envisages support to rehabilitate irrigation systems serving some 215,000 hectares of land and design of a limited number of small multi-purpose dams and related works, while establishing hydro-meteorological facilities and services.

Some key outcomes/results (reported in early 2019) include:

- A total of 185 irrigation schemes has been rehabilitated, covering over 203,000 hectares of irrigation command area (compared to the end project target of 215,000 hectares and over 425,000 farmer households). This has led to improved irrigation and better water management in these areas, resulting in higher agricultural yields and household incomes.
- Dam safety guidelines for Afghanistan have been developed and awaiting official approval.
- Installation of 127 hydrological stations and 56 snow and meteorological stations located in various locations on the five river basins in the country is complete, operations and maintenance (O&M) work is ongoing. In addition, 40 cableway stations for flow measurement at selected hydrology stations have been installed and installation of 30 cableways are ongoing. Further, a national O&M team has been established to manage O&M of all hydrological stations.

The EU funded ***Animal Health Development Program II (AHDPII)*** has contributed to strengthening the Directorate of Animal Health (DAH), as well as the livestock sector generally. The project has had a positive impact on those whose livelihoods depend on the livestock sector<sup>52</sup>. Support was also provided vis-à-vis policy development for improved service delivery, such as the drafting of acts and regulations for animal health and veterinary services. These reforms contributed to strengthening animal disease prevention and veterinary services. Another EU funded project is the ***Support to Afghan Ministry of Agriculture, Irrigation & Livestock to Contribute to Strengthen the Planting Material and Horticulture Industry (PHDP II)***. Under this project, tangible improvements were achieved in disease detection, vaccination and disease prevention campaigns (as described in progress/completion reports, evaluation and ROM reports, and validated in stakeholder interviews).

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<sup>52</sup> [https://ec.europa.eu/europeaid/sites/devco/files/mm\\_30\\_jan\\_afg\\_fr\\_vol\\_1.pdf](https://ec.europa.eu/europeaid/sites/devco/files/mm_30_jan_afg_fr_vol_1.pdf)

## PART II: SPECIFIC PROPOSAL FOR GAFSP FINANCING

### 2.1 PROJECT OBJECTIVES, EXPECTED RESULTS, AND TARGET PROJECT PARTICIPANTS

#### 2.1.1 PROJECT OBJECTIVES AND RELEVANCE TO SECTOR STRATEGY

The development objective of the project is to improve food security and resilience among some of the poorest households in selected districts of rural Afghanistan. The project is expected to target the socially and economically disadvantaged groups, in particular women, the disabled and other households at the bottom of the national poverty scale, defined as the hard-core poor.

The project specific objectives include:

- (i) Facilitate improved and sustainable water management in selected micro-watersheds by rehabilitating and improving the efficiency of traditional water management systems such as Kareez water supply systems, community flood management and on-farm water use efficiency;
- (ii) Promote and enhance sustainable and resilient livelihoods and nutrition among the most food insecure and vulnerable households in selected areas of rural Afghanistan.

The project components contributing to the two specific objectives are mutually inclusive. Kareez rehabilitation and support to sustainable livelihood development, objectives (i) and (ii), are supported by the two main project components. Improving water availability and the environment in a particular geographic area are certainly positive developments in addressing food insecurity and extreme poverty but are unlikely to achieve their potential without support to livelihood development and market linkages. Objective (ii) is supported by component 2 of the project through awareness raising, improved recipe, food conservation and processing but also food availability through improved irrigation water availability, increased and diversified food production.

Objective (i) of the proposed project is directly relevant to and in support of Priority Areas 1 and 5 of the NCADPP Implementation Plan, namely- Improving Irrigation systems and Sustainable Management of Natural Resources, respectively. Component-1 also has some elements of disaster risk reduction by supporting community efforts for flood protection and water harvesting. In addition, this component also supports the National Environment Strategy (2005) and the National Natural Resource Management Strategy (2017-21) by rehabilitating vegetation and promoting biological control of floods and water retention around the Kareez catchment area.

Objective (ii) is in support of priority area 2 and 3 in NCADPP Implementation Plan as well as the Afghanistan Food Security and Nutrition Agenda (AFSeN). The project as a whole is expected to target some of the poorest households to build their productive assets, skill sets, economies of scale and access to markets with the main objective to ensure household food and nutrition security.

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## 2.1.2 EXPECTED RESULTS AND INDICATORS

This section succinctly highlights key results and related indicators by project component. The project Logframe in Annex 1 provides additional details on the expected result chain and key indicators.

### **Component I. Sustainable Community-based Water Management**

- (i) Overall some 30,000 households or 210,000 people would have improved their income by at least 20 percent by the end of the project life;
- (ii) At least 65 Kareezes are rehabilitated in 10 districts, benefiting a total of 13,300 households (93,325 people)
  - a. A total of 1,430 ha of rain-fed or partially irrigated agricultural land is fully irrigated and crop yields double, benefiting some 13,300 households;
  - b. Community Kareez management teams are established, where the traditional *mehrab* water management system does not exist, and provided with adequate capacity to sustainably operate and maintain 65 rehabilitated Kareezes in 10 districts;
  - c. Every Kareez shall have separate male and female management teams representing the views and needs of both men and women, in particular decisions that facilitate access to domestic water use and kitchen gardens, two key areas of concern for women in rural areas;
  - d. Diesel engine underground tube-wells in the Kareez catchment and command area are reduced to zero;
  - e. Vegetation and tree cover in the Kareez command area increases by at least 50%;
  - f. At least 100 Community Development Council (CDC) representatives and 20 MRRD provincial staff are trained in Kareez rehabilitation, maintenance and management;
- (iii) Water use efficiency improves by about 50% in 715 ha of cropland.
  - a. About 210 on-farm water saving irrigation technologies are established – these may include small water harvesting and conversion ponds, solar powered drip and rain-gun irrigation and other water-saving technologies that have already been tested with promising results. Each set serving some 25 households, total number of households benefiting from on-farm improved irrigation technology – 5,250 households;
- (iv) Key assets are protected from floods by constructing flood control structures and biological control (tree planting).
  - a. At least 10 flood control structures are established in high flood-risk areas protecting high value assets of 10 districts. *The structures are biological – trees, bushes, shrubs and other vegetation - and engineering – gabion rocks, sand, concrete and a combination of soil, wood, rocks and other locally available material.*

### **Component II. Livelihood Development, Market Linkages and Nutrition**

- 1. District and provincial extension workers and facilitators from both MAIL and MRRD in 12 districts of 4 provinces are trained and equipped (mobility and office facilities) to provide improved services to farmers and other households;
  - a. About 80 MAIL provincial and district staff (extension workers) receive training of trainer (TOT) courses in improved farming system, integrated soil, water, crop and pest management, good agriculture practices (GAP) and small scale livestock management among others;
  - b. At least 20 MRRD provincial staff receive training in Kareez management, flood control, water harvesting and related technologies;

2. Some 30,000 smallholder and the poorest households improve their income from agriculture-based livelihoods by at least 50 percent.
  - a. At least 1,500 Common Interest Groups (CIGs), of which at least 300 are women CIGs, are formed and trained in group management, planning, market access and financial management. Some CIGs are grouped at district level to facilitate access to larger national and international markets.
  - b. All 1,500 CIGs, of which at least 30% (450) are women, receive training in improved farming systems integrated soil, water, crop and pest management, good agriculture practices (GAP) and small-scale livestock management among others;
  - c. The trained CIGs are provided with a one-off basic agricultural input packages to facilitate farming system adaptation, crop diversification and on-farm basic processing;
3. Improve food processing and marketing among households and Small and Medium-sized Enterprises (SMEs);
  - a. Training and basic equipment provided to some 400 households in food processing for local consumption and marketing;
  - b. Training and access to technical knowhow is provided to at least 20 SMEs to improve food processing and marketing;
  - c. Organise at least 20 seasonal market fairs at the province and district levels to exchange information on CIGs, traders, products and markets as well as facilitation of contract farming where feasible;
4. Some 30,000 households improve food preparation, nutritional intake and sanitation;
  - a. Some 100 female community mobilisers are recruited and trained in nutrition education and sanitation;
  - b. Training is provided to 10,000 households on the FAO-MAIL prepared guidelines on local nutritious food recipes and healthy food conservation and sanitation.

### **Component III. Project Implementation, Monitoring and Learning**

5. The project is effectively implemented and monitored over the life of the project
  - a. Project staff are recruited and fully understand the project design and implementation modalities by the end the third month of project life;
  - b. ADB provides financial management and fiduciary support to the project implementation;
  - c. FAO supports and coordinates the preparation of annual implementation plans, progress reports and other reporting requirements;
  - d. FAO facilitates the preparation and technical oversight of all technical training, including the preparation of district profiles, TOT, group formation, identification of target beneficiaries and Farmer Field Schools (FFS) as well as facilitation of trade fairs and connecting farmers to markets;
  - e. CDCs are provided with advance copies of annual plans for inputs and suggestions as well as subsequent monitoring of the project activities with direct reporting lines to FAO and the project management team. Both men and women in CDCs will be given the authority to monitor and report on project implementation;
  - f. The project implementation team continuously monitors the project activities and ensures lessons learned are transmitted to the Project Steering Committee (PSC) and line ministries.

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### 2.1.3 TARGET PROJECT PARTICIPANTS

**Targeted districts:** The district selection followed a critical review and discussion among key stakeholders. Both MAIL and MRRD agreed to target 10 districts, given the potential size of GAFSP funds that could be allocated for Afghanistan under the special call for applications for fragile and conflict affected countries. The following key criteria have determined the selection of the districts, in addition to the below-mentioned criteria for targeting households within each of the districts:

- (i) The districts are in the IPC Phase 4 ‘ *food insecurity emergency situation*’ or Phase 3 ‘ *food insecurity crisis*’ using the latest IPC classification;
- (ii) Nearly 50 percent or more of the inhabitants live below the national poverty line, using the latest ALCS findings;
- (iii) The districts have recently suffered from active conflict;
- (iv) The districts either host internally displaced or part of its population is displaced and live in other parts of the country; and
- (v) The districts do not receive similar support from other projects and programmes.

**Target Watershed:** Selection of Kareezes for rehabilitation will be based on the following criteria: (i) beneficial to many households – the selected Kareez should not be in the service of a few households but rather serve many resource-poor households without any discrimination; (ii) right of use of the Kareezes should not be discriminatory and protect the rights of all inhabitants with a legitimate claim, including women, the disabled and other socially disadvantaged groups; (iii) communities agree to a five-year operation and maintenance plan in accordance with the MRRD Kareez guidelines; and (iv) the beneficiary community agrees to halt large-scale underground water extraction. Flood management infrastructure shall also be selected in areas where they benefit a large number of households. Furthermore, the flood management infrastructure, engineering and biological, shall be established with a high likelihood of protecting high value assets. Only tested and tried irrigation technologies will be rolled out in selected areas not only to improve water use efficiency but also sustainability and high demonstration effects among farmers.

**Targeted households:** The project intends to target 30,000 households in 10 districts of 4 provinces. Assuming an average of 7 persons per household in rural Afghanistan, the project is expected to directly benefit 210,000 people. At least 30 percent of the project participants shall be women and female-headed households. Livelihood opportunities for women and cultural norms in the project area, unfortunately limit women participation. However, experiences with similar projects have demonstrated that if activities are considerate of the division of labour in the area of concern and inclusive of livelihoods and services directly relevant to women, participation and social inclusion is usually a reality. Similar sentiments have also been expressed by women during the consultation process, see Annex 2 for more details. The project will therefore target the type of livelihoods and services that are directly relevant to women cognisant of the division of labour in the society. It is likely that women participation in the project may be more than 30% and all efforts will be made to ensure this threshold is not breached downwards.

The project shall target the poorest households in each district, who are identified as the ‘hard core poor’ and usually are at the bottom of the poverty scale. Key characteristics of these households include but not limited to:

**women-headed households, landless agricultural labourers, smallholder-farming households usually with land ownership of less than 0.2 ha, high dependency rates, households with disabled members, type of housing and a number of other location specific characteristics.**

Identification of the poorest households is done in a two-stage process – initially a profile of all households in the district are created with key socio-economic and demographic data of households, which identify the poorest households in terms of assets, income and other characteristics. This list is then verified by the CDCs and the district extension workers to ensure that the poorest have been included in the list of beneficiaries. Past experience has indicated that impact at scale in a particular district has improved likelihood of success if the bottom 20% of the poor are targeted. Therefore, the project shall target 20% of the poorest households in each of the 10 districts, paying attention to the aforementioned characteristics and prioritising vulnerable and food insecure women.

## 2.2 JUSTIFICATION FOR THE OVERALL APPROACH

Afghanistan is one of the poorest countries in the world with an average per capita GDP of USD 562 per year. Latest figures from the ALCS suggests that nearly 55% of the 32.2 million population live below the national poverty line. Poverty is also mostly rural with 59% of the population living below poverty line compared with 42% in urban areas. More than 71.3% of the population are rural and only 24% urban and about 5% nomadic (CSO-ALCS, 2018/19<sup>53</sup>). The Integrated Food Security Phase Classification (IPC) analysis reveal that over 10.6 million or 47% of the rural population face severe and acute food insecurity (IPC Phase 3 and 4<sup>54</sup>). The CSO/MICS<sup>55</sup>, 2013 indicates that 52% of children under five years are stunted, 14% wasted and 25% of the same age group are severely or moderately underweight. The same report states that the under-five mortality rate among children is 102 per 1000 live births. The State of Food Security and Nutrition in the World 2019 reports that the prevalence of anaemia among pregnant women aged 15-49 years is about 42% in 2016 and 21% for non-pregnant women in the same age group.

Afghanistan is considered one of the most fragile countries in the world. Key drivers of fragility and the horrific statistics on extreme poverty and deprivation are considered to be conflict and climate related disasters. Over four decades of devastating civil strife has severely compromised the lives and livelihoods of the Afghan population, and now climate change is exacerbating that. Despite significant efforts over the past 15 years, much of the infrastructure and service delivery mechanisms remain in ruins and severely inadequate. Over 2.6 million people have been displaced due to conflict, drought and floods as of 2018. The figure for the internally displaced population (IDPs) regularly change because of sudden outbursts of conflict in certain areas. The IDPs mostly take refuge in and around the provincial capitals. Some manage to return to their place of origin while other languish in makeshift camps.

<sup>53</sup> Central Statistics Office, ALCS: [https://cso-of-afghanistan.shinyapps.io/ALCS\\_Dashboard/](https://cso-of-afghanistan.shinyapps.io/ALCS_Dashboard/)

<sup>54</sup> <http://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1151733?iso3=AFG>

<sup>55</sup> Central Statistics Office (CSO), Afghanistan Multiple Indicator Cluster Survey, 2013: <http://cso.gov.af/Content/files/AMICS.pdf>

Fragility due to conflict and years of negative investment in agriculture and rural development is exacerbated by recent trends in climate-related disasters, mainly floods, droughts and extreme weather conditions. The frequency and severity of climate-related disasters have significantly increased over the recent past. In 2018 alone, 20 provinces out of 34, 10.6 million people, were affected by drought. Out of the total affected population 3.9 million people were found to require emergency assistance through to the next harvest in 2019. The drought in 2018 was followed, in spring 2019, by the most severe floods in a decade affecting some 250,000 people across 16 provinces.<sup>56</sup> The compound impact of drought and floods has been devastating and have added to the number of people in need of emergency assistance. In 2015 alone, more than 69 disaster events occurred, affecting 130,000 people, 709 individuals lost their lives and some 3,408 houses were destroyed<sup>57</sup>. Such a trend is highly alarming because many rural livelihoods, which are predominantly agriculture-based, are ill prepared to cope with such changes. Building resilience and adapting agriculture-based livelihoods are key to adaptation efforts to the projected climate change scenarios.

Agriculture accounts for a quarter of the GDP and employs more than 40% of the labour force, second only to the service sector in Afghanistan. Most of the food insecure, vulnerable and fragile population live in rural areas and over 50% rely directly or indirectly on agriculture for their livelihoods. The Agriculture Sector Review (WB, 2014) and the NCADPP, 2016-21 suggest that significant potential exists in agriculture to increase labour productivity, benefiting some of the poorest households in rural Afghanistan. A number of “first movers” in agriculture have been identified to facilitate agriculture and rural transformation. Agriculture is, therefore, key to addressing extreme poverty, food and nutrition insecurity.

The proposed project has identified a number of interventions with the greatest likelihood of impact on reducing extreme poverty and food insecurity. These were identified following a series of consultations with key government institutions at central and provincial levels, community based organisations, men and women members of communities, international organisations and others in the country (Annex 2). Furthermore, a critical review of lessons learned and assessments of relevant projects and programmes were conducted to inform the project design. Potential climate change scenarios and their impact on the hydrology of watersheds as well as current and projected implications for agriculture-based livelihoods and farming systems underpin the proposed project interventions.

***Kareez rehabilitation and water harvesting:*** Kareezes are traditional water management systems that have evolved over thousands of years. Many years of neglect and war as well as severe and consecutive droughts have affected almost all of the 9,370 Kareezes in the country. Most are in desperate need of rehabilitation, the costs of which are beyond the capacity of communities. The Ministry of Energy and Water (MEW) with technical support from FAO, WB and other international partners have rehabilitated a number of Kareezes. Because of their cultural, economic and social importance, the Government of Afghanistan in May 2018 established a dedicated department in MRRD to rehabilitate and improve the management of Kareezes in the country. In some areas, Kareez is the only source of water for domestic, livestock and agriculture use. Without the rehabilitation of Kareezes many internally displaced and returning refugees are unable to return to their villages.

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<sup>56</sup> <https://www.ifrc.org/docs/Appeals/19/IBAFf1080319.pdf>

<sup>57</sup> UN-OCHA. 2016. Afghanistan: Overview of Natural Disasters in 2015.



Experiences from Kareez rehabilitation by both MRRD and MEW indicate a number of benefits including:

- (i) increased water availability for domestic use, livestock and agriculture, crop yields increased four times and triple cropping has been achieved as well as crop diversification in favour of more profitable crops after a Kareez is rehabilitated;
- (ii) ground water levels improved significantly, this is done by encouraging communities to stop underground water pumping, building percolation tanks, underground water dams and contours, planting trees and other local vegetation;
- (iii) improved environment and reduced risk of desertification and damages from floods – as a result of building contours, water harvesting structures, planting trees and other vegetation in the Kareez command area;
- (iv) improved food security – through increased income from crops, a diverse number of crops are grown and land is more intensely cultivated allowing triple cropping and hence ensuring food availability in different seasons; and
- (v) more beneficial to women - water for domestic and livestock use are predominantly the responsibility of women. Easily accessible water for domestic and livestock use has therefore usually reduced the work burden on women. Furthermore, women predominantly manage kitchen gardens for domestic use and water availability is more beneficial to women.

The project approach is mostly based on a series of projects financed by several donors, including the Swiss Development Cooperation (SDC), the Government of Luxembourg, the Italian Cooperation and the Government of Germany. These projects have been collectively referred to as the ***Household Food and Livelihood Security Projects (HFLS)***, which have been implemented in seven provinces over the past 14 years. The approach involves building economies of scale in production, processing and marketing among the smallholder family farms, capacity development, crop and livelihood diversification and marketing support to the poorest households in the target districts. The approach also focuses on establishing and building the capacities of the district extension services, associations of traders and farmer common interest groups (CIGs). To ensure women participation, social inclusion and targeting the poorest, the project by design targets livelihoods that are of relevance to these disadvantaged groups. The HFLS approach and its projects have been highly effective in targeting the poorest households, gender balance, improved income through crop and activity diversification, increased productivity and marketing. Furthermore, the focus on the capacity development of service providers, in particular extension workers, has been highly effective in sustainability of impact long after the life of the project. The success of the HFLS has convinced MAIL to nominate it as a national programme. MAIL and MRRD have also insisted that the design of the proposed GAFSP project should be based on the HFLS approach, reflecting the experience of the past 14 years.

Key to the HFLS approach and hence the GAFSP project is the necessary changes in farming system, crop-livestock mix, crop diversification, water and soil management as well as integrated pest and disease management (IPM) to improve farm productivity, and climate adaptation capacity among farmers. The farmer field school (FFS) approach has been tested through a number of HFLS projects with promising results in capacity development and sustainable farming.

The HFLS projects have also sought to facilitate **coordination among local institutions** by sharing detailed district profile data and highlighting its activities in the district. The District Development Committee (DDC) and the CDCs have been key to fomenting coordination at the district level, which has also significantly improved targeting and coordinating activities from different public and non-governmental organisations for improved impact. The HFLS social mobilisers through their frequent interactions with women in the villages have managed to partner with the district public health authorities, the adult education authority of the ministry of education, the district and provincial women affairs authorities, the district security and administration authorities among others to address specific issues affecting the lives and livelihoods of women. In this regard the impact of the approach through the social mobilisers has gone far beyond the intended project objective of **improving nutrition and sanitation** at household level. In addition to improved nutrition practices and sanitation, some of the key impact has been access of women to legal support, human rights, health, literacy and security among others.

**Market access** has been highly successful by creating a supplier (farmer) address and information on the type and quantity of products for smallholder farmers and sharing with traders. The information on the CIGs include their contact details, quantity, type and time of produce among others. Traders are able to contact farmer groups (CIGs) and process a transaction through telephone or in person. Promoting market linkages as part of the HFLS projects also includes organising trade fairs, where farmers exhibit their produce and interact with traders on potential contract farming or planned purchase of a certain quantity and quality. Furthermore, MAIL with technical support from FAO has initiated a dialogue through the council of ministers to facilitate institutional purchase from CIGs for the Security institutions (Food for the Ministry of Defence, Ministry of Interior and the Directorate of National Security), Ministry of Public Health (MoPH) and the Ministry of Education (MOE) among others. The proposed project will continue to support efforts to promote institutional purchase from the poorest of farmers in the country. Market access has also facilitated **crop diversification** in favour of more profitable crops, typically land diverted from cereal production to orchards, vegetables and high-value crops (e.g., saffron, pistachio, pine nuts and liquorice among others).

The **CIG development** under the HFLS projects has not only been able to improve economies of scale in production, processing and marketing but also been linked to the **financial services**. Each CIG is encouraged to open a bank account with one of the few commercial banks operating in the provinces. Opening a simple bank account has not only made the CIG financial management highly transparent but have also provided access to some of the poorest households to the much-needed financial services. Borrowing from the commercial banks has not been common among smallholders but it has provided a good window of opportunity and access for later years when needed. The CIGs are provided with a number of training courses over the life of the project. These include group, business and financial management, planning, technical training on production, processing and marketing, literacy education, human rights, in particular women rights. Additional training courses are provided based on the group member demands. The HFLS provides some of the training courses directly, in particular technical and management training using Farmer Field School (FFS) and Farmer-to-Farmer (FtF) methodologies. Relevant institutions such as the MoPH, MOE, Women Affairs Department and local NGOs facilitate other training courses.

**Women CIGs** have been highly successful in promoting their livelihoods and improving food security despite many security and cultural hurdles. The choice to join a particular CIG and the type of livelihood, like all other CIGs, are entirely with women. Over the past 14 years, the HFLS female participants have usually opted for a number of livelihoods, depending on the project area such as mushroom production, poultry and small ruminant (sheep and goats) production, small-scale vegetable production, in particular green houses to produce off-season vegetables and food processing among others. In addition to improved income and nutrition, most female project participants have reported higher self-esteem and self-worth, more appreciated at home, improved access to services and better understanding of legal, political and social rights and obligations. Most of the female CIGs have also requested the facilitation of literacy and maternal health education, which the HFLS counterparts have facilitated through the DDC and PDC structures with the MoPH, MOE and women affairs department among others.

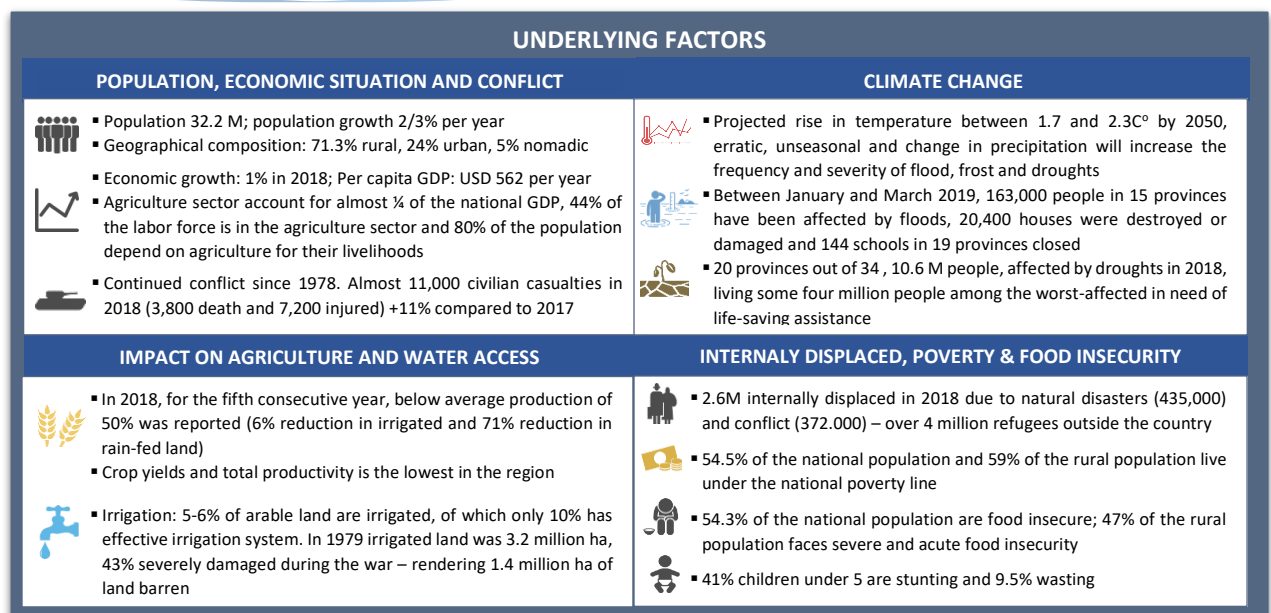
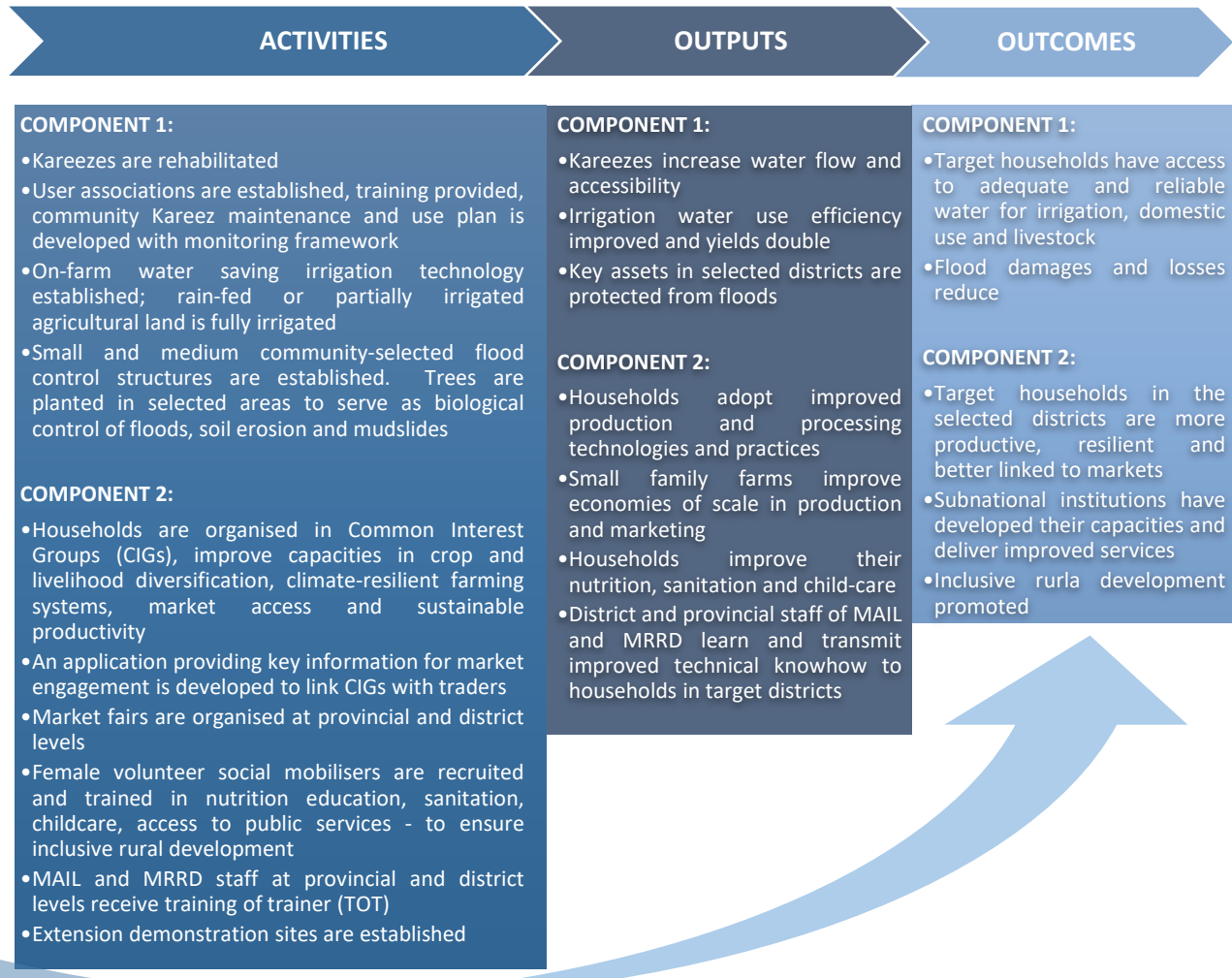
The two proposed components of the GAFSP project are within the planning cycle of MRRD and MAIL. The MRRD has developed detailed rehabilitation plans, budget and monitoring framework for 108 Kareezes for 2019-20 financial year and plans are afoot to rehabilitate all Kareezes in the country in subsequent years. The Kareez rehabilitation plans also include water harvesting and flood control infrastructure. In addition, MAIL plans to support on-farm water use efficiency and small-scale rehabilitation as part of the NCADPP, 2016-21.

Component 1 of the GAFSP proposal is fully part of the MAIL and MRRD plans and strategy. Component 2 of the GAFSP project is directly in support of the NCADPP, more specifically components 6 and 7 (See Table 1). Furthermore, the HFLS approach has been adopted as a national priority programme and most of the projects are expected to follow a similar approach. Therefore, the proposed GAFSP project is part of the government plan to build resilience of farmers and agriculture-based livelihood systems to ensure food security and reduce vulnerability.

Both MRRD and MAIL have been implementing similar and more complex projects over the recent past. Both institutions have accumulated significant technical knowhow and experiences to successfully implement the proposed GAFSP project. Furthermore, FAO is expected to remain a partner in the implementation of this project providing technical and operational oversight throughout the implementation process. Section 1, Table 3 and Table 4 are clear manifestations of a favourable enabling policy environment in addition to the government plans and strategies encompassing the proposed project components.

Figure 6 presents the project theory of change with the underlying factors providing context within which the project approach is considered. Further details are provided in the project logframe (Annex 1).

**Figure 6: The Project Theory of Change**



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## 2.3 ACTIVITIES TO BE FINANCED AND THEIR JUSTIFICATION

The proposed project activities for GAFSP financing is organised in three inter-related components. These are part of the government plan and selected for a number of key reasons, namely, the highest potential for impact on extreme poverty and food insecurity, project participants are the poorest and most vulnerable, and the requested resources bridges critical gaps in financing. The three project components are:

- I. Sustainable Community-based Water Management;
- II. Livelihood Development, Market Linkages and Nutrition; and
- III. Project Implementation, Monitoring and Learning.

**I. Sustainable Community-based Water Management:** This component intends to rehabilitate and improve community-based water management in 10 poorest and conflict-affected districts. The target project beneficiaries are the poorest and most food insecure households with hardly any savings to be able to invest in the proposed activities under this component. The public sector expenditure in this area is, therefore, considered as productive social protection in support of the most deprived and vulnerable households. The private sector engagement does not seem to be a viable option under the circumstances. Key activities under this component include:

### ***1.1. Kareez rehabilitation and management***

The project intends to rehabilitate and establish user association groups for maintenance and operation of some 65 Kareezes. The Kareez user association establishment involves the revival and training of communities benefiting from the Kareez system. Claim to the right of Kareez use has been established for generations. The revival of the user association emphasises the rights and obligations related to the maintenance and water management among group members. The Kareez user association guidelines emphasises the participation of women and ensures their views and concerns are taken into consideration for decisions on Kareez management.

The Kareez rehabilitation and formation of user association are based on detailed government guidelines and plans, which have already been rolled out in at least 30 Kareezes that have been rehabilitated with promising results. The rehabilitation involves improving underground water levels by constructing percolation tanks, contours and increasing vegetation as well as rehabilitating the underground canal system, water harvesting structures and prevention of underground tube-wells to extract water within the Kareez command area. The rehabilitation process also includes a five-year sustainable management, operation and maintenance (O&M) plan.

### **Justification**

The Kareez system is a UNESCO heritage and considered environmentally sustainable. Communities commit to maintenance and management of the Kareez system, prevent underground water extraction using diesel engine pumps and contribute to 10% of the rehabilitation costs in kind, usually labour and/or local construction material. The Kareez rehabilitation increases ground water levels, prevents top soil erosion, landslides and reduces the intensity of floods. These are achieved through the construction of percolation tanks, rainwater harvesting, construction of contours, planting trees and local shrubs and other vegetation capable of reducing soil erosion and enhancing water percolation among others. Kareez

rehabilitation is a top priority of the GoIRA and these are clearly detailed in the Kareez Action Plan, 2017; Comprehensive Plan of Action for Kareez Rehabilitation and Maintenance, 2016 – Ministries of Energy and Water (MEW), MAIL and MRRD; Annual Report and Plan of Action for Kareez Rehabilitation, 2018 and 2019, MRRD.

The Kareez dysfunction and lack of water have forced communities to resort to desperate measures, such as abandoning villages, pumping underground water and sale of productive assets. These have caused significant environmental degradation as the receding underground water has reduced the vegetation cover and high rates of reduction in trees and orchards. The socio-economic impact of dried Kareezes have been highly damaging to communities, as they have struggled to make a new life as internally displaced, and the sale of productive assets. Experience from Kareez rehabilitation efforts over the past few years suggests that most households return to their villages and commence agriculture activities and normal life as soon as a Kareez is rehabilitated. The ground water levels slowly improve, vegetation cover and trees are revived.

### ***1.2. Flood control infrastructure***

The project intends to construct infrastructure to protect high value assets in vulnerable areas of the district. Key assets include protection of houses, schools, clinics, bridges and high value agriculture land. The envisaged flood protection structures are usually using local material (rocks, sand, soil, biomass) combined with wire mesh and some cement. In addition, trees and local varieties of deep root shrubs are planted in specific locations (biological control of floods), which prevent landslides and soil erosion during heavy rains and floods. The engineering structures are built in high-risk locations with high likelihood of high cost impact such as houses, schools, clinics and high value land (irrigated land or orchards).

#### **Justification**

The frequency and severity of floods have significantly increased over the recent past and floods usually cause significant damages to public and private property in many parts of Afghanistan. In addition, many years of neglect and disrepair of infrastructure as well as excessive deforestation and lack of trees outside forests has made many seasonal waterways highly vulnerable to damage. Experiences in MRRD and MEW with flood protection investments suggest that small protective measures can save significant costs. Rehabilitation costs after flood damages are significantly higher than taking simple preventive measures. Under the MRRD and MEW guidelines, communities are key stakeholders in prioritising areas to be protected, contributing to 10% of the total costs and also committing to the maintenance of the structures. The CDCs take active role in the design, implementation and maintenance of the structures. Similarly, communities are key to the planting and upkeep of trees and other biological measures of flood control in each of the districts.

Flood control measures is a key priority of the MRRD as it has been heavily emphasised in the “Strategic Plan, 2017-2021, MRRD”. In addition, flood control and maintenance of infrastructure have been emphasised in the “Citizen Charter National Priority Programme (CCNPP)<sup>58</sup>” and the “Regional Programs (RP)<sup>59</sup>”. The project will bridge critical gaps in financing for flood control measures in selected project area.

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<sup>58</sup> <http://www.ccnpp.org/Default.aspx>

<sup>59</sup> <https://mrrd.gov.af/node/404>

***1.3. On-farm water use efficiency:*** Irrigation practices and excessive use of water in flood irrigation continue to be the norm despite water scarcity. The project shall introduce a number of tested and tried irrigation technologies, including solar-powered sprinkler, drip and others. In addition, small scale rehabilitation of irrigation infrastructure, mainly canal lining, small conversion dams, surface water harvesting and improved irrigation planning are also included in this activity.

#### **Justification**

Increased population, high demand on water for sectors other than agriculture, erratic precipitation and high temperatures are keeping high pressure on demand for water, which is dwindling and unpredictable. Irrigation continues to be the main source of water use and water use efficiency and saving water has increasingly become a necessity rather than an option. FAO and MAIL introduction of solar-powered rain gun irrigation using surface water in some areas have resulted in about 50% water saving compared with traditional flood irrigation. The available water from Kareez and river water streams can cover twice the irrigated land area and ensure crop production throughout the year with the proposed technology. The technology is perhaps new to the project area but not in the country, which has been tested and rolled out with promising results. The demonstration effects of the technology have been significant, as many farmers have adopted the technology after observing its impact on neighbouring farms. The improved irrigation and the resulting cropping patterns are highly likely to improve food availability for consumption and market in the project area.

The WB Sector Review, 2014 considers this intervention as the “first mover” in agriculture transformation and development. Irrigation modernisation and water use efficiency is an integral part of the NCADPP. Improved irrigation technology is likely to increase the role of women in agriculture as traditional irrigation is labour intensive and usually done by men.

## **II. Livelihood Development, Market Linkages and Nutrition**

The component aims to improve food security and nutrition among the poorest households in selected districts. This is achieved by providing livelihood skills (production, processing, packaging and marketing), some initial capital, building community/livelihood institutions, building the capacity of service providers and facilitating market linkages. Furthermore, the project intends to improve nutrition education and food processing. In this regard, the following key activities/sub-components are considered under this component.

### ***II.1. Capacity Development for Service Providers***

This sub-component focusses on building the capacity of public sector service providers from MRRD and MAIL at the district and province levels to deliver improved and effective services to rural households, in particular farmers. Training of Trainer (TOT) courses are provided to the district and provincial extension workers and staff of MRRD in crop production, protection, processing and marketing. Farming systems, crop diversification, integrated soil, pest and crop management, irrigation and good agriculture practices (GAP) are of specific focus of the TOTs. This is to improve farming system resilience and production adaptation to current and emerging environmental and climate conditions. In addition, the target service providers shall also be trained in FFS and FtF methodologies and approaches as well as group formation, marketing and related areas of work. The service providers are also provided with educational, office and mobility facilities to ensure they are able to reach farmers on a regular basis and provide the required

services. The trained and equipped service providers at the district level are expected to provide training to project beneficiaries using FFS and FtF methods. Men and women FFS and FtF shall be organised separately to ensure participation from both groups.

### **Justification**

Extension workers and experts from MRRD usually do not have the required and up-to-date technical knowhow to provide appropriate technical advice to farmers. In addition, the extension workers usually do not have the means to visit farmers and organise FFS where and when necessary. The proposed capacity development under this sub-component will enable extension workers in the districts to provide effective and technical services to farmers. Adapting farming systems, cropping patterns and choice of crops to current and emerging climatic conditions is a necessity and the task cannot be underestimated. MAIL has already initiated a series of efforts to build the resilience of farms and farming systems, it has initiated the implementation of the “Extension Strategy”. The proposed sub-component is in direct support of the MAIL extension strategy and the objective to promote sustainable agriculture system capable of adapting to the changing climate.

MRRD and MAIL both have the mandate to improve irrigation systems in the country with some division of labour with the latter focussing on on-farm irrigation and the former on irrigation infrastructure at higher level of water diversion and management. Both ministries shall work together to improve Kareez management, on-farm water use efficiency and flood control infrastructure. This component is expected to train relevant technicians and extension workers in improved techniques and technologies. The TOTs shall be provided to both groups of men and women in the project area. Institutional capacity development is a key part of the NCADPP and the Strategic Plan of MRRD as well as several other programme documents as mentioned earlier, in particular Section I Tables 3 and 4.

### **II.2. Livelihood development**

This sub-component intends to enhance the productivity, efficacy and market linkages of agriculture-based livelihoods among the poorest farmers in 10 most vulnerable and food insecure rural districts. Key activities under this sub-component include:

- (i) **establishing livelihood groups:** common interest groups (CIGs) are established where small-scale and landless farmers are encouraged to form a group interested in the same type of activity, e.g. vegetable, potato, mushroom and fruit production among others. The CIG selection and numbers are based on the assessment of potential for sustainable production, marketing and profitability. Each CIG consists of about 20 members, separate CIGs are organised for women to ensure effective participation, targeting livelihoods that are of direct interest to women in rural areas;
- (ii) **capacity development:** specific trainings are developed for each of the CIG types (orchards, vegetables, livestock and others), the training is not only limited to technical issues related to sustainable production and resilient farming systems but also group management, business planning and marketing. Training to each CIG is a key part of the project and is conducted using FFS and FtF methodologies throughout the cropping cycle. Each CIG receives at least 5-6 training sessions during cropping seasons and additional trainings are provided on demand. The district extension officers receive intensive training in conducting farmer field school (FFS) and farmer-to-farmer (FtF) methods. The extension workers then organise a number of FFS and FtF throughout the cropping season and



over at least 2-3 years during the life of the project. Key trainings include – adapting farming systems to current and emerging climate realities, crop diversification, improved and sustainable productivity, integrated pest, soil and water management, on-farm basic processing, marketing and market linkages among others.

- (iii) **input provision and asset building:** each CIG is provided with some critical inputs, which they are otherwise unable to purchase. The key purpose of input provision is to facilitate farming system adaptation to climate realities, crop diversification and improved farm productivity. The value of the inputs provided are collected from each member and deposited in the CIG bank account, which is used by members for subsequent cropping season. The CIG bank account is a key aspect of creating group asset and facilitating access to formal financial services by some of the poorest rural households. Each group elects a leader and a finance officer and each member's rights and obligations are clearly defined without interference from any other parties.

### **Justification**

Smallholder family farmers are caught in a poverty vicious cycle, with low input-low output traditional farming systems are unable to diversify into more profitable farming activities and too small to access markets. Agriculture and related livelihoods are the mainstay of rural economy, there is little alternative sources of livelihoods. Targeting the poorest and vulnerable households, mostly defined as smallholders and landless farmers in rural areas, and improving their productivity and best use of their meagre resources is key to addressing extreme poverty and food insecurity. The project intends to facilitate crop and livelihood diversification, increase productivity and access to markets among the poorest farming households. Market inaccessibility, low bargaining power and inability to diversify production systems in accordance to market and climate signals are considered key impediments to breaking out of the poverty vicious circle among the smallholders.

The project intends to build economies of scale in production and marketing by grouping interested smallholder farmers into CIGs. The CIGs plan together to ensure a marketable surplus is produced and the group band together to access input and output markets. The CIGs provide an address for input demand and specified quantities of outputs, which are of significant interest to traders. In addition, farmers are also able to strike a bargain on bulk inputs and outputs. The size of the CIG is not accidental but has been tested over a number of years. Around 20-member CIG is a manageable class for training purposes using FFS and FtF methodologies. In addition, lower numbers do not create effective economies of scale and higher sizes of CIGs are difficult to manage. It is necessary to create separate CIGs for men and women. Culturally women are less likely to express their views and needs in the presence of men. In addition, the division of labour among men and women in rural Afghanistan necessitates focus on gender-disaggregated livelihoods and hence the need for separate CIGs for men and women.

Farmers neither have the required skills nor financial means to diversify their livelihoods opting for more profitable and sustainable production systems capable of building resilience and adaptive capacities to the current and emerging climatic conditions. The project intends to focus on livelihoods that have higher potential for income generation, sustainable production and more resilience with higher degrees of adaptive capacity. Capacity building in good agriculture practices (GAP), more resilient farming systems

(crop rotation, timing of cultivation, choice of crops and use of more drought and frost tolerant varieties among others), primary packaging and sorting and access to markets are provided to CIGs. In addition, training is also provided in financial management, annual planning and managing farming as a business. Crop and farm diversification require inputs that are beyond the financial means of smallholder farmers to access. The project intends to provide a one-time support for critical inputs to enable farmers to diversify their livelihoods and breakout of the poverty vicious cycle.

### **II.3. Food Processing and Marketing**

This subcomponent intends to improve the capacity and access to technology for households as well as Small and Medium-Sized Enterprises (SMEs) in food processing. The project will support the provision of training in improved and healthy food conservation and processing for both domestic consumption and the local market. The FAO-MAIL guidelines and training material that have already been developed and rolled out in a number of provinces with promising results shall be utilised for the training purposes. This key activity will be limited in terms of costs as no major equipment is envisaged with heavy focus on capacity development using basic but improved technologies.

Many of the newly established food processing SMEs do not have access to improved technologies and technical knowhow. As a result, the waste and loss in food processing and conservation is significantly high and returns on investment very low. The project intends to provide training and information on improved technical knowhow for the food processing SMEs and their cooperatives. Access to improved technology and technical knowhow also involve exposure visits to regional countries, in particular India and Turkey where food processing are relatively advanced. The SMEs will be able to learn about the type of technologies used, how to access them and the processes involved in food processing and conservation as well as marketing. This will be a low cost initiative as the costs of exposure visits and information on technical knowhow would be shared with the SMEs and their cooperatives.

#### **Justification**

The great majority of poor households in rural areas process and conserve food during harvest for consumption in lean season. Food waste and loss are significantly high, due mainly to poor techniques and methods for food processing and conservation. In addition, a large number of small and medium-sized enterprises (SMEs) have evolved over the recent years, which have proved highly beneficial to farmers as well as employment in the sector. The farmers are able to sell their fresh vegetables and other produce to processors during the harvest, which has a stabilising effect on market prices. The sector is nascent and has the highest potential for creating the much-needed off-farm employment. Furthermore, the sector helps consumers by making food available throughout the year at reasonable prices. The Afghanistan Zero Hunger Strategic Review, WFP 2017, suggests that 73% of the rural and 97% of urban households rely on markets for their food consumption. Improved and increased food processing and conservation is likely to significantly cushion food consumption and hence improve food security and nutrition.

Most of the poor households usually conserve food immediately after harvest for consumption in the off-season. Sun-drying vegetables is the most popular but other forms of food conservation and processing are also common. The quality of home-processed food is very low, waste and loss are very high. Home processed food almost never makes it to the market and is usually consumed at home as the last resort

when fresh food is not affordable or available. The project aims to improve the quality and reduce waste and loss of food processing by introducing basic but improved technical knowhow for processing and conservation. This will not only improve the nutrition content and taste of the food for home consumption but will also enable households to sell processed/conserved food in the market as well, hence improving food security and nutrition.

#### **II.4. Household nutrition education and sanitation**

This sub-component intends to recruit and train 100 community mobilisers to provide nutrition education, sanitation and child care and provide information on public services available to women. The social mobilisers are all educated women from the project area. Prior to working with women in the villages, the social mobilisers will be provided with intensive training on nutrition, sanitation, available public sector services and the processes involved in accessing these services. The Social mobilisers will also be linked to CDC and DDC structures to coordinate with other public sector service providers to raise women's concerns and demands for additional services that fall outside the scope of the project. Experiences from past HFLS projects suggest that these services usually include literacy courses, healthcare, land rights, legal support and other aspects of women's rights.

The social mobilisers shall be trained on the FAO-MAIL prepared guidelines on preparing nutritious foods as well as a series of guidelines prepared by UNICEF and other national and international partners. Furthermore, MAIL, the Ministry of Education and MOPH have developed additional guidelines and training material on nutrition, sanitation and child care. The female social mobilisers in the villages have had significant impact not only on the food utilisation aspect of food security but also on other services such as access to adult literacy, healthcare, access to productive activities, legal aid, social network and sense of community among women in the villages.

#### **III. Project Implementation, Monitoring and Learning**

This component is dedicated to the project implementation, monitoring and learning. Project implementation details shall be explained in the subsequent section, 2.4. In short, the project shall be coordinated by a lean project management unit (PMU), which would be fully integrated with relevant departments in MAIL and MRRD. The technical units in MAIL and MRRD under the technical and operational supervision of PMU and FAO shall perform all technical and fieldwork. All project activities including planning, implementation, monitoring and learning shall be jointly conducted with relevant MAIL and MRRD technical units at central, provincial and district levels.

In line with experience from past HFLS projects, FAO would provide technical and operational oversight, including support to annual work planning, reporting and capacity building in agriculture livelihoods. MAIL has already indicated that FAO's support would be necessary to ensure effective implementation, relying on the past and on-going HFLS project experiences. FAO shall also support the project monitoring and reporting, in particular ensuring key role for the CDCs and women groups.

#### **Justification**

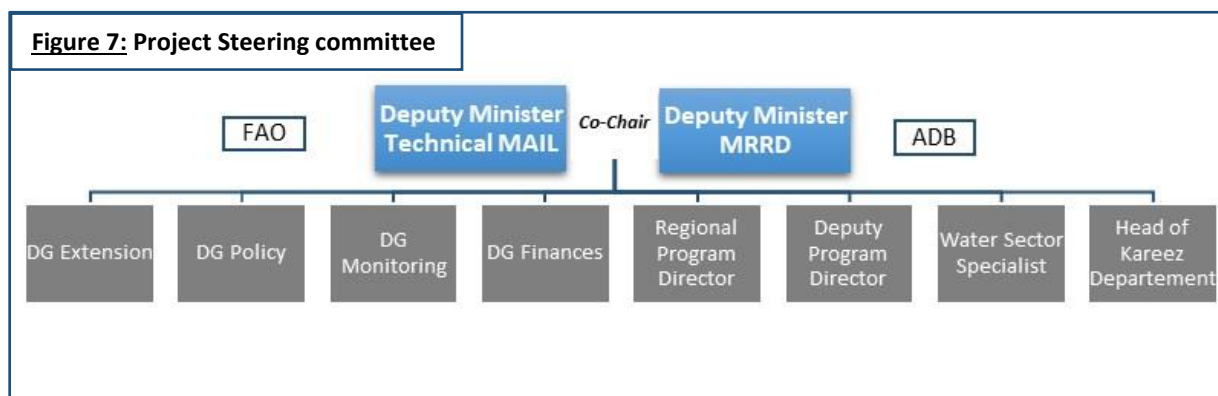
MAIL and MRRD have developed significant capacities to implement complex and holistic projects and provide adequate technical and operational oversight. As part of efforts for institution building and sustainability of project activities beyond the life of the project, it is essential to engage relevant public institutions with authority and responsibility. The project intends to build on existing national institutional

arrangements for project planning, implementation, monitoring and learning. The role of the communities through the CDC structure, coordination at the district and provincial levels through the DDCs and PDC structures, respectively, are essential to build on past experiences, further strengthen institutions and ensure continuity. As part of the existing institutional arrangements communities will be an integral part of the project planning, implementation and monitoring through the CDC structure. The Department of Extension in MAIL, the Regional Programme (RP) and Provincial Departments of MRRD shall be key to the project implementation in the district with coordination and additional support provided through the PDC and DDC structures.

FAO’s role is critical in facilitating capacity development in adapting farming systems to new climate realities, GAP, livelihood diversification and some oversight with regard to gender and social inclusion. Lack of adequate capacity in MAIL and MRRD makes it critical for FAO to prepare project reports and provide close oversight to monitor, in particular ensure CDC engagement in monitoring and reporting.

## 2.4 IMPLEMENTATION ARRANGEMENTS

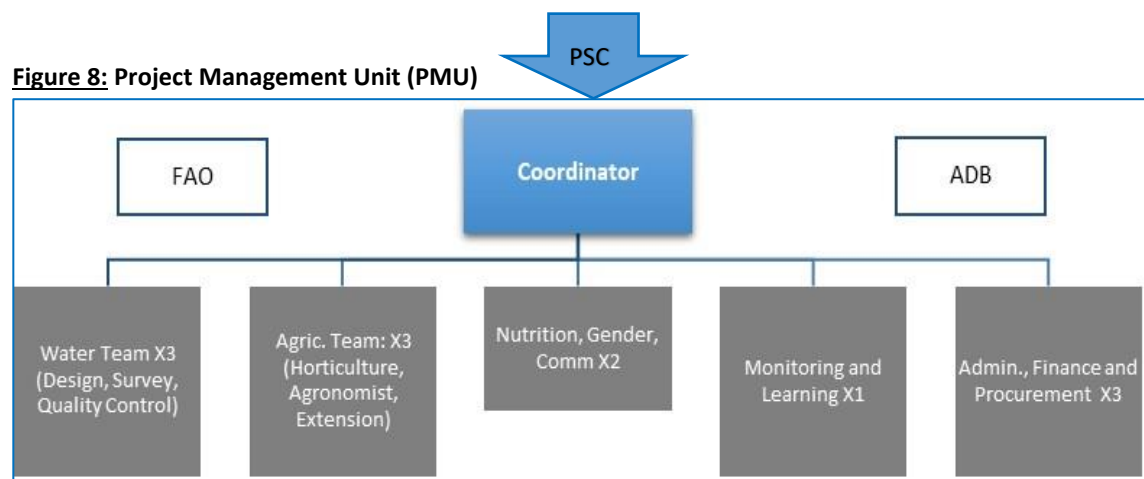
Figure 7 depicts the structure of the Project Steering Committee (PSC). Overall project implementation will be guided and monitored by a steering committee (SC) that will be established during the project inception. The steering committee shall comprise of key staff from MAIL and MRRD at central level and supported by FAO and ADB. The tasks include provision of policy direction, issue guidance for project implementation and ensure coordination among the project partners at national, provincial and district levels. The steering committee will also leverage and engage whatever government resources are necessary for project implementation. Since the project components are based on national strategies, and draw on experiences from past and on-going projects, contractual arrangements and other implementation issues will be based on successful past experiences. Figure 7 also indicates members of the PSC, suggested by both ministries, MAIL and MRRD.



MRRD has developed detailed district profiles and has established mechanisms for engagement with communities under the Citizen Charter Programme (CCP) and its predecessor the National Solidarity Programme (NSP). The CCP supports decentralised planning and engagement with communities, civil society and public institutions through Community Development Council (CDC), DDC and PDC. The proposed project will adopt the CCP approach to design, prioritize needs, implement and monitor project

activities in addition to banking on past and on-going project experiences from MAIL and FAO among others. MRRD as one of the project stakeholders shall play a significant role in building synergies with the CCP at local level, mobilise communities through the CDCs and share its community-based experiences in support of the project implementation.

Figure 8 shows the structure of PMU, which would be established at the national level to oversee technical, administrative and operational aspects of the project. The PMU will be responsible for stakeholder engagement and coordination, recruitment of technical experts, procurement of equipment and materials, management of on-the-ground activities and M&E. At the local level, activities will be coordinated in collaboration with district-level directorates, traditional councils, CDCs and other NGOs/community-based organisations (CBOs).



As indicated earlier, MAIL as one of the project implementing agencies/stakeholder has sufficient capacities at all levels to successfully implementing the proposed project. In addition to its own technical and operational capacities, MAIL shall also build synergies with key stakeholders to facilitate a coordinated support for household food security. These include, the Ministry of Energy and Water (MEW), Ministry of Education (MOE), Afghanistan National Disaster Management Authority (ANDMA) and the General Directorate of Local Governance among others.

The extension department of MAIL shall have a prominent role in project implementation, in particular in implementing component 2. The project design has adopted successful experiences with institutional outreach and farmer organisations. The CIGs, FFS and the Farmer Learning and Resource Centre (FLRC) supported through the district extension units have proven record of accomplishment. Each CIG is a group of 20-25 farmers who have one or two common focus areas in agriculture, horticulture, fruit, agro-forestry and other areas. The CIGs are of appropriate sizes for FFS and focused capacity development in specific areas of their interest can be provided. In addition, the CIGs have shared assets like irrigation infrastructure, machinery or other productive assets, which encourages collaboration in production and marketing. Farmer collaboration is critical for sustainable water management and choice of crops and adopting more resilient farming systems.

The FLRCs and extension services are important elements in capacity development of farmers and providing information on sustainable water management, crop production and farming systems in the target watersheds. The FLRCs will also function as a repository of climate-resilient agriculture technologies, which would be available for dissemination to all farmers beyond the life of the project and hence will be an important element of post project sustainability. Capacity building shall adopt TOT for district extension workers and other relevant local institutions using technical capacities within MAIL and MRRD as well as national universities and local expertise under the technical oversight of FAO. Where necessary, FAO will provide international expertise for capacity development and introducing international best practices through TOT. The trained personnel shall provide capacity development to farmers by organising FFS and demonstrate some technologies in the FLRC.

About 100 female social mobilisers shall be recruited from the project target area to provide nutrition and sanitation education as well as access to public services. The social mobilisers are provided with intensive training in nutrition education, sanitation, health local food recipes as well as care for the elderly and children. The social mobilisers are expected to organise groups of women in the villages and provide the necessary training and awareness raising. In addition, the social mobilisers would also share concerns and demands of women to public sector service providers through the DDC and PDC structures. In the past key demands from women in the villages have been maternity and childcare support, literacy courses, access to legal support, access to water and livelihood skill development among others. The use of social mobilisers to support women in the villages has been considered one of the most successful in the country.

Kareez and small-scale irrigation infrastructure rehabilitation as well as establishing flood control infrastructure requires community participation and a five-year maintenance plan. Communities not only contribute to 10% of the costs (in-kind) but also commit to a binding five-year maintenance plan. The Kareez and irrigation user associations are registered entities with specific rights and obligations for the use and maintenance of related infrastructure. The participation, rights and obligations of women are clearly defined in the Kareez and irrigation infrastructure. Women are also represented in the CDCs and in some cases where direct participation in mixed CDCs are infeasible, separate CDCs are established for women to ensure meaningful participation.

Institutional capacity building, in particular the staff of MAIL and MRRD at the district and province levels, is key to the implementation of the project. Initially the focus is on direct service providers, mainly district level MAIL extension workers and the staff of MRRD, who do not only receive technical training and methods of improved service delivery but also the means to deliver the required services to households in the villages. The approach ensures institutional capacity building and a continuation of project activities beyond the life of the project.

At the project inception, FAO in its capacity as the technical supervising entity, shall support the development of a detailed project implementation manual to ensure unhindered implementation and provide international best practices in project implementation. The project implementation manual will also include terms of references (TORs) for various PMU staff, the project steering committee, technical institutions and community level planning and implementation processes.

The ADB, as investment supervising entity, shall provide financial management support to the project and shall also provide financial and operational fiduciary support in accordance with the GAFSP guidelines. Projects funds shall be channelled to the district level using the established mechanisms, regulations and standards used by all international financial institutions and other partners. The fund transfer, procurement and monitoring will not only adhere to the regulations established by GAFSP but also by the international partners.

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## 2.5 AMOUNT OF FINANCING REQUESTED AND TIMEFRAME FOR IMPLEMENTATION

Table 8 presents details of budget by component and sub-component for the proposed GAFSP project. A **total of USD 20 million** has been requested in grant, which also includes **USD 200,000 for project preparation**. Table 8 also indicates 10% contribution from communities in civil works related to Kareez rehabilitation and flood protection infrastructure. Project costing is based on experiences from similar past and on-going projects. Component 1 costs are based on the costs of similar work conducted by the MRRD for Kareez rehabilitation and flood control infrastructure from 2018 and early 2019. The cost estimates of sub-component 1.2, i.e., small-scale on-farm water use efficiency, is based on similar projects implemented by MAIL and MEW. Component 2 and component 3 costs are based on the on-going and past HFLS and similar project experiences.

Table 11 presents a detailed budget for project preparation based on the project preparation schedule (Figure 9). The UN security regulations currently do not allow international staff to travel to rural areas without heavy security escort, which is considered inappropriate for community consultations and detailed design considerations. Therefore, national consultants have been considered to ensure adequate consultations with communities and local stakeholders as well as collect detailed information for design and costing purposes. National consultants will be trained in community consultation methodologies for both women and men, data collection and other necessary project area information. The national consultants will be provided with specific forms and list of detailed indicators for which field level data are critical. As suggested earlier, this methodology is based on past experiences with the preparation of large- scale projects and programmes.

Financing from the national government and international partners for the implementation of NCADPP, to which this project is a direct contributor has not been added in the cost table. This information is provided in Table 2 in section 1. Similarly, the MRRD plans to rehabilitate 108 Kareezes during 2019-20 and 9,262 Kareezes in subsequent years have not been included in the co-financing section of Table 8. The project implementation is planned over a period of **five years**. This will allow sufficient time for capacity development of both institutions and communities as well as meaningful participation of communities, tracing sustainability and impact.

The project budget level is based on the number of target districts and population. In case, GAFSP financing for the requested amount is not feasible, the number of districts and related costs will be adjusted accordingly.

**Table 7: Project budget by component and sub-component**

					in 000s US\$		
Components and Sub-Components	Units	Unit Cost	Quant.y	Total	Financing		
					GAFSP	Govt./3	Benef./4
<b>I. Sustainable Water Management and Flood Protection</b>							
1	Kareez Rehabilitation and rain water harvesting	Kareez	48	65	3,120	2,808	312
2	Small-scale irrigation and on-farm water use efficiency /1	Set	10	210	2,100	2,100	
3	Flood Protection and soil erosion control	LS/Distr	60	10	600	540	60
Total Component I.					5,820	5,448	372
<b>II. Livelihood Development, Market Linkages and Nutrition</b>							
1	Crop and Livestock Based Livelihoods Development	LS/Distr	1,000	10	10,000	10,000	
2	Food Processing and Marketing Support	LS/Distr	50	10	500	500	
3	Household Nutrition Education	LS/Distr	100	10	1,000	1,000	
Total Component II.					11,500	11,500	
<b>III. Project Implementation, Coordination and Monitoring</b>							
	Project staff, travel, monitoring and general management				1,400	1,400	
<b>Total component I + II + III.</b>					<b>18,720</b>	<b>18,348</b>	<b>372</b>
<b>FAO - Technical and Operational Oversight/2</b>							
	Implementation Support and reporting, International Consultant	LS			400	400	
	Capacity Development and technical oversight (FFS, Extension, traders)	LS			952	952	
	FAO Technical Assistance, @7% + 1 UN.				108	108	
Project Preparation Costs (Details provided separately)					200	200	
Total FAO TA costs					1,660	1,660	
<b>Total Project costs</b>					<b>20,380</b>	<b>20,008</b>	<b>372</b>
<ol style="list-style-type: none"> <li>The set includes -Solar panels, raingun X 2, 5/7HP pump , 3" HDPE Pipe 4-6kg Pressure/cm + rehab small irrig sche One set is given to a group of 20 households in the rehabilitated Kareezes.</li> <li>FAO shall support project planning, monitoring, implementation oversight, reporting and review of technical substance of capacity development.</li> <li>The government contribution is highlighted to similar interventions under CADNPP budget.</li> <li>beneficiary contribution has been agreed with MRRD for all rural infrastructure and 10% is now a norm.</li> </ol>							

Annex 3.a. lists selected on-going projects in support of NCADPP and the agriculture sector in general by donor and sub-sector. The total budget of on-going projects amounts to USD 732 million. Out of this total, the Government of Afghanistan has committed a total of USD 219 million (30% of total). All commitments are grants by a large number of donors. Annex 3.b. lists recently completed projects by donor, sector and budget. The total budget of the recently completed agricultural sector projects amount to about USD 1.7 billion. The Government of Afghanistan contributed USD 706 million (42% of the total). The donors and their implementing partners have considered almost all completed projects satisfactory despite significant security and climate related risks and threats in the country. The two lists do not include projects implemented by MRRD on rural infrastructure, including Kareez rehabilitation and flood control structures.



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## PREFERRED SUPERVISING ENTITY

The Government of Afghanistan has identified the Asian Development Bank (ADB) and FAO as the preferred supervising entities. The ADB has been selected as the Investment Supervising Entity (ISE) to administer the investment cost equivalent to USD 18.35 million. ADB has been a key contributor to the National Peace and Development Framework (ANPDF) and related priority programs with the main goal of fostering sustainable economic growth and poverty alleviation. After nearly two decades of hiatus (1980-2001), ADB and other international partners have accelerated their efforts to support the rehabilitation and development agenda. In this regard the ADB has invested USD 963.1 million in loans and USD 3.6 billion in grants since recommencing its engagement in Afghanistan. The ADB has committed continued focus on agriculture, natural resource management, transport and energy as well as institution development and reform. The agriculture sector investments by ADB have been considered highly successful, in particular interventions in sustainable water management and crop production among others.

The Food and Agriculture Organisation of the United Nations (FAO) has been selected as the Technical Supervising Entity (TSE) to administer the equivalent of USD 1.66 million for technical assistance (TA). Out of this total USD 200,000 has been allocated for project preparation purposes (see Table 11 for details). FAO will follow its own policies and procedures to utilise the requested budget for the project TA purposes. FAO has been operating in Afghanistan throughout its tumultuous recent history and has a fully staffed representation office within the MAIL premises. The main counterparts of FAO are: MAIL, MEW, MoPH, MRRD, ANDMA, the Ministry of Trade, and NEPA. Over the past five years, FAO-Afghanistan has implemented a large number of projects with an aggregate financial worth of USD 170 million, an average of about USD 28.3 million per year. Sustainable water management, flood control, irrigation modernisation, natural resource management, sustainable crop and livestock development, seed systems development and household food security among others have been the main foci of the organisation's efforts in Afghanistan. The design of the proposed project is based on FAO experience from these projects. The project design has specifically benefited from lessons learned from several projects, including:

1. On-Farm Water Management Project (Financed by the WB/ARTF, 2011-2019),
2. Household Food and Livelihood Security projects (HFLS), financed by the Government of Luxembourg, the Italian Cooperation, the Swiss Development Cooperation (SDC) and the Government of Germany – 2006-2021),
3. Reducing GHG emissions by promoting community forestry, removing barriers to sustainable biomass energy and laying the groundwork for climate change mitigation (Global Environment Facility (GEF), 2016-2020),
4. Afghanistan soil information system (AfSIS, FAO 2017-2019),
5. Promoting Value Chain in Western Afghanistan (USAID, 2017-2022),
6. Community-based sustainable land and forest management in Afghanistan (GEF, 2016-2020).

FAO-Afghanistan has five regional offices in Kabul, Balkh, Kandahar, Nangarhar and Herat provinces and has three provincial offices in Bamyan, Kapisa and Badakhshan provinces. FAO-Afghanistan strives to bring international technical experiences to Afghanistan in accordance with the National Priority Programmes

of GoIRA, the Country Programme Framework (CPF), and the UN Development Assistance Framework (UNDAF). Current FAO support includes (i) sustainable natural resource management; (ii) support to governance, institutional reform and policy; (iii) technical support to sustainable water management, including use efficiency, governance and water management; (iv) development of value chain and sustainable agricultural development; (v) household food and livelihood security; and (vi) emergency preparedness and response, including early warning system, and rehabilitation. Therefore, the proposed project components are not only part of the FAO mandate but also included in the CPF, which is itself based on national priorities. In addition, FAO's decentralised offices and accumulated experience throughout the selected project areas will be highly valuable throughout the project design and implementation process.

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## 2.6 POST PROJECT SUSTAINABILITY AND EXIT STRATEGY

The project design and proposed activities and implementation modality are based on government policies, strategies and plans. This proposal has been prepared in full consultation with key staff of MAIL and MRRD at central and provincial level as well as communities (see Section 2.8 and Annex 2). Key institutions from MAIL and MRRD as well as communities through the CDC structure and farmer organisations shall be active partners and directly responsible for project preparation, implantation planning, implementation and monitoring. Such level of participation throughout the project cycle is highly likely to engender ownership and ensure sustainability and successful exit strategy.

Sustainable Kareez rehabilitation, flood control and water harvesting (component 1) are part of the MRRD annual priority plan, which attracts significant resources from the national budget and grant contribution from international partners. Kareez user association and community engagement in the area selection and the participation of communities in the operation and maintenance of relevant structures shall ensure ownership and related rights and obligations. The project financing for this component is part of an ambitious national plan and strategy for Kareez rehabilitation and water management in general as well as flood control and water use efficiency in agriculture. The Kareez Rehabilitation Guidelines suggests that prior to rehabilitation of any Kareez, user association including men and women have to be formed and a five-year plan agreed upon to maintain the rehabilitated Kareez. Furthermore, communities are expected to make in-kind contributions to the construction of water management infrastructure, which is key to post-project sustainability. No structures will be built without the full engagement and contribution of communities. Experience from similar projects indicate that communities take over the ownership, operation and maintenance of built infrastructure as soon as they are built. The exit strategy is, therefore, built into the design of the project.

Under the second component, the main focus is on capacity development and a one-time input provision to only 0.2 ha of land per farmer. Farmers are expected to contribute from their own resources to the rest of their holdings if they have more land. Households are also expected to contribute in kind (labour and local construction material) to the construction of green houses and mushroom production as well as some locally available inputs. Much of the sustainable farming systems and efficient water use in agriculture depends on collective decisions among farmers. This is facilitated by developing CIGs, which would not only encourage collective and informed decision-making but will also enhance a sense of

cooperation among farmers beyond the life of the project. This has been successfully experienced with CIGs in at least 30 districts through a number of projects implemented by FAO and MAIL over the past 14 years.

The project provides capacity to extension workers in the districts who are regular government employees with terms of references to provide extension services to farmers. The project is merely supporting this process by enabling the extension workers to effectively provide the required support. The FLRC and extension support will continue after the life of the project and demand for extension services will rise because the CIGs will continue to request such services beyond the life of the project. Technical and mobility support provided to the extension services at district level, within the scope of MAIL strategy and plan, is expected to ensure the continuity of extension services to farmers. Costs associated with the provision of extension services, after the FLRCs are established and extension workers are provided with adequate capacity, are not significant and already part of the MAIL budget. Furthermore, a more proactive approach and some minor incentives to farmers are necessary when a new technology is introduced.

Critical farm inputs provided to farmers to adopt climate-resilient farming practices and seed varieties are highly negligible, amounting to about USD150 per farmer on average. However, the inputs are a good incentive to farmers to test and adopt the intended technologies, participate in the training courses and come together as a group. The small parcels of land (0.2 ha) for which inputs are provided will also serve as a testing ground for farmers. It would not be realistic to assume that farmers will adopt new farming systems and crop varieties on all of their land overnight, which would certainly be a high-risk endeavour and contrary to the risk-averse nature of most traditional farmers. Given the negligible incremental costs of adopting the new technologies, it is more likely that farmers will adopt and expand the intended technologies beyond the life of the project.

The PMU for this project has deliberately been kept very small, as much of the technical work and implementation will be carried out by relevant MAIL and MRRD departments, in particular the Extension Department at district level for MAIL and the Regional Programme Units of MRRD at province and district levels. MAIL, MRRD and other stakeholder institutions will be able to institutionalise most of the project activities. This is because the envisaged activities are part of their plans and their staff are involved in the planning and implementation of the project activities at all levels. Furthermore, communities through the CDC structure are direct participants in the design, planning, implementation and monitoring of the project activities. This ensures a smooth exit and continuation of activities beyond the life of the project.

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## 2.7. RISK AND RISK MANAGEMENT

The potential risks and mitigations associated with the project implementation and its sustainability was discussed in some detail in two separate occasions during the formulation of this proposal first in Late June 2019 and subsequently in late August 2019. Participants in both workshops included key staff from MAIL and MRRD as well as a number of participants from the Kabul University, GIZ and project staff from FAO, WB and IFAD among others (See Annex 2 for more details). Both workshops discussed risks and mitigation measures based on experiences from other projects in the project area, which enriched the discussions and focused on key issues. The discussions in workshop was not only for risk assessment and

mitigation but also included discussions on the overall design, implementation arrangements, budget, area selection, gender and social inclusion as well as monitoring and learning. The second workshop in August 2019 reviewed the identified risks and mitigation measures and a final summary list was agreed among participants. Table 8 presents the summary of key risks, the likelihood of their occurrence, impact potential, mitigation measures and mitigation owner. The table format is relatively different from the recommended format simply because the identified risks are relevant to all components and additional information was deemed necessary.

The proposed mitigation measures are part of the project design and based on experiences from a number of projects, in particular the Kareez Rehabilitation Plan, 2017-2021 and the multi-donor HFLS projects over the past 12 years.

**Table 8: Key risks, likelihood of their occurrence, impact potential, mitigation measures and mitigation owner**

<b>Risk statement</b>	<b>Likely Impact/1</b>	<b>Likelihood/2</b>	<b>Mitigation Measures</b>	<b>Action owner/3</b>	<b>Target date</b>
<p><b>1. Deteriorating security situation:</b> Armed non-state actors make inroads or take over the project districts.</p>	MH	ML	Implementation plan is altered (method and/or schedule) to suit local conditions. Communities (CDCs) are given additional role to implement, training conducted in neighbouring districts.	Project staff, Steering Committee	Regular Monitoring
<p><b>2. Reduced access to project areas:</b> Road conditions, insecurity and/or criminality hamper access.</p>	L	M	Increase the role of communities (CDCs) to transport purchased inputs, use alternative routes to access districts, use neighbouring districts for training	Project staff, Steering Committee	Regular Monitoring.
<p><b>3. High turnover of district and provincial MAIL and MRRD staff:</b> The last few years have seen frequent turnovers particularly at district and provincial levels.</p>	MH	ML	MAIL and MRRD have recently replaced key provincial and district staff, following an assessment process to select candidates on merit. Include provincial staff in TOT training to replace district extension workers in case some leave.	MAIL, MRRD and Project staff	Inception Report and Regular Monitoring.
<p><b>4. Low capacities of subnational institutions:</b> Provincial and district level institutions have low technical, planning and management capacities, which may compromise project delivery.</p>	MH	MH	This risk is highly likely, but will be addressed directly by the project. The project focuses on developing capacities of provincial and district staff from MAIL and MRRD.	PMU, MAIL and MRRD	Inception Report and Regular Monitoring

<p><b>5. Political crisis:</b></p> <p>The political situation in the country deteriorates and hinders the implementation of reforms.</p>	MH	ML	Potential political crisis at the central level is unlikely to have highly significant impact on district level activities. The project, in addition to working with extension workers, also directly targets farmers and their institutions. The project can achieve its goals even without significant intervention from the centre.	PMU, MAIL and MRRD	Regular Monitoring
<p><b>6. Financial mismanagement:</b></p> <p>Incentives for financial mismanagement seems to be high and is a risk to most initiatives in the country.</p>	MH	ML	All financial transactions and fiduciary aspects are managed by ADB, technical and operational oversight is managed by FAO, which shall minimised all such risks systematically and building on their long operational history in the country.	PMU, SC, ADB and FAO	Financial reports and monitoring
<p><b>7. Lack of Kareez and flood control structure maintenance:</b></p> <p>Kareez and water management infrastructure are not maintained after rehabilitation.</p>	MH	ML	Communities contribute to rehabilitation costs, a detailed and binding plan for maintenance and use is agreed with communities prior to rehabilitation, Kareez user association is established with clear rights and obligations.	PMU, MRRD	Annual work plan, PMU and CDC monitoring reports
<p><b>8. CIGs don't remain active after the end of the project:</b></p> <p>Once the project's support ends, farmers will no longer engage in CIGs.</p>	MH	ML	The group common asset in the form of a revolving fund under their management and strict agreed rules and regulations as well as oversight from extension officers ensures continued interest.	PMU, MAIL	MAIL, PMU and CDC monitoring reports
<p><b>9. Natural hazards (drought, floods, earthquakes):</b></p> <p>Highly likely are droughts, floods, landslides. Severe drought, has been reported once every 3 years over the recent past as compared to historic average of one in 15-20 years.</p>	H	M	Prioritise flood protection infrastructure in project areas; avoid high investment in flood prone areas, ensure contingency plans for drought management of Kareez rehabilitation is part of the 5-year management plan by communities	PMU, MAIL and MRRD	Annual work plan, Regular Monitoring
<p><b>10. Discrimination by gender and social groups:</b></p> <p>Impediment of access to and involvement of women by local customs and strongmen.</p>	MH	ML	Target specific livelihoods that are of direct relevance to women and allocate a minimum of 30% participation for women.	PMU, CDC, MAIL, MRRD, FAO	Annual planning and Regular PMU,

			Recruit female social mobilisers from the same villages to work with women and ensure their concerns and priorities are regularly reflected in the project plan and monitoring.		Female CDC Monitoring
<b>11. Lack of market for livelihoods:</b> Project participants (CIGs) are unable to market their produce.	MH	M	Select livelihoods with potential accessible markets; assess the relevant market capacity before making a decision on the type and number of livelihoods to be supported under the project.	PMU, MAIL and FAO.	Inception report, annual plans and monitoring
<p>1. Impact if the risk was to happen, H= high, MH=medium high, M=medium, ML=medium low</p> <p>2. Likelihood of the risk occurring</p> <p>3. Unit or person to monitor the risk and adopt mitigation measures.</p>					

## 2.8. CONSULTATION WITH LOCAL STAKEHOLDER AND DEVELOPMENT PARTNERS

Annex 2 presents a summary of the consultations with various stakeholders, including MAIL, MRRD, MoPH, the Afghanistan Food Security and Nutrition (AFSeN) Initiative Secretariat, MEW, ANDMA and a number of international partners at central and provincial levels. Consultations were also held with communities and community organisations, particularly with Male and Female CDCs in several provinces. Separate consultations were held with men and women groups and individuals using participatory rural appraisal (PRA) and key-informant methods.

The formulation team held individual meetings with key staff from MAIL, MRRD, MEW, ANDMA, Kabul University, FAO country staff and other stakeholders in Kabul in June 2019. The individual meetings were followed by a one-day workshop with participants from the same institutions in addition to participants from GIZ, IFAD, WB-financed project staff and a number of other stakeholders. Discussions focused on the scope and objectives of GAFSP and related project experiences in MAIL, MRRD and other institutions. The workshop concluded with the following key decisions:

- The HFLS project approach has been one of the most effective in addressing extreme poverty and food insecurity;
- The approach has been particularly successful in targeting the most food insecure and vulnerable, in particular women and other socially and economically disadvantaged groups;
- The GAFSP project design should build on the HFLS approach and adopt its successful aspects;
- Without water, in some locations, agriculture is nearly impossible. Lack of water for both agriculture and human/livestock consumption has already made many households internally displaced. The proposed GAFSP project should also focus on Kareez rehabilitation and small-scale flood protection and irrigation infrastructure.
- The project should focus on a few provinces/districts with high levels of food insecurity and vulnerability among the population to ensure impact and sustainability.

A subsequent workshop was organised in late August 2019 to present the first draft of the proposal and solicit stakeholder views, comments and suggestions. The workshop was attended by the same institutions but included more staff, who carefully deliberated on the project components, key activities as well as implementation arrangements. The workshop made the following suggestions, which were subsequently reflected in the proposal.

- Increase the number of social mobilisers to ensure and encourage women participation beyond 30%;
- The provincial unit of Home Economy Directorate of MAIL should be an active partner in the implementation of the project, in particular through the female social mobilisers in support of nutrition education, household food processing and supporting female CIGs;
- Reduce the number of components by merging some key activities and dropping some issues to ensure project focus and simplicity in the design and implementation;
- Ensure that the components are inter-related and activities are planned jointly in the same areas;
- The project steering committee (PSC) should ensure cross-ministerial coordination and address key policy and implementation bottlenecks;
- Ensure that relevant departments in MAIL and MRRD are actively involved in the project implementation.

The proposal formulation team, primarily the national consultants, visited a number of districts in three provinces. The team consulted with provincial and district level public, private and civil society institutions. These consultations were held between June and August 2019. Extensive meetings and discussions were held with the Provincial Development Committee (PDC) members, which include all public institutions, civil society organisations and international partners that are active in the province. Separate meetings were held with key staff from the Provincial Department of Agriculture, Irrigation and Livestock (PAIL) and the Provincial Department of Rural Rehabilitation and Development (PRRD). The team also consulted groups as well as individual men and women in the districts with a view to understand the underlying causes of poverty and food insecurity as well as suggestions on how to address key factors contributing to food insecurity in rural areas.

Key recommendations and conclusions from these consultations include:

- Water management is key to agriculture and living in some districts. The internally displaced population (IDPs) are not able to return to their villages if water supply sources, in particular Kareez, are not rehabilitated;
- Direct targeting in support of livelihoods for both men and women are necessary to sustainably address poverty and food insecurity;
- It is necessary to support men and women separately as local traditions and customs do not allow the genders to mix. Besides, the division of labour in the villages has defined separate livelihoods for men and women;
- Women are able to participate in projects under severe conditions but the project approach should accommodate local customs and traditions to allow for meaningful participation by women;
- Skill development is necessary for sustainable eradication of poverty and food insecurity.

The aforementioned recommendations from various stakeholders including public institutions, civil society institutions, communities and civil society organisations have informed the design of this proposal. Furthermore, key technical officers in MAIL and MRRD as well as relevant FAO technical officers in the Regional Office for Asia and the Pacific (RAP) and HQ critically reviewed the proposal.

## 2.9. DETAILED PLAN FOR PREPARATION

Project preparation is expected to commence with technical support from FAO as the Technical Supervising Entity (TSE) and the ADB as the Financial Supervising Entity (FSE). H.E. the Minister of MAIL and H.E. the Minister of MRRD have shown keen interest in the project and are both closely following developments. Both ministers had assured the Proposal formulation team of ‘any support needed to successfully submit the proposal and subsequently initiate project preparation’. Table 9 lists the names of staff from both ministries, MAIL and MRRD, to support the project preparation process. In addition to the list provided in the table, both ministries have committed to make their technical staff at central, provincial and district levels as and when required.

**Table 9: key Liaison and Technical Focal Points for Project Preparation in MAIL and MRRD**

Name	Current Title	Role
Mr. Shakib Sharifi	Director General of Policy and Planning, MAIL	Lead MAIL technical preparation team and liaison with MRRD, AFSeN and other ministries and institutions
Mr. Hamdullah Hamdard	Director General of Extension, MAIL	Lead MAIL technical preparation team (agronomy, irrigation, extension and markets)
Mrs. Nazeera Rahman	Director of Home Economy, MAIL	Lead MAIL technical preparation team (nutrition education, social mobilisers and female CIGs)
Mr. Baryalai Helali	Director, Regional Programs, MRRD	Lead MRDD technical preparation team and liaison with MAIL and other ministries and institutions
Mr. Rafiullah Stanikzai	Head of Kareez Department, MRRD	Lead technical team for Kareez rehabilitation and flood control infrastructure
Mr. Javid Shirzad	Deputy Programme Director, MRRD	Lead technical team water management and infrastructure
Mr. Habib Khan	Water Sector Specialist, MRRD	Key water management specialist



Figure 9 provides schedule for the project preparation process. Month-1 shall be triggered as soon as the project proposal is approved and FAO is accordingly informed.

**Figure 9: Project Preparation Schedule**

Activities	Responsible Person/Unit	Months				
		1	2	3	4	5
<b>Pre-appraisal</b>						
Development of TORs for Nat. & Int. Consultants	RAP	■				
Recruitment of National Experts	FAOR		■			
Recruitment of International Experts	RAP		■			
Training of National Consultants on Appraisal methodology and expected outputs	RAP		■			
<b>Appraisal and Field Wrok</b>						
Field visits and appraisal	National Cons		■	■		
Preparation -1st mission	Int. Cons		■	■		
Consolidation and analysis, 2nd mission	Int. Cons/RAP			■		
<b>Appraisal Report and Analysis</b>						
Drafting Detailed Appraisal Reports	Int. Cons/RAP			■	■	
<b>Review and Finalisation</b>						
Review by RAP Technical Teams	RAP				■	
Review by GAFSP HQ Team					■	
Finalisation of the consolidated GAFSP Proejct document.						■
<b>Submission to GAFSP</b>	HQ/RAP					■

Table 10 presents a detailed budget for project preparation based on the project preparation schedule presented in Figure 9.

**Table 10: Detailed Costs for Project Preparation, in USD**

Items	Units	Unit Cost	Quantity	Total
<b>RAP-Staff</b>				
Team Leader	MD	1,005	40	40,200
Project Analyst (Agric. Economist)	MD	783	5	3,915
Water and Irrigation Expert	Man Day	1,134	5	5,670
Gender and Social Inclusion	MD	1,005	5	5,025
<b>International Consultants, Remuneration</b>				
Project Analyst (Agric. Economist)	MD	500	35	17,500
Water and Irrigation Expert	MD	500	30	15,000
Agriculture expert (Agronomist/horticulture)	MD	500	30	15,000
Rural Institutions/Extension	MD	500	30	15,000
<b>Total Internatioanl Consultants &amp; Staff</b>				<b>117,310</b>
<b>Travel RAP-Staff/1</b>				
International Travel X2 per expert.	Ticket	2,500	2	5,000
DSA	MD	162	30	4,860
Hazard payment	MD	53	30	1,590
<b>Travel International Experts</b>				
International Travel	Ticket	2,000	4	8,000
DSA	MD	162	60	9,720
Hazard payment	MD	53	60	3,180
<b>Total Travel Int. Experts</b>				<b>32,350</b>
<b>National Experts, Remuneration</b>				
Water Infrastructure engineer	MD	120	30	3,600
Irrigation Expert	MD	120	30	3,600
Agronomist	MD	120	30	3,600
Agricultural Economist/proeject	MD	120	30	3,600
Task Coordinator (FAO-AF)	MD	120	40	4,800
<b>Total National consultants</b>				<b>19,200</b>
<b>Travel National Experts</b>				
DSA Consultants	MD	60	100	6,000
DSA FAO/Govt. Staff/2	MD	60	100	6,000
Transportation (2 Cars for 30 days)	P-Month	3,000	2	6,000
<b>Total Nat. Expert Travel</b>				<b>18,000</b>
Other Costs (workshops, translation/interpretation, Editor	LS			13,000
<b>Total Formulation Costs</b>				<b>199,860</b>

## PART 3. SUPPORTING DOCUMENTATION AND ANNEXES

### ANNEX 1: PROJECT LOGFRAME/RESULTS FRAMEWORK AT PROPOSAL STAGE

Hierarchy of objectives Strategy of Intervention	Key Indicators	Data Sources Means of Verification	Assumptions
<b>Impact (Overall Goal)</b>	<b>Impact Indicators</b>		Security does not deteriorate and other natural disasters do not derail project activities.
Improved food security and resilience among some of the poorest and vulnerable households in selected districts in Afghanistan.	<ul style="list-style-type: none"> <li>- At least 20% of the population of 10 districts have improved access to water for agriculture, livestock and human consumption;</li> <li>- At least 20 % of households in 10 districts have improved and diversified their livelihoods, sources of income and nutrition by the end of the project;</li> <li>- Extension workers in 10 districts have improved capacity to deliver services in coordination with other institutions</li> </ul>	Project Monitoring reports CDC monitoring reports	
<b>Outcomes</b>	<b>Outcome Indicators</b>		<b>External Factors (Assumptions &amp; Risks)</b>
Outcome 1.1 Target households have access to adequate and reliable water for irrigation, domestic use and livestock.	<ul style="list-style-type: none"> <li>- 13,300 households have improved access to water for domestic, livestock and irrigation purposes</li> </ul>	Project monitoring and progress reports	Successive and severe droughts are limited and insurgents do not target the rehabilitated Kareezes.
Outcome 1.2. Key assets in 10 districts are protected from potential flood damages	<ul style="list-style-type: none"> <li>- 10,000 households benefit from more secure flood control infrastructure</li> </ul>	Project monitoring and progress reports	The severity of flood is not significantly above the recently recorded levels
Outcome 2.1: Target households in the selected districts are more productive, resilient and better linked to markets	<ul style="list-style-type: none"> <li>- Target households increase returns to their livelihoods by at least 50% compared to baseline by the second year of project.</li> <li>- Target livelihoods are linked to markets and households are able to sell their surplus produce to markets.</li> </ul>	Progress reports	Security situation remains stable and no major natural disaster affects the project area.

Outcome 2.2: Subnational institutions have developed their capacities and deliver improved services		<ul style="list-style-type: none"> <li>- Target households express at least 80% satisfaction for the extension services received compared to baseline.</li> <li>- District level institutions from MAIL, Ministry of Education, MRRD and MoPH coordinate their plans and share information at district level.</li> </ul>	<p>Perception survey</p> <p>Progress reports</p>	MAIL, MRRD and other Public institutions provide the necessary collaboration through the PDC and DDC structures.
<b>Outputs (per outcome)</b>		<b>Output Indicators</b>		
<i>Outcome 1.1 Target households have access to adequate and reliable water for irrigation, domestic use and livestock</i>				
Output 1.1.1	- Kareezes are rehabilitated in 10 districts	<p>By the end of the project life:</p> <ul style="list-style-type: none"> <li>- 65 Kareezes are rehabilitated,</li> <li>- User associations are established and trained</li> <li>- 5-year Kareez maintenance and use plan is developed with monitoring framework</li> <li>- Deep tube-wells are banned in the Kareez command area and water table in the Kareez catchment and command area improves by at least 20 cm</li> </ul>	<p>Project monitoring and progress reports</p> <p>CDC monitoring reports</p>	<p>Communities are willing to in-kind contribution to the rehabilitation costs and sign up to the 5-year maintenance and management plan.</p> <p>Communities are able to ban tube-wells in the Kareez command area</p>
Output 1.1.2	Irrigation water use efficiency improved	<p>By the end of the project life:</p> <ul style="list-style-type: none"> <li>- 210 solar powered irrigation technology are established serving some 5,250 households</li> <li>- Crop yields double among 13,300 households</li> </ul>	<p>Project monitoring and progress reports</p> <p>CDC monitoring reports</p>	Farmer groups (CIGs) are willing to adopt and maintain the technology
<i>Outcome 1.2. Key assets in 10 districts are protected from potential flood damages</i>				
Output 1.2.1	Flood control structures are established in at least 20 different locations in 10 districts.	<p>By the end of the project life:</p> <ul style="list-style-type: none"> <li>- 10 medium sized community-selected flood control structures are established in 10 districts;</li> </ul>	<p>Project monitoring and progress reports</p> <p>CDC monitoring reports</p>	Communities accept to contribute to the infrastructure costs (in-kind) participate in planting and undertake to look after the

		<ul style="list-style-type: none"> <li>- At least 0.5 million trees are planted in selected areas with a community owned management plan ( to serve as biological control of floods. soil erosion and mudslides)</li> </ul>		<p>structures and planted trees.</p> <p>Severe and unexpected climate disasters do not occur</p>
<p><i>For outcome 2.1: Target households in the selected districts are more productive, resilient and better linked to markets</i></p>				
Output 2.1.1	Households adopt improved production and processing technologies and practices.	<ul style="list-style-type: none"> <li>- 30,000 households (210,000 people, roughly 20% of the target district population) receive 10 trainings each on improved technologies in production and processing by year 3 of the project.</li> <li>- At least 30% of the beneficiaries are women.</li> <li>- 20% of the target district households (male and female) receive a one-off input packages for crop and livelihood diversification and climate-resilient farming systems</li> <li>- The CIG income increase by at least 50% compared to baseline</li> </ul>	Project monitoring and progress reports CDC monitoring reports	Target households are able to participate in FFS and access to markets is not hampered by security and natural disasters.
Output 2.1.2	Agricultural households organise themselves in Common Interest Groups (CIGs) and linked to markets	<p>By the end of the project life:</p> <ul style="list-style-type: none"> <li>- At least 20% (30,000 hh) of the target district households (at least 30% women) are organised in CIGs and trained in group management, planning, market access and financial management</li> <li>- At least 60% of CIG members complete literacy classes with MOE curricula</li> <li>- At least 80% of the CIGs re-invest the initial input capital 3 times during the life of the project.</li> <li>- A mobile application is developed to link CIGs</li> </ul>	Project monitoring and progress reports CDC monitoring reports	MAIL registers CIG as a legal entity. MRRD and MAIL representatives collaborate to ensure timely intervention.

		<p>with traders, providing key information for market engagement.</p> <ul style="list-style-type: none"> <li>- At least 20 market fairs are organised at province level</li> <li>- Training and access to improved technologies are provided to at least 20 food processing SMEs.</li> </ul>		
Output 2.1.3	Households improve their nutrition, sanitation and child-care.	<p>By the end of the project life:</p> <ul style="list-style-type: none"> <li>- 100 female volunteer social mobilisers are recruited and trained in nutrition education, sanitation and childcare, in particular infant nutrition.</li> <li>- At least 20% of the district households receive information on nutrition, sanitation, childcare and improved food recipes.</li> <li>- At least 20% of women in the target districts are aware of access to public services (education, health, legal issues and others)</li> </ul>	<p>Project monitoring and progress reports CDC monitoring reports</p> <p>Perception survey</p>	Female students and other educated women agree to become social mobilisers under the MAIL internship programmes – these could be students or newly graduates from the target villages – and would work part-time among the target communities.
<i>For outcome 2.2: Subnational institutions have developed their capacities and delivers improved services</i>				
Output 2.2.1	District and provincial staff of MAIL and MRRD learn and transmit improved technical knowhow to households in target districts.	<ul style="list-style-type: none"> <li>- At least 80 MAIL staff at provincial and district levels (extension workers) receive training of trainer (TOT) courses in improved production and processing technologies, group management (accounting, planning and marketing) among others by year 2 of the project.</li> <li>- At least 20 MRRD provincial staff are trained in Kareez rehabilitation, management, water</li> </ul>	<p>Project monitoring and progress reports CDC monitoring reports</p>	<p>MAIL provides the required support and the Extension Department remains fully engaged.</p> <p>MRRD at provincial level remains fully engaged with the project plan.</p> <p>The District has appropriate land to establish extension demonstration site.</p>

		<p>harvesting and flood control using TOT by year 3 of the project.</p> <ul style="list-style-type: none"><li>- Support to mobility and training facilities are provided to MAIL and MRRD structures in 10 districts.</li><li>- At least 10 extension demonstration sites are established by year 3 of the project as part of the MAIL extension strategy for FLRCs.</li></ul>		
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## **ANNEX 2: CONSULTATION REPORT**

A consultation report summarizing the key decisions and recommendations of the workshops, as well as the process, key finding and recommendation of the community consultations held for the proposal preparation is attached as a separate document, Annex 2 : Institutional and Community Consultation Summary Report. This summary report also provides a list of the various stakeholders engaged in the consultations.



## ANNEX 3: KEY ON-GOING AND RECENTLY COMPLETED PROJECTS BY DONORS

**Appendix 3.a. On-going Projects in support of CADNPP, by donor source and subsector, 2017-2021 in USD million**

Sources	Expenditure by Sub-Sector								TOTAL
	Irrigation	Wheat (& other Cereals)	Horticulture	Livestock	Natural Resources Management	Food & Nutrition Security	Institutional Reform	Integrated Pest Management	
WB		30.00		190.00					220.00
Afg.Govt	6.00	51.68	13.00	15.00	60.94	51.90	2.20	18.00	218.72
DFID					56.00				56.00
IFAD						54.80			54.80
JCA/JPN	14.92			16.70		0.60	13.00		45.22
UTF/AFG	35.25			8.50		0.90			44.65
ADB						41.00			41.00
USAID			19.00			0.55			19.55
GFF			10.50						10.50
SWI						7.00			7.00
SWE			4.40						4.40
EC							2.8		2.80
LUX						2.12			2.12
GER						1.37	0.60		1.97
FAO/TCP						0.30	0.64		0.94
India						0.90			0.90
FRA			0.60						0.60
MUL						0.28			0.28
GCR						0.28			0.28
<b>Total Committed</b>	<b>56.17</b>	<b>81.68</b>	<b>47.50</b>	<b>230.20</b>	<b>116.94</b>	<b>162.00</b>	<b>19.24</b>	<b>18.00</b>	<b>732</b>

**Appendix 3.b. Recently completed projects by financial source and sub-sector, in USD Million**

Sources	Expenditure by Sub-Sector								TOTAL
	Irrigation	Wheat & other Cereals	Horticulture	Livestock	Natural Resources Management	Food & Nutrition Security	Institutional Reform	Integrated Peast Management	
Afg.Govt	6.00	51.68	469.48	103.04	0.34	57.10	0.25	18.00	705.89
WB	45.00	67.25		190.00					302.25
SAARC			0.72			267.33			268.05
DFID				69.69	56.00				125.69
IFAD				58.00		54.80			112.80
ADB	47.40					41.00			88.40
European union						22.01			22.01
JFPR/ADB						18.50			18.50
GEF/UNDP					11.03				11.03
India						8.99			8.99
AFD			6.40	0.93					7.33
DEN			3.40						3.40
Italian Cooperation						3.06			3.06
USAID				2.50		0.55			3.05
CHA				2.00					2.00
FAO/TCP				0.50	0.40		1.07		1.97
706			1.74						1.74
CHG			1.50						1.50
ROK			1.00						1.00
BEL			0.30						0.30
WFP						0.02			0.02
<b>Total Committed</b>	<b>98.40</b>	<b>118.93</b>	<b>484.54</b>	<b>426.66</b>	<b>67.77</b>	<b>473.36</b>	<b>1.32</b>	<b>18.00</b>	<b>1,689</b>