



Food and Agriculture
Organization of the
United Nations

COUNTRY PROGRAMMING FRAMEWORK (CPF)
2012-2015
FOR
AFGHANISTAN

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Abbreviations

ACCI – Afghanistan Chamber of Commerce & Industries

ADAM – FAO Agriculture Development Assistance Mapping

ADB – Asian Development Bank

AISA – Afghanistan Investment Support Agency

ALA – Afghanistan Land Authority

AIMS – Afghanistan Information Management Services

AKF – Australian Koala Foundation

ANDMA – Afghan National Disaster Management Authority

ANDS – Afghanistan National Development Strategy 1387-1391 (2008-2013)

ANSA – Afghanistan National Standard Authority

ANSOR – Afghanistan NGO Safety Office (ANSO) report

APP – Agriculture Production and Productivity Programme (NADF)

ARD – Agriculture and Rural Development

ARDSS – Agriculture and Rural Development Sector Strategy

ARIA – Agriculture Research Institute of Afghanistan

ARTF – Afghanistan Reconstruction Trust Fund

CARD – Comprehensive Agricultural Rural Development

CARD-F – Comprehensive Agricultural Rural Development Facility

CCA – Common Country Assessment

CDCs – Community Development Councils

CERF – Central Emergency Response Fund

CGIAR – Consultative Group on International Agricultural Research

CIFOR – Centre for International Forestry Research

CIMMYT – International Maize and Wheat Improvement Centre

CIRAD – Centre de coopération internationale en recherche agronomique pour le développement

CPF – Country Programming Framework

CSO – Afghan Central Statistics Office

CSOs – Civil Society Organizations

CWP – Country Work Plan

DAD – Development Assistance Database Afghanistan

DAIL – provincial Directorate for Agriculture, Irrigation and Livestock

DBS – Direct Budget Support

DDA – District Development Assemblies
DMIS – Disaster Management Information System
DSS – Decision Support System
EHRI – Emergency Humanitarian Response Initiatives
EPAA – Export Promotion Agency of Afghanistan
ERCU – Emergency and Rehabilitation Coordination Unit of FAO in Afghanistan
E&R – Emergency and Rehabilitation
EU – European Union
FAO – Food and Agriculture Organization of the United Nations
FEWS NET – Famine Early Warning System Network
FMD – Food and Mouth Disease
FNS – Food and Nutrition Security
FSAC – Afghanistan Food Security and Agriculture Cluster
FY – Fiscal Year
GDP – Gross Domestic Product
GEF – Global Environment Facility
GFSC – Global Food Security Cluster
GF-TAD – Global Framework for the Progressive Control of Transboundary Animal Diseases
GIS – Geographic Information System
GLEWS – Global Early Warning System for Animal Disease including Zoonoses
HPAI -- Highly Pathogenic Avian Influenza
IARCs – International Agricultural Research Centres of CGIAR
ICARDA – International Centre for Agricultural Research in the Dry Areas
ICDN – Integrated Community Development in Northern Afghanistan
IAS – Irrigation Associations
ICDN – Integrated Community Development in Northern Afghanistan
ICIMOD – International Centre for Integrated Mountain Development
IDS – Integrated Dairy Schemes
IEE – FAO Independent External Evaluation
IFAD – International Fund for Agricultural Development
ILO – International Labour Organization
ILRI – International Livestock Research Institute
IMF – International Monetary Fund

IOM – International Organization for Migration
IPM – Integrated Pest Management
ISAF – International Security Assistance Force
ISE – Improved Seed Enterprise
ISF – Integrated Strategic Framework
or
ISF – International Seed Federation
ISTA – International Seed Testing Association
ITSSF – Integrated Trade and SME Support Facility
IUCN – World Conservation Union
IUFRO – International Union of Forest Research Organizations
IWRD – Integrated Water Resource Development
IWRM – Integrated Water Resource Management
JCMB – Joint Coordination and Monitoring Board
JICA – Japan International Cooperation Agency
MAIL – Ministry of Agriculture, Livestock and Irrigation
MAAHF – Ministry of Agriculture, Animal Husbandry and Food (previous designation of MAIL)
M&E – Monitoring and Evaluation
MCN – Ministry of Counter Narcotics
MDGs – Millennium Development Goals
MEW – Ministry of Energy and Water
MIS – Management Information System
MISFA – Micro-finance Investment Support for Afghanistan
MIWRE – Ministry of Irrigation, Water, Resources and Environment (previous designation of MEW)
MRRD – Ministry of Rural Rehabilitation and Development
MoCI – Ministry of Commerce and Industry
MoCIT – Ministry of Communication and Information Technology
MoE – Ministry of Education
MoF – Ministry of Finance
MoLSAMD – Ministry of Labour, Social Affairs, Martyrs and Disabled
MoM – Ministry of Mines,
MoPH – Ministry of Public Health
MoPW – Ministry of Public Works

MoTCA – Ministry of Transportation and Civil Aviation
MoU – Memorandum of Understanding
MoWA – Ministry of Women’s Affairs
MT – Metric Tonnes
MUD – Ministry of Urban Development
NABDP – National Area Based Development Programme
NADF – National Agriculture Development Framework
NAPA – National Adaptation Programme of Action for Climate Change
NCSA – National Capacity Self-Assessment for Global Environmental Management
NEEP – National Emergency Employment Programme
NEPA – National Environmental Protection Agency
NGOs – non-governmental organizations
NPNPS – National Public Nutrition Policy and Strategy for 2010-2013
NR – Natural Resources
NRAP – National Rural Access Programme
NRD – Natural Resource Department
NPPs – National Priority Programmes
NSB – National Seed Board
NSP – National Solidarity Programme
NSS – National Surveillance System: Livelihoods based security and nutrition national surveillance system
ODA – Official Development Assistance
OECD/DAC – Development Assistance Committee of the Organization for Economic Cooperation and Development
O&M – Operation & Management
OFFLU – OIE/FAO Network of Expertise on Avian Influenza
OIE – World Organization for Animal Health
PPR – “Peste de Petits Ruminants”
PRTs – Provincial Reconstruction Teams
RBCs – River Basin Councils
REDP – Rural Enterprise Development Programme
RM – resource mobilization
RRCI – Regional Resource Corridor Initiative
RSBCs – River Sub-Basin Councils

RuWatSan – Rural Water and Sanitation Programme
SCoW – Supreme Council of Water or Supreme Council of Water Affairs Management (SCWAM)
SEs – Seed Enterprises
SME – Small and Medium Enterprises
SPS – Sanitary & Phyto-Sanitary
UNAMA – UN Assistance Mission to Afghanistan
UN CBD – United Nations Convention on Biological Diversity
UNCT – United Nations Country Team
UNDAF – United Nations Development Assistance Framework
UNDP – United Nations Development Programme
UNEP – United Nations Environment Programme
UNESCO – United Nations Educational, Scientific and Cultural Organization
UNICEF – United Nations Children Fund
UNIDO – UN Industrial Development Organization
UNOCHA – United Nations Office for the Coordination of Humanitarian Affairs
UNODC – United Nations Office on Drugs and Crime
UPOV – Union for Protection of New Varieties of Plants
USAID – United Nations Agency for International Development
WB – World Bank
WCS – Wildlife Conservation Society
WFP – World Food Programme
WHO – World Health Organization
WSMS – Water Sector Management Strategy
WUAs – Water-User Associations

Executive Summary

By agreeing on the **Country Programming Framework (CPF)** for the period 2012-2015, the Government of the Islamic Republic of Afghanistan and the Food and Agriculture Organization (FAO) of the United Nations confirm their alliance in striving for agricultural and rural development, food security and natural resource development through mutual collaboration and a strong partnership.

Agriculture is a key productive sector for Afghanistan (more than 31% of its GDP), employing 78% of its active population. About 76% of the Afghans live in rural areas. Agriculture growth however is volatile, depending on seasonal precipitation, and related constraints to the productive use of arable land and water, low productivity, inadequacies in post-harvest operations and commercialization of its products. More than one third of all Afghans live below the national poverty line. Malnutrition is high. Food insecure and those vulnerable to food insecurity make up about two thirds of the population. A semi-arid landlocked country (mountain represent over three quarters of the land), Afghanistan is vulnerable to natural calamities (drought and floods), severe mismanagement of natural resources and high demographic growth.

The CPF is the joint response from FAO and the Government to agricultural and food security challenges in the context of the Transition Process that follows the Kabul Conference. It defines priorities for FAO and Government collaboration and results (**outcomes** and **outputs**) to be achieved over the period 2012-2015, which are based on the *National Priority Programmes (NPPs)* and its priorities adopted by the inter-ministerial *Agriculture and Rural Development Cluster* and endorsed by JCMB. The CPF generates **opportunities for partnerships and resource mobilization**. It is fully aligned with the United Nations Development Assistance Framework (UNDAF) 2010-2013 and the Integrated Strategic Framework (ISF) for the period July 2011 to December 2012, of which FAO is a signatory and active participant, and contributes to preparation of new UNDAF 2014-2018. Its situation analysis and review of national strategies represent key inputs to the Common Country Assessment (CCA).

The CPF outlines a strategic approach to country-level Programming, contributing to the improvement of the living conditions of the Afghans by promoting a society free from hunger and malnutrition. The Government pursues all this by aiming at higher economic growth, food security, improved natural resource management, poverty eradication and better national security, in an economically, socially and environmentally sustainable manner.

The CPF identifies six *Priority Areas* and, for each Priority Area, the following CPF Outcomes:

CPF Priority Area No 1: Support to fostering agricultural productive capacity:

- Outcome 1.1: Enhanced capacity of smallholder farmers to achieve higher productivity/ production and higher competitiveness in crop agriculture, and promote crop diversification*
- Outcome 1.2: Enhanced capacity of smallholder herders and farmers with livestock to achieve higher productivity and production of livestock as well as get better economic value from their animals*
- Outcome 1.3: Enhanced capacity for, and value adding to, agricultural and livestock production through integrated labour intensive agro-industrial productions*

CPF Priority Area No 2: Support to better water resource and irrigation development and management:

- Outcome 2.1: Further enhancement of national sector capacity in preparing, adopting and implementing a holistic land and irrigation strategies, based on Water Resources Development (WRD) and Integrated Water Resources Management (IWRM) approaches and River Basin approaches*

- Outcome 2.2: Enhanced capacity to develop and manage water resources through improved physical infrastructure and institutional strengthening to support agriculture production*
- Outcome 2.3: Enhanced national capacity to respond to water hazard and climate change*
- Outcome 2.4: Enhanced capacity of ministerial cadres in the formulation and implementation of effective water policies, frameworks, legislation and institutional structures and related capacity building*

CPF Priority Area No 3: Support to the formulation and implementation of effective agricultural policies and institutional capacity building

- Outcome 3.1: Enhanced capacity of ministerial cadres in designing policies, frameworks, legislation and institutional structures in ARD, food and nutrition security, and environmental protection (see also Outcome 5.1 on food security)*
- Outcome 3.2: Improved capacity for knowledge management and information systems for ARD, food and nutrition security and environmental protection, including improved statistics*
- Outcome 3.3: Enhanced national capacity (at central and decentralized level) in Programming and implementation management in ARD and related areas*

CPF Priority Area No 4: Support to better natural resource management

- Outcome 4.1: Enhanced capacity to improve sustainable environmental management, including in terms of policy-making capacity and information management, and ensure rehabilitation of the natural resource base*
- Outcome 4.2: Enhanced capacity for sustainable development/use of rangelands and forests through community-based approaches*
- Outcome 4.3: Enhanced capacity to respond to climate change on agriculture and food security with mitigation and adaptation measures*

CPF Priority Area No 5: Support to food and nutrition security

- Outcome 5.1: Enhanced institutional capacity to analyze food and nutrition security issues through a multi-sector and strategic approach to food and nutrition security*
- Outcome 5.2: Enhanced capacity to promote initiatives – at the national, provincial and district level – that strengthen food security and nutrition of households in the pursuit of the right- to- safe food*
- Outcome 5.3: Enhanced institutional capacity to address issues regarding food safety and quality including policy, legislation, Programmes, inspection and certification, infrastructure support, manpower development and inspection and certification capabilities*

CPF Priority Area No 6: Support to capacity development in emergency management

- Outcome 6.1: Enhanced capacity for emergency preparedness and disaster risk reduction management for impending food, agricultural crises and climate-related natural hazards, including those linked to transboundary animal diseases*

The overall financial resource requirement for the implementation of the entire CPF 2012–2015 amounts to \$328,728 thousand. Currently, resources already committed amount to a total of \$53,528 thousand, while resources being currently mobilized (*active pipeline*) or initiatives being discussed with resource partners, amount to an additional \$117,392 thousand. The CPF funding gap, represented by resources that should be mobilized to meet the overall cost of the programmed activities, is estimated to amount to \$156,750 thousand.

The CPF is a living document, which includes a review mechanism that assesses progress and adjusts to the emerging needs.

Foreword

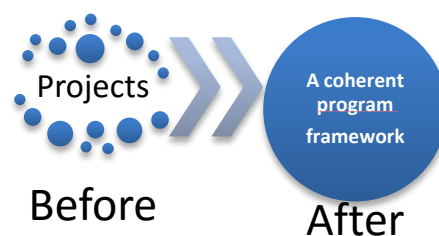
The Government of the Islamic Republic of Afghanistan and the Food and Agriculture Organization (FAO) of the United Nations agreed to a **Country Programming Framework (CPF)** for the period 2012-2015, confirming their alliance in striving for agricultural and rural development, food and nutrition security and natural resource development through mutual collaboration and a strong partnership. This CPF intends to enhance the impact of FAO operations in the country, making use of its comparative advantages in collaboration with national institutions, stakeholders and other external development partners.

Afghanistan faces major challenges in the present historical phase in numerous areas, linked to persistent insecurity, slow progress in the internal reconciliation process and weak governance conditions also linked to a fragile economy, limited national capacities, high demographic growth, harsh physical environment, frequent natural disasters, widespread poverty conditions and widespread food and nutrition insecurity.

The CPF is FAO's response to the national, agricultural, food security and rural development policies and strategies adopted by the Government, including those related to natural resource development and climate change, in the context of the Kabul Process and previous international commitments. The policy environment in which the CPF is introduced is characterized by the "transition" that started with the transfer of security responsibilities to national forces and the gradual withdrawal of *International Security Assistance Force (ISAF)* troops and their provincial reconstruction teams (PRTs). This transition, however, does not relate only to security measures but also requires an increasing transfer of management responsibilities to Afghan leadership and ownership in the development process. This results in entrusting national institutions with increasing tasks in policy formulation, implementation and monitoring of economic and social development, which will rely on enhanced capacity of the national institutions, to which FAO contributes with its country-level activities.

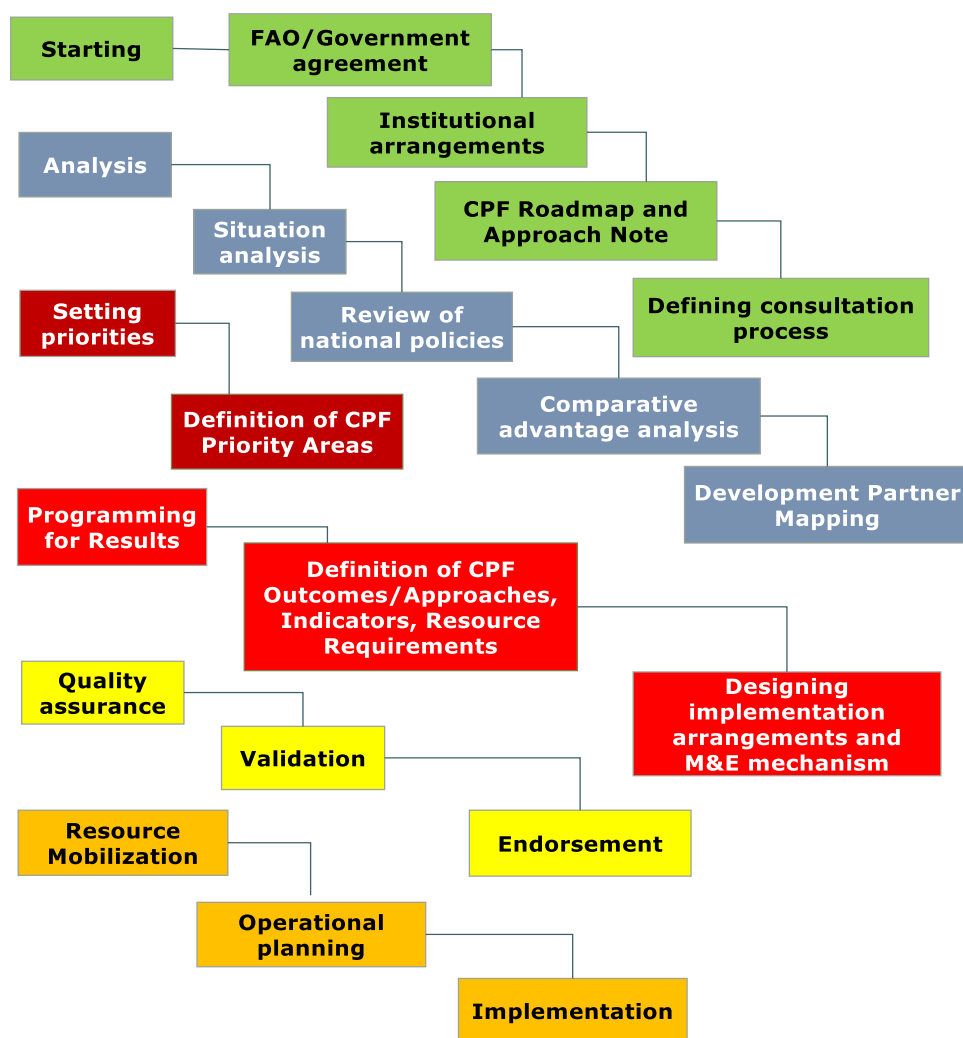
The CPF defines results (**outcomes** and **outputs**) to be achieved in a period of four years in key priority areas as a subset of national priorities. The CPF generates new opportunities for partnerships and resource mobilization. It does not introduce new priorities but is fully aligned with national priorities. Until 2011, FAO's support to Afghanistan has been characterized by a variety of interventions, funding conditions, and partnership agreements with several resource partners and other collaborating entities, not linked to a structured strategic country Programming approach, although FAO has already participated in coordination efforts within the UN system. With the introduction of the CPF, FAO pursues a coherent strategic programme approach, reorienting its activities along strategic **needs-driven** lines instead of separate frameworks.

The CPF is also aligned with the United Nations Development Assistance Framework (UNDAF) 2008-2012 and the Integrated Strategic Framework (ISF) for the period July 2011 to December 2012, of which FAO is a signatory and active participant. The CPF is a key contribution to the formulation of the new UNDAF, covering the period 2014-2018, the preparation of which is being launched. Its situation analysis and review of national strategies represent key inputs to the Common Country Assessment (CCA) being prepared. The CPF is fully harmonized with the FAO Strategic Framework for the period 2010-2019 and FAO regional priorities and results.



Introduction

This document focuses on the CPF Programming structure and is the results of a systematic formulation process. The following diagram shows the sequence of the different phases of the CPF formulation, beginning from the starting phase (in green), followed by the analytical phase (in blue), which prepared the ground for the prioritization process (dark red), and consequent formulation of actual Programming (light red). The final phases consisted of quality assurance, validation and endorsement (in yellow) and the operationalization phase (in orange). Details on situation analysis, review of national strategies and policies, comparative advantage analysis and development partner mapping are found in separate background documents.



The CPF formulation is based on a thorough consultation, which benefitted – *inter alia* – of a workshop that took place in February 2012 with inter-ministerial participation and the involvement of major development partners and UN organizations operating in Afghanistan, as well as internal ministerial workshop within MAIL which took place in late January 2012. FAO supported the CPF formulation with national and international expertise that undertook a situation analysis and other analytical activities,

allowing for an assessment of the strategic niche and competitive edge of FAO in selected strategic areas that the Government considers of the highest priority.

This document is made of four separate parts:

- Part I defines the overall context in which the CPF is introduced, with a synthesis of the situation analysis, relevant policies, strategies and Programmes adopted by the Government, identification of key national stakeholders, and links to UN priorities as emerging in the UNDAF and the ISF.
- Part II illustrates the core of FAO country Programming framework as a results-based tool. Results (outcomes and outputs) summarized in a logical framework reported in Annex 1, in particular in *CPF Results Matrix (Part A)*, used mostly for monitoring and evaluation purposes, with performance indicators, targets and baselines, means of verification, and risks and assumptions; and *CPF Results Matrix (Part B)* where estimates of indicative resource requirements for the achievement of those results (where available) and specification of institutions and collaborating partners involved in FAO activities are included.
Parts II also contains a *CPF-UNDAF-ISF Matrix*, which compares results expected in the three respective schemes and their alignment.
- Part III specifies arrangements for the implementation of the CPF, with focus on institutional implementation mechanisms (at inter-ministerial and working level), resource mobilization strategy and basic principles for the CPF implementation, and one-year initial work plan to start up the implementation, with a timetable for the organization of initiative activities.
- Finally, Part IV summarizes the monitoring and evaluation (M&E) mechanism, which comprises a CPF calendar, to be harmonized with UN system-wide coordination mechanisms such as the UNDAF and ISF.

The document is complemented with a series of annexes, which contain, *inter alia*, the following:

- ✓ *CPF Priority Matrix*
- ✓ *CPF Results Matrix (Part A and Part B);*
- ✓ *Structure of FAO activities in 2008-2011;*
- ✓ *An assessment of FAO achievements and challenges in Afghanistan;*
- ✓ *A review of the process to derive national priorities from national policies and strategies;*
- ✓ *A synthesis of the CPF Comparative Advantage Analysis for Afghanistan;*
- ✓ *A synthetic analysis of institutional stakeholders; and*
- ✓ *A matrix on CPF Linkages to FAO Regional Priorities.*

Separate background documents have been prepared for the formulation of the CPF and their findings have been used for the formulation of the Programming framework, and the definition of CPF priority areas, outcomes and outputs. These background documents regard the following dimensions:

- (i) *Situation analysis of agriculture, rural development, food and nutrition security, and natural resource development*
- (ii) *Capacity needs assessment for the CPF*
- (iii) *Gender analysis and national stakeholder analysis*
- (iv) *Review of national strategies and policies*
- (v) *Review of FAO activities, analysis for the Development Partner Mapping and FAO comparative advantages analysis*

Part I – National Context

1.1 The Transition Process After The Kabul Conference

The overall context for this CPF is dominated by challenges that Afghanistan and its Government face due to persistent insecurity and widespread insurgency, and developmental constraints related to a harsh physical environment, natural calamities, low productivity, sustained demographic growth, widespread malnutrition, food insecurity, and high unemployment. All these problems will be combined with the changes resulting from the reduction in *International Security Assistance Force (ISAF)* troops and *Provincial Reconstruction Teams (PRTs)* and the uncertainty of future external assistance flows, which has played a key role in ensuring high economic growth in recent years.

These changes have been calling for a “transition” often defined as the *Kabul process*, after the *International Conference on Afghanistan* that took place in Kabul on 20 July 2010 (*Kabul Conference*). The “transition” to the year 2015 is expected to facilitate the transfer of responsibility for security to the Afghan Government by 2014 as well as the achievement of self-reliance and prosperity, which calls for the transfer of development management responsibilities to national authorities. Enhanced *Afghan leadership* and *national ownership* of development processes are considered essential elements of the development of human and resource potentials of the country toward objectives such as sustainable and equitable growth and improved standards of living. These results are expected to be accompanied by greater control on decision-making in development policies, greater use of *Direct Budget Support*, intensification of shared governance on delivering externally supported activities and increasing aid coherence and coordination, under the oversight of the *Joint Coordination and Monitoring Board (JCMB)*, through what can be considered a real “*economic transition strategy*”.

The *Kabul Process* identifies a strategic agenda for sustained growth and reconstruction of the country, founded on a community-driven approach. A number of *National Priority Programmes (NPP)* has been endorsed by the *Kabul Conference* in 2010, confirming previous international commitments and building on the *Afghan Compact* (2006 *London Conference*).

The *International Conference on Afghanistan* that took place in Bonn on 5 December 2011 has confirmed the partnership between the country and the international community, after ten years of international involvement, broadening its scope from the “transition” (defined by the *Kabul Process*) to the “Transformation Decade” of 2015-2024.

1.2 Development achievements and challenges

In the last few years, Afghanistan showed significant progress in areas such as health, education, microfinance, irrigation and rural livelihoods, with high rate of growth for its economy. Growth helped rebuilding the country after decades of war, in which over a million Afghans (mostly civilians) had died, huge flows of migrants had taken refuge in other countries, national infrastructures (roads, bridges, irrigation canals and power transmission lines) had been destroyed, agricultural land had become often unusable, livestock population had been decimated and the public function had often been absent.

Since the year 2002/2003, annual growth rates in the double digits have been a positive sign. The primary driver of growth, in macroeconomic terms, has been private consumption, which however hides the determining influence of expenditure linked to security needs and the sustained level of expenditure by foreign entities that operate in the country, with large off-budget contributions. Therefore, very positive growth records maybe deceiving as the economy is still very fragile. High rates of growth of GDP are strongly influenced by external aid and international military spending. ODA disbursements were 47% of

GDP in 2008/2009. The contribution to growth from exports is modest, private investment is only 8% of GDP, even if total investment (inflated by external assistance) is as high as 32%, while the country is heavily dependent on imports for reconstruction and food. And these records do not take into account production and export of opium, which may reach the level of one third of GDP.

The “transition” phase is often associated with the expectation of a massive drop in national expenditure, associated to the reduction of international military spending and related aid, with a “*negative multiplier*” that will repress private consumption. An enormous effort is required, with the international support, to face this challenge. Special efforts are required to accelerate the implementation of the national development agenda as it was shaped in recent years through key strategic and programmatic events, and is reflected in *National Priority Programmes (NPPs)* and specific strategies. Instability, famines, low farm incomes and food insecurity are key features of the development conditions in Afghanistan and are self-reinforcing phenomena, interacting with persistent violent conflicts and a weak performance of the Government and the private sector.

1.3 Agriculture: importance and constraints

Agriculture represents a key productive sector (31.4% of GDP in 2009/2010) after the service sector and one of the main drivers of the economy, together with construction, transportation and security-related spending. About 76% of Afghans live in rural areas and 78% of the active population (2009 estimate) is employed in agriculture. About 55% of the Afghan households are engaged in farming, and 68 % have some type of livestock. Low productivity subsistence agriculture has however turned rural labour force into a major supplier of cheap labour for the faster growing sectors in the urban centres. Nevertheless, agriculture still plays a key role in the livelihood of the country, even if opportunities for the rural youth are inadequate. Farming and pastoral activities are often the only feasible alternative to unemployment.

Agricultural products (including carpets and rugs) represent about 80% of total licit exports (official statistics do not account for smuggled products and transit trade, in particular for opium exports). Major exports are dried fruits and nuts, making up 27% of total exports in 2010/11, while fresh fruit accounts for 7.2%. Raisins are the number one agricultural export, followed by almond, pistachio and walnuts. In spite of sustained growth in agriculture and livestock, the sector still needs to make up for the losses suffered during the long period of conflict (agricultural production decreased by 3.5% a year between 1978 and 2004 and livestock herds decreased radically between 1997 and 2004).

Overall performance of the sector depends on cereal annual crop production, which accounts for over 80 percent of agricultural economy. Agriculture growth is volatile, largely depending on seasonal rain and snow precipitation, subject to weather fluctuations, coupled with uncertainty and deterioration of security conditions.

Afghans depend on consumption of cereals, in particular wheat that is the basic food staple (70% of total cereal consumption). Food staple production affects its availability in remote areas and is the basis for income generation for farmers. The country has never been self-sufficient, even in the best harvest years, with significant variations every year. Self-sufficiency has varied from a low level of 53% in 2004 to the highest of 96.6% in 2009 when the country benefitted from exceptionally good weather. Consequently, national production needs to be integrated with imports by the private sector or foreign assistance. Forecasts for 2011/12 show a likely contraction of production, due to prevailing drought conditions in selected provinces (North, Northwest, and Northeast and the Central Highlands) that have affected both the rain-fed wheat crop and pasture land in the past months. In spite of annual variations, agriculture has the potential to reach higher rates of growth in cereals and other crops, as well as export-oriented horticulture and livestock production, especially if comparative advantages are exploited.

As a land-locked country with seasonal water flows and diversion of water for irrigation purposes, *fisheries* are not a large contribution to the economy, although from a biodiversity perspective, fisheries may be considered in the context of water use and water withdrawals. Afghanistan have minimal aquaculture feasibility but with changing economic conditions there are some aquaculture operations slowly developing as niche markets around large towns and along the northern border where water supplies are more regular, noting that cold water environments may offer reasonable potential for cold water, high value species.

Major constraints to agriculture are:

- a) **Limited availability of arable land:** only 12-15% of total land is suitable for cultivation, given the dominance of mountainous craggy terrain; 45% of the land is “rangeland”. Arable land comprises 3.2 million ha of irrigated land (but one third is left fallow for water shortage), and 6.1 million ha are non-irrigated (rain-fed). Over 80% of agricultural products are grown on irrigated land. Potential extension of the irrigable land may reach up to 5.3 million ha. This constraint is also linked to inadequate land management.
- b) **Limited access to water:** reliable, on time and enough water supply is a major constraint to agricultural growth and food security, given the prevailingly arid to semi-arid climate. Afghanistan has an average annual rainfall of around 300 mm mainly (70%) concentrated in the winter months when there is no irrigation requirement. Precipitation is mostly in the form of snowfall in high altitudes which is a natural reserve to partly fulfil the crop water requirement in low lands during growth stage of crops. Recent climate change, deforestation and other facts have worsened the situation. In early spring more floods and later on shortage of water/ drought hit most part of the country. Afghanistan has a lowest storage capacity per capita in the region. Out of average 57 billion m³ annual surface water resources available, Afghanistan uses only about 30 % for irrigation with poor levels of efficiency. Traditional irrigation methods (canals, karezes, springs and wells) absorb more than 90% of water supply for irrigation, which allies with high wastages of water.
- c) **Low productivity:** low productivity of crops, livestock and forestry prevails, even if significant improvements have taken place, which on turn depends on other constraints. A comparison with neighbouring countries shows that changes in Afghanistan are significant in overall production and yield terms but are lower than those achieved in trading competitors such as Iran and Pakistan. *Major constraints* are: prevalence of small per-capita holdings; inadequate regulating water resources infrastructures (reservoirs/dams); poor irrigation and water management; inadequate land management; use of obsolete technology; inadequate land preparation; inadequate use of improved seed, fertilizer and pesticides; limited crop diversification (excessive focus on wheat); inadequate crop rotation; depletion of rural infrastructures; inadequate skills among herders and farmers on veterinarian treatments; insufficient production and inadequate quality of forage and feed for domestic animals; conflicts regarding traditional grazing rights and land use; low skills among input providers on contagious animal diseases and zoonotic diseases; low quality/safety control of products of animal origin and low quality of inputs (counterfeit and sub-standard medicines and vaccines); decreased pasture due to continuous drought and overgrazing and breakdown/conversions of rangelands to rain-fed land for certain crops; inadequacy of social services; weaknesses of producer organizations; lack of legislative, financial and technical support.
- d) **Inadequacies in post-harvest operations, infrastructure, quality of production and food safety:** improper handling, threshing and cleaning, and poor storage; lack of skills for quality processing; poor quality control, also for food safety; limited transport facilities; insufficient milling capacity; lack of good packaging or labelling equipment; inadequate hygiene practices; lack of cold chains.

- e) ***Shortfalls in commercialization of agricultural products:*** limited value addition to agricultural production, shortage of business planning, management and marketing skills; weak links between farmers/producers, wholesalers, and consumers or exporters; limited access to and use of market information; inadequate access to credit and financial services; limited working capital; non-tariff trade barriers; inadequate legislation and regulations for the promotion of private sector, including requirements for standards and certification system; market distortions due to uncoordinated, inadequately planned or uncalled use of emergency inputs, such as competition of free seed distribution of seeds, fertilizer, vaccines, tools and other productive inputs.

1.4 Food insecurity and poverty

Afghanistan is a food insecure country and this is one of key issues that FAO is expected to address. Food insecurity is not limited to physical availability of food and its domestic production but also regards the fundamental right of the Afghan people to have the *“physical, social and economic access to sufficient, safe, nutritious and culturally accepted food to meet their dietary needs and food preferences for an active and healthy life”* (1996 World Food Summit). This right is limited by the prevailing conditions of poverty, lack of economic opportunities, inadequate support to communities and insufficient “safety nets”. Uneven distribution of cereal consumption and conditions of poverty are widespread: the richest quintile of the population (20%) shares 39% of total consumption, whereas the poorest quintile shares only 9% of the total consumption.

Out of 29 million inhabitants, more than a third of all Afghans live below the national poverty line, unable to meet their basic needs and dietary requirement. Food insecurity is associated to all symptoms of poverty. Malnutrition is extremely high, with 54% chronic malnutrition, in particular among women and children. This lies beyond the WHO threshold that classifies countries with a prevalence rate of more than 40% of chronic malnutrition as very high. A rapid nutrition assessment conducted in 2008 focused on the most vulnerable areas affected by food insecurity and vulnerability. The results showed a prevalence rate of 16.7% of global acute malnutrition, out of which 4.7% were classified as suffering from severe acute malnutrition. This is above the emergency threshold of 15% for acute malnutrition indicated by WHO to classify the severity of the nutritional problems in a country.

Food insecurity is found in urban areas as well as among small-scale subsistence farming households and landless farmers and labourers. About 15% of the Afghans have no access to any health services, improved sanitary conditions, hygiene and social protection; about 68% of the Afghans have no access to safe water; education is not available to 42% of school-age children. The poorest devote 56% of their total food consumption to the purchase of bread and cereals, with a modest consumption of meat. As of June 2009, Afghan households spent 67% of their income on food. This percentage increases up to 75% for those who live in the west-central provinces. Poverty is higher in rural areas and much higher among the nomadic population.

Maternal, infant, and child mortality rates are high. Most vulnerable groups include internally displaced people, returning refugees, female-headed households and war widows, children, elderly, the nomadic Kuchis, disabled heads of households and the chronically poor. Women, in particular and not necessarily female-headed households, are found to have a disproportionate inferior access to adequate food, even in households that are not considered vulnerable: 21% of the women in reproductive age group are malnourished and 60.5% of children under the age of five are stunted (one of the highest levels in the world), and 33.7 % of them are underweight. Three most important micronutrient deficiencies are lack of iron, Vitamin A and iodine, causing anaemia (iron), blindness (vitamin A) and goitre (iodine) and generally increasing vulnerability to disease and death. About 4% of deaths among children under five are caused by zinc deficiency, which causes an increased risk of pneumonia, malaria and diarrhea. Maternal

underweight is a major cause of intergenerational transmission of malnutrition. Micronutrient deficiencies and malnutrition are more likely to occur in women who are illiterate or have not had access to at least primary education.

Although there has been an apparent decrease of 6% in absolute poverty between 2005 and 2008, there has been an increase in a second category of poor that can barely meet their basic needs and have witnessed as significant reduction in their purchasing power. They live on the borderline of absolute poverty and food insecurity and represent another 37% of the population. Their conditions are influenced by fluctuations of economic factors. They were the first to be hit by instability of food prices in the past, and nowadays are significantly being affected by meagre income and employment opportunities in the country. Food insecure and those vulnerable to food insecurity make up about two third of Afghanistan's population.

There are widespread geographical differences in poverty distribution and food insecurity, coupled with uneven regional distribution of persistent armed conflicts and inadequate social cohesion, which are also influenced by mass displacements and migration and sustained population growth (2.6% per year).

Urban poverty and food insecurity is rapidly increasing. More than a million migrants have flooded into the capital city since the 2001 fall of the Taliban, seeking a job and a better life in the big city. From an estimated 500,000 people in early 2001, Kabul's population has soared to over three million in 2007 and is estimated to surpass seven million by 2015, according to the Afghan Central Statistics Office (CSO). Only two percent of Kabul residents have regular access to electricity, piped city water reaches only 18 percent of people, while over half of them lack access to sanitation. A large number of poor and landless families have established in informal settlements and camps, squatting on fertile land earlier dedicated to agriculture. Within these urban slum areas there is a high prevalence of malnutrition as a result of unbalanced diet, with very low intake of fruits and vegetables. Urban areas are taking a growing share of national under nutrition.

1.5 Threats to the environment and natural resource management

Afghanistan is a semi-arid landlocked country, where over three quarters of the land is mountainous, which separate rich plains of the north from the central plateau and southern valleys, and deserts. Tremendous challenges are: vulnerability to natural calamities (drought, floods, land erosion, top fertile soil erosion and earthquakes); inadequate stabilization of national vegetation in vast parts of the country, due to destruction of riparian vegetation and consequent riverbank erosion; mismanagement of natural resources; massive destruction of forests (including pistachio and almond) in the north (leading to erosion and desertification); illegal logging of oak and coniferous forests in east; overgrazing in rangelands and converting rangeland to rain-fed land; losses in biodiversity; insufficient information base on natural resources; increasing demand for woody products, favoured by high demographic growth and urbanization; exposure of soils to wind and rainwater erosion. Natural wildlife heritage and native plant varieties are also under threat.

Massive depletion of natural resources and their prolonged mismanagement have brought to loss of species in many habitats causing soil erosion, loss of soil fertility, loss or reduction in viability of some heavily grazed or exploited species, associated with a serious deterioration of biodiversity. Repeated droughts have led to desertification in vast areas. Promotion of selected high-yielding crops has contributed to the loss of local species diversity and much valuable germplasm.

Snow precipitation at high elevations (above 2,000 m) is the major source of water for the country (about 80 percent of total water supply, excluding fossil groundwater). However, rain fall in spring partly

contributes to water supply. In 2011, in Bamyan the snow cover was only a third of the usual, mainly affecting the “rain-fed” wheat crops that are sown on the slopes and benefit of spring rain.

One of the biggest problems is natural water harvesting and storage in order to improve water availability also for irrigation, and reduce the effects of droughts. Severe droughts occur when low winter precipitations are repeated in two consecutive years. Development of water storages, delaying structures and diversion infrastructures, rehabilitation and improvement of traditional irrigation schemes will reduce the impact of drought, provide reliable water supply and maximize the efficient use of water, thereby reducing soil erosion and increasing water infiltration with upper catchment rehabilitation.

Extreme flood events have posed additional danger to the natural resource environment in the country. The frequency and variability of extreme flood events are changing, due to large-scale deforestation, sealing of soils, climate change and human factors such as high population growth, increasing number of human settlements in new areas and urbanization intensification. Development of, and regulating, water storages, dams and water resources infrastructure, and adoption of an integrated flood management approach can be good solutions for reduction of negative impacts of the floods, improvement of water quality and reduction of drought impacts.

Ecosystems in Afghanistan are subject to serious treats to the extent that they depend on adequate water quantity and quality. Unfortunately, water requirements to maintain hydrological balance are often ignored, and poor water management has been accompanied by serious degradation of wetlands, subject to desiccation and related loss of vegetation, soil erosion and movement of sand, dust and sediments into irrigated areas, irrigations canals and lakebeds, loss of agricultural land, increasing and uncoordinated water extraction, increasing ground water salinity and growth of pesticides residues in wetlands.

No progress in agriculture can be sustainably achieved unless, beside other inputs, water resource development and management for irrigation is improved, pollution is reduced in water for irrigation and natural resource degradation is stopped, paying greater attention to environmental protection, negative impacts of climate change and volatile weather conditions. Top priorities are development and proper management of water resources, upper catchment management, reforestation, including agro-forestry, fertility growth in pastures and croplands, soil and water conservation and enhanced sustainability of agricultural systems.

1.6 National strategies and priorities

These multiple challenges of high intensity give the measure of urgency with which the Government tackles them through its national strategies and policies, which define national priorities and are the basis of the formulation of this CPF. *CPF Priority Areas are a subset of national priorities. They are the matching point between national priorities (which define the potential demand for support from all types of external assistance) and the conditions that affect the supply of FAO services (which in turn depend on FAO comparative advantages).*

National priorities have been defined along a series of stepping-stones (see Annex 4 and Background Document on the *Review of National Strategies and Policies* for details). Since the *Afghanistan Compact (2006 London Conference)*, the Government set out detailed *benchmarks* regarding sustainable water resource management, health and nutrition, agriculture and livestock production and productivity, the pursuit of a comprehensive rural development, within the overall objective of poverty reduction, with special attention to vulnerable women, in particular female-headed households that are chronically poor.

The adoption of the *Afghanistan National Development Strategy 1387-1391 (2008-2013) (ANDS)* in March 2008 brought to the recognition that agriculture and livestock are positively correlated with

poverty reduction. Rural development and agriculture were identified as key sector to improve rural livelihoods, and so investment in water management and irrigation, and disaster preparedness to mitigate the impact of natural calamities. The operationalization of the *ANDS* through the *Agriculture and Rural Development Sector Strategy (ARDSS)* identified five priority thematic areas: (1) *local governance*; (2) *agriculture production*; (3) *agriculture and rural infrastructure*; (4) *economic regeneration*; and (5) *disaster and emergency preparedness*.

These policies were further defined by *MAIL*, in its mandated areas, in 2009 preparing the *National Agriculture Development Framework (NADF)*, which focuses on four Programmes: (1) *Programme Support and Change Management*; (2) *Agriculture Production and Productivity*; (3) *Economic Regeneration*; and (4) *Natural Resource Management*. Cross-cutting issues are: (a) *Gender*; (b) promotion of *Licit Agriculture*; (c) *Good Governance and Anti-Corruption* measures; (d) *Capacity Development*; (e) *Environment*; and (f) *Regional Cooperation*. The mission of *MAIL* is defined in *NADF* as follows:

Economic growth and food security depend upon sustainable natural resource management, increasing agricultural production and productivity, improved physical infrastructure and market development. This is the path to poverty reduction, licit crops and national security.

In the complementary domain of water resources, the *ANDS* has been operationalized through the *Water Sector Management Strategy (WSMS)* 1387-1391 (2007/8-2012/13), which is part of Pillar III (Infrastructure) of the *ANDS*.

The overall vision of the *WSMS* is “to manage the Nation’s water resources so as to reduce poverty, increase sustainable economic and social development, and improve the quality of life for all Afghans and to ensure an adequate supply of water for future generations”. *WSMS’* fundamental priorities are:

- (a) development of proper human capacity at all levels of the water sector;
- (b) strengthening of functional water sector institutions at national, river basis and sub-basin level; and
- (c) development of up-to-date water sector information.

In 2009, a specific *Water Law* was adopted by the Parliament in 2009 (published in the Official Gazette (980) on 26 April 2009).

The development agenda identified in the *Kabul Conference* is based on *National Priority Programmes (NPPs)* endorsed by the *Joint Coordination and Monitoring Board (JCMB)* and organized through six broad inter-ministerial clusters for better planning and coordination. Four *NPPs* are relevant for the CPF and are expression of the *Agriculture and Rural Development Cluster*: (1) *National Water and National Resource Development*; (2) *National Comprehensive Agriculture Production and Market Development*; (3) *National Rural Access Programme (NRAP)*; and (4) *Strengthening Local Institutions*. These *NPPs*, articulated in separate components, represent the most comprehensive policy frame of reference for the CPF. Several components refer to Programmes already formulated within individual ministries.

In addition to *NADF* formulated by *MAIL*, other ministerial policies have been adopted. In the water sector, the *Water Sector Management Strategy (WSMS)* 1387-1391 (2007/8-2012/13) is part of Pillar III (Infrastructure) of the *ANDS*, playing a similar role as the *ARDSS* for agriculture and rural development. It is based on an initial scheme outlined in 2004 known as “*A Strategic Policy Framework for the Water Sector*” prepared by *MIWRE*, former ministerial structure of the present Ministry for Energy and Water (*MEW*). A *Water Law* has been adopted by the Parliament (published in the Official Gazette (980) on 26 April 2009), addressing the distribution of responsibilities in the water sector among ministries and

institutions, in particular as regards the rehabilitation of irrigation systems, as these responsibilities are scattered across Ministries. (See *Separate Background Documentation on Review of National Strategies and Policies* for details).

As regards food security and rural development, several programmes and strategies have been adopted by the MRRD in the context of its *Strategic Intent – 1386-1388 (2007-2009)* and its “*Rural Rehabilitation and Development Strategy for the Afghanistan National Development Strategy (with focus on prioritization)*” also drafted in 2007. Major national programmes that should be recalled here are: *National Solidarity Programme (NSP)*, *Rural Water and Sanitation Programme (RuWatSan)*, *National Area Based Development Programme (NABDP)*, *National Rural Access Programme (NRAP)*, *Integrated Community Development in Northern Afghanistan (ICDN)*, *Micro-finance Investment Support for Afghanistan (MISFA)*, *Rural Enterprise Development Programme (REDP)*, *Emergency Humanitarian Response Initiatives (EHRI)*, and *National Surveillance System: Livelihoods based security and nutrition national surveillance system (NSS)*. Some of these programmes are reflected in the current NPPs above mentioned.

On nutrition security, fundamental is the *National Public Nutrition Policy and Strategy for 2010-2013 (NPNPS)*, prepared by the *Ministry of Public Health (MoPH)*, which is strategically part of the *Health and Nutrition Pillar* of the *ANDS*, while most policies on food security have been conceived as parts of the *Agriculture and Rural Development Pillar* of the *ANDS*. The *Afghan National Public Nutrition Policy and strategy (2009-2013)* strongly advocates for an inter-sectoral approach, with clearly identified linkages to other sectors and stakeholders, where interaction of FAO with other UN agencies through appropriate partnerships may be required.

As for the environmental priorities, a key role is played by the *Environmental Law* and the corresponding policies and regulations addressed by the *National Environmental Protection Agency (NEPA)*. In the specific area of “climate change”, the *National Adaptation Programme of Action for Climate Change (NAPA)*, supported by the *Global Environment Facility (GEF)*, jointly prepared by *NEPA* and *UNEP*, and the *National Capacity Self-Assessment for Global Environmental Management (NCSA)* should be included among the policies relevant for the CPF, since they identify measures to mitigate the impact of climate change, although they are still at an initial stage in Afghanistan.

Other specific strategies and priorities have been defined by the Government in areas such as rural extension, quality seed production and availability, saffron policy, knowledge management, gender mainstreaming, disaster and emergency preparedness.

In November 2010, MAIL identified seven *Agricultural Priorities*, which partly reiterate aspects already covered in the *NADF Programmes* and the *NPPs* but re-emphasize certain areas that are relevant for the CPF. These *Agriculture Priorities* are: (1) *National Development Plan for Nomads*; (2) *National Water Resources and Irrigation*; (3) *Improved Agriculture Production and Farm Economics*; (4) *Certification for Exports (Sanitary & Phyto-Sanitary Services)*; (5) *Land Survey (Afghanistan Land Authority)*; (6) *Community-Based Forest Management*; (7) *Institutional Reform and Capacity Building of MAIL*. Some of these priorities are already highlighted in the *NADF*. Others identify more specific areas of interventions.

Within the strategic positions of the Government of Afghanistan relevant for the food and agricultural policies, the *Gender Mainstreaming Policy* pursued by MAIL is to be highlighted. It states that:

“Women manage food security in the family and are involved closely in its production and processing. The visibility of women in the agriculture sector is clearly limited and therefore needs to be promoted. Including a gender perspective would mean recognizing the fact that women stand at the crossroads between production and reproduction, between economic activity and the care of human beings, and therefore between economic growth and human development. If we are aiming to bring about sustainable positive

changes in development, addressing indicators like decreasing malnutrition and improving micronutrient deficiencies, then we have to make women our prime targets for awareness raising and capacity building.”

Women’s role as managers of managers of households with scarce resource for improving nutrition is central.

The Policy Vision of MAIL in *Gender Mainstreaming* is the “*enhancement of gender equality in the agriculture sector through active cooperation of both women and men for the opportunity to contribute and benefit equally from the activities of all sub-sectors in the agriculture sector*”, with the following programme objectives:

- Increase understanding of the different roles of women and men in agricultural activities, decision-making and their share in the benefits;
- Identify potential barriers to participation in market-led development initiatives and technology adoption;
- Understand gender differences in accessing information sources and services (extension and financial) and in participating in social networks, group membership and leadership; and
- Identify opportunities to enable women and men to have equality of opportunity to participate in production cycles, diversification and market-led development activities.

The variety and complexity of *national priorities* that emerge from these policies and Programmes do not allow for an easy synthesis. For practical purposes and at the risk of oversimplifying, it is here suggested that *national priorities* adopted by the Government in different contexts may be summarized in the following list:

- (1) *PROMOTING AGRICULTURAL PRODUCTION*
- (2) *ENHANCING WATER RESOURCE DEVELOPMENT & MANAGEMENT AND IRRIGATION*
- (3) *PROMOTING CHANGE MANAGEMENT BY ENHANCING POLICY-MAKING AND DEVELOPMENT ADMINISTRATION CAPACITY*
- (4) *FACILITATING REGENERATION OF THE RURAL ECONOMY*
- (5) *ENHANCING NATURAL RESOURCE MANAGEMENT*
- (6) *PROMOTING RURAL DEVELOPMENT*
- (7) *PROMOTING FOOD AND NUTRITION SECURITY*
- (8) *ENHANCING CAPACITY TO FACE EMERGENCIES*

The identification of these *national priorities* and their classification is arbitrary. Separation among them reflects more institutional requirements (when the Government has different programmes for different themes), although socio-economic and technical aspects of development processes show that agricultural productivity, food and nutrition security and environmental are much more integrated in a continuum, which is dominated by complex linkages and multidirectional causal effects. In spite of these caveats, these eight national priorities are found in all policy schemes above recalled, and reflect priority Programmes and development strategies currently under implementation.

1.7 Main stakeholders and institutions

The national context for the CPF is also defined by the main national stakeholders in agriculture and rural development (ARD), food security and environmental protections are the targets (ultimate beneficiaries) of development interventions (e.g. *farmers, pastoralists/nomadic population and women*), and those institutions that are involved in promoting development measures.

The first group includes all potential beneficiaries of development support: *inter alia*, different groups of producers and consumers, including farmers and pastoralists, as well as providers of agricultural inputs and operators in non-farming agricultural production (*processors*), producer organizations/associations and cooperatives or informal groups, traders, and retailers, larger-scale entrepreneurs/investors and large-scale or mid-sized farmers. These categories sometimes overlap. Among these beneficiary groups, this CPF mainly focuses on three groupings:

- (a) **Farmers:** The main attention is on small-scale farmers, since Afghanistan's agriculture is still anchored to a fragile subsistence system, the average size of the land held by rural households being 3.4 Jerib (equivalent to 0.68 ha). Lot size goes up to 6.4 Jerib (1.28 ha) for households that own irrigated land. 48% of rural households do not have access to irrigated land. Of those that have access to irrigated land, 28% own less than 2 Jerib (0.4 ha); 27% hold lots of a size between 2 and 4 Jerib (0.4-0.8 ha). Only 6% of farmers own lots larger than 20 Jerib (4 ha). Access to rain-fed land is limited to 22% of the rural population. Support to landless farmers or farmers that hold too small sized plots (near-landless farmers) represents a special national priority. They are often deprived of the benefits from irrigated agriculture, confined to conditions under the poverty line, being dependent on unreliable rainfall.
- (b) **Pastoralists and nomadic groups:** Their living conditions suffered serious deterioration in the latest decades. They amount to 2.5 million people (1.5 million Kuchis). They include migratory pastoralists, recently settled former pastoralists (forced to cease migration, 15% of the Kuchi population) and settled people, who still hold on to the Kuchi cultural identity but have lost their dependence on livestock. Drought in central grazing rangelands has caused shortage of pasture, affecting their herds. Traditional movements of nomads have caused conflicts with settlers, who also belong to different ethnic groups, preventing Kuchis' access to traditional summer pastures, not recognizing their pasture rights, and inducing them into poverty. The pastoral system does not easily fit in a modern administrative system, and tensions arise as regards access to grazing resources in summer and residential rights in winter. Pastoralists have little access to veterinary services. Their herds suffer of animal health problems, spreading trans-boundary diseases. Livestock productivity is sub-optimal and their livelihoods remain critical. However, nomads' contribution to the economy is significant, especially in terms of animal husbandry.

(c) **Women:**

Women suffer from serious challenges to human rights, accumulated in a long history of discrimination and inequality. This applies to domains such as health, deprivation of rights (e.g. property rights and access to resources), protection against violence, economic productivity, education and literacy, and public participation. Afghan women are among the most vulnerable groups as regards nutrition security and malnutrition. Their access to basic health information is low. Underage marriages are frequent, fertility rate is high. Afghanistan has the second highest maternal mortality rate in the world. There is evidence of "feminization" of poverty.

Nevertheless, women's role in the Afghan society is changing. The *Ministry of Women's Affairs (MoWA)* has initiated a process of gender mainstreaming in all key ministries. The *Gender*

Mainstreaming Strategy of MAIL promotes capacity building among rural women, so that their productive role can be enhanced, increasing understanding of their different roles.

Women reach 44% of labour in rural areas and contribute significantly to crop production, horticulture and livestock production, although their involvement is underestimated and underpaid. However, they are often excluded from certain tasks (e.g. land preparation, planting, sowing, fertilizer application) as they are not considered qualified, and from market operations, although their participation in non-monetary exchange (barter) is sometimes accepted. Women play an important role in livestock keeping and dairy production, including by taking care of animal health, milking, fodder collecting and stable feeding, but their engagement in marketing livestock products varies from province to province. Poorer women play a very active role in collecting, cutting and selling woods, providing essential income for their households in winter.

Unfortunately, gender-differentiated and disaggregated data, and knowledge on data gaps about rural women, are inadequate. There is lack of methodologies that recognize women's contribution to productive activities, resulting in their marginalization in projects and programmes.

➤ **Institutional stakeholders**

The second group of stakeholders includes institutions that promote agriculture and rural development, food security and environment protection. The main ones, as regards FAO activities, are the *Ministry of Agriculture, Irrigation and Livestock (MAIL)*, the *Ministry of Energy and Water (MEW)* and indirectly the *Ministry of Rural Rehabilitation and Development (MRRD)*. Several other ministries and public institutions should be included (see Annex 6 for a detailed list), with which FAO does not necessarily have specific support activities, although they play some roles in the areas where FAO operates.

As regards coordination of international support, the *Joint Coordination & Monitoring Board (JCMB)* is central. At the inter-ministerial level, the *Agriculture and Rural Development Cluster*, chaired by the *Minister of Agriculture, Irrigation and Livestock*, is the main mechanism, which includes MAIL, MRRD, MEW and the *Ministry of Counter Narcotics (MCN)*. It has prepared NPPs in the context of the JCMB consultations and the *Kabul Conference*. Other relevant clusters are the *Human Resource Development Cluster* and the *Economic and Infrastructure Development Cluster*. In natural resource management, MAIL collaborates with the *National Environmental Protection Agency (NEPA)*.

The peripheral structures of all these institutions at the provincial and district level is important. At the community level, the *Community Development Councils (CDCs)* established by MRRD and the traditional *Shuras* are relevant actors at the decentralized level.

1.8 The United Nations context

The United Nations is actively engaged in supporting the people of Afghanistan. The UN Country Team (UNCT) and its 32 members have formulated a ***United Nations Development Assistance Framework (UNDAF)***¹ for Afghanistan for the period 2010-2013, based on a set of priorities derived from the ANDS. The UNDAF was signed in the second part on 2008 by the Minister of Economy on behalf of the Government of Afghanistan and by the UN Resident Coordinator on behalf of the UN system. Also the World Bank, IMF, Asian Development Bank and IOM have agreed to countersign the UNDAF, even though they are not part of the UN system proper.

¹ The official title of the current UNDAF is "United Nations Development Assistance Framework in Support to the Afghanistan National Development Strategy – 2010-2013".

Through the UNDAF, UN organizations jointly focus on a tangible impact on development throughout the country and underpin the UN Assistance Mission to Afghanistan (UNAMA) mandate to better steer international support to the country. The role of the UN support to Afghanistan is to contribute to a true state- and nation-building effort, which only can be done by Afghans, who are to have full ownership of this process. The UN efforts cover a broad spectrum of interventions that imply building the capacity of the Government at all levels, where interaction between the people and the Government is most critical, increasing people's participation, and fostering transparency and accountability, also through a balance of top-down and bottom-up interventions, based on a Human Rights Based Approach.

The interaction between the CPF and UNDAF processes is straightforward since both exercises aim at align development support activities to national priorities in the framework of the more global set of goals, as the Millennium Development Goals (MDGs), which the Government of Afghanistan pursues in the context of its development strategy (ANDS).²

The members of the UNCT channel over \$1 billion of assistance to Afghanistan every year, and are present in all 34 provinces, providing policy advice and technical expertise, building capacity and delivering services, supporting also regional economic, social and cultural cooperation, networking and trade.

FAO actively participated in the UNDAF formulation process, co-chairing with the Government an *UNDAF Working Group on Sustainable Livelihoods: Agriculture, Food Security and Income Opportunities*, being *Sustainable Livelihoods* one of the three priority areas of the UNDAF (the others are "Governance, Peace and Stability" and "Basic Social Services"). In the "Sustainable Livelihood" area of the UNDAF, the UN system supports efforts to promote agriculture and economic growth, as well as poverty reduction. In particular it aims at stimulating economic growth in agriculture and other sector, especially improved seeds and the *Comprehensive Agriculture and Rural Development (CARD) facility*, with special emphasis on special Programmes for marginalized and vulnerable groups. UN country programmes and joint programmed activities focus in particular on:

- (1) increased agricultural output and access to diversified food at the household level, by expanding the means of production, particularly irrigation networks, quality seeds, plant protection, animal feed and health services, and second, by implementing food security programmes at the household level, and through the education and extension systems;
- (2) improving the capacity to manage natural resources and hazards in ways that reduce poverty, resolve disputes and mitigate peoples' vulnerability to natural disasters and other shocks; and
- (3) improving, expanding and diversifying opportunities for decent work and income, especially for vulnerable groups, linking rural development, private sector revitalization and vocational training.

The alignment between goals of CPF and the UNDAF represents a basic condition for the CPF and is illustrated in Annex 1 and Annex 8, where CPF Priority areas and CPF results are compared with UNDAF Priority Areas and expected results.

The transition process in which Afghanistan is passing through justified the need for the UNCT to generate a way to bridge between the medium term coverage of the UNDAF and the more urgent needs that affect the conditions of the country during the eighteen months of the transition. For this reason, the United Nations has promoted a parallel initiative, known as the **UN Integrated Strategic Framework (ISF)**, to ensure a continuing support of the UN system to the efforts of the Government in this delicate phase

² The ANDS states as one of its three pillars and goals the following: "*Economic and Social Development: Reduce poverty, ensure sustainable development through a private-sector-led market economy, improve human development indicators, and make significant progress towards the Millennium Development Goals (MDGs)*".

through a multidimensional, coherent and mutually supportive presence of the entire UN system, under the leadership of the Special Representative of the UN Secretary General. The ISF is expected to cover the period of 18 months between July 2011 and December 2012.

The immediate guiding principle for the ISF is the Kabul process, which is also a cornerstone for the CPF formulation, through which the UN system intends to contribute to the cause of sustainable peace and recovery. The ISF identifies five priority areas for an integrated action by the UN system, in the spirit of the United Nations 'delivering as one' approach, which FAO has been supporting in many countries of the world. One of these five Integrated Priority Areas of the ISF is "Sustainable Livelihoods and Counter Narcotics" (Area No. 5), which is parallel to analogous priority for the UNDAF.

Although results of the *integrated actions* are more visible in the long-term, in particular in rural Afghanistan, some clear progress can be made in 18 months by promoting – in the context of *Integrated Priority Area No. 5* – actions that will give special prominence to strengthening the agriculture sector, improving productivity, production and appropriate land use, as well as agribusiness development. Similarly important is the improvement of food and nutrition security, recognizing the role women and applying a gender-sensitive approach, while promoting women's economic empowerment, among other actions promoted in this domain. Crosscutting areas for these *integrated actions* are capacity-building interventions in the relevant line ministries and direct work with local communities, collaborating very closely with the Programmes of MRRD and MAIL and other relevant ministries in reaching out to communities and empowering them as a contribution to increased human security. These *integrated actions* also include mainstreaming counter-narcotics in the above programmes, replacing one of the most significant cash crops of Afghanistan with more sustainable alternatives.

The launch of the ISF also coincides with the beginning of the process leading to the mid-term UNDAF review, in which FAO is involved. The current CPF document will assist FAO in participating in the mid-term evaluation of the UNDAF. This process is currently ongoing.

Meanwhile, the UNCT is starting the formulation of a new UNDAF, which will cover the period 2014-2018. The formulation of the new UNDAF will be prepared by the formulation of the Common Country Assessment (CCA), which will greatly benefit from the situation analysis and related background document prepared in the context of formulation of the CPF, as FAO contribution to the CCA. FAO is also expected to take a very active participation in the formulation of the new UNDAF. Currently, FAO is leading a working group on *Decent Work and Sustainable Development*, given the focus of the new UNDAF on *Decent Work and Employment Generation*. As it will be evident in the Programming framework illustrated in Part II, this new focus is already reflected in the attention that the CPF devotes to these aspects in major activities promoted in the framework of the CPF, where specific attention is given to innovative labour-intensive initiatives, diversification of income generating opportunities, job creation and application of the principle of 'decent work' in all agriculture and food-security related activities.

Part II – Programming for results

2.1 FAO presence in the country: role, portfolio and structure

FAO is heavily involved in providing support to Afghanistan with its interventions, assisting the country in facing the aforementioned challenges. FAO has provided technical support to Afghanistan since 1992. After an interruption during the Taliban regime in 1998, FAO reopened its operations in the country in the year 2002, opening its FAO Representation in the Islamic Republic of Afghanistan, and officially accrediting its country representative with the institutions of the country.

FAO Programme of activities has been benefitting from contributions from several multilateral and bilateral institutions, including those from Belgium, the European Commission, Germany, Italy, Japan, Luxemburg, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom, the United States, United Nations (*Central Emergency Response Fund, CERF*), and funds from the Government of Afghanistan that include those received from the World Bank and IFAD, among others. FAO activities have paved the way for sustainable agricultural development in the country through long-term development projects and short-term emergency and rehabilitation interventions, mostly with the MAIL but also with MEW.

TOTAL PORTFOLIO OF FAO INITIATIVES IN AFGHANISTAN IN THE PERIOD 2008-2011³
(US\$)

<i>Type of resource contributions to country-level projects⁹</i>	<i>Portfolio of development projects</i>	<i>Portfolio of emergency and rehabilitation projects</i>	<i>Total FAO portfolio</i>
<i>Regular Budget</i>	<i>1,467,381</i>	<i>500,000</i>	<i>1,967,381</i>
<i>Extra-budgetary</i>	<i>119,407,130</i>	<i>99,125,814</i>	<i>218,532,944</i>
<i>Total country-level</i>	<i>120,874,511</i>	<i>99,625,814</i>	<i>220,500,325</i>

A measure of the overall commitment of FAO to support the country is the value of its project portfolio over a period of four years (from 2008 to 2011),⁴ which amounts to a total value of \$220,500,325.

³ The above table overestimates current FAO commitments since it includes projects that were active at the beginning of the 4-year period but have been completed in the meantime.

⁴ In order to measure FAO's commitment to support development, this is a better indicator than annual delivery flows, being the latter affected by short-term factors related to the life of individual projects, efficiency in resource allocation and rapidity in disbursements. The value of the portfolio shows the overall budget of each project, whether it started long ago (but is still active or will last many more years beyond the 4-year period here considered). A four-year estimate is considered more significant than annual estimates, to reduce the importance of annual variations, which do not necessarily reflect a change in the intensity and weight of FAO's commitment to support Afghanistan's efforts for development.

FAO activities in Afghanistan

Since 2002, FAO activities have been mostly focusing on the following priority areas:

A. Policy Coordination and Support

- *Provision of policy advice, legislative and analytical support to ARD, including by strengthening capacity of MAIL for integrated food security and livelihoods Programming, drafting of legislation (e.g., seed law, pesticide law, forestry law, plant quarantine law and law on medicinal plants), establishment of National Seed Policy and a Strategic Grain Reserve, introduction of Food Safety measures, enhancing agricultural economics and statistics, market information and knowledge management and support capacity development for integrated food security and livelihoods Programming*
- *Provision of advice for drafting legislation and policies and better donor coordination in water resources and irrigation*

B. Agricultural Production and Productivity Development

- *Promotion of agriculture and rural development through several initiatives of various nature, with special attention to support to smaller farmer livelihoods and income generation in rural areas*
- *Increased production of quality certified seeds and improved access of farmers to quality certified seeds and planting material of major staple crops, as well as development of a National Seed Policy and enactment of seed law*
- *Promotion of IMP through Farmer Field Schools*
- *Capacity-building in the agricultural sector through a number of measures to enhance productivity, crop diversification and orchard development, ; basic skill development;*

C. Livestock

- *Capacity development initiatives for the rehabilitation of pasture land*
- *Enhancement of animal production (including backyard poultry development) in the context of horticulture and livestock development;*
- *Reduction of livestock production losses due to trans-boundary animal and zoonotic diseases – Food and Mouth Disease (FMD), “Peste de Petits Ruminants” (PPR) and HPAI (Highly Pathogenic Avian Influenza, and currently on Brucellosis and Q fever, jointly with WHO, strengthening cross-border surveillance and enhancement of veterinary services;*

D. Agro-industry

- *Promotion of livestock development and enhancement of productive capacity in integrated dairy schemes and support to poultry activities;*

E. Water Resources and Irrigation

- *Capacity development and institutional strengthening of MEW, as well as feasibility studies and M&E activities in the area of water resource management*
- *Rehabilitating and improving existing dilapidated irrigation infrastructure and expansion of irrigated area, with positive impact of crop productivity*
- *Restoration of hydro-meteorological network and installation of hydrological stations;*
- *Construction of micro-power in two provinces, upper valley catchment rehabilitation utilizing water harvesting/conservation structures (terracing, check dams) and tree planting to control land degradation and increase water infiltration and reduce drought vulnerability*
- *Capacity development and agricultural support for irrigation system beneficiaries to improve production and incomes*
- *Assistance to community and farmer organizations for operating and maintaining irrigations systems*

F. Reforestation and Environment

- *Promotion of an integrated approach to sustainable management of renewable natural resources; Introduction of participatory forestry in support of sustainable livelihoods;*

G. Food and nutrition security

- *Promotion of measures to improve food security and nutrition, including at the household level with home-based food production, backyard gardening and poultry raising, emergency countermeasures, policy advice, institutional capacity support and specific initiatives at the community level, introducing a rights-based approach*
- *Promotion of biodiversity for sustainable food security and nutrition*
- *Promotion of all kinds of new income generation opportunities in the rural areas*

H. *Emergency and Rehabilitation (E&R) interventions*

- *Promotion of several emergency and rehabilitation initiatives, assisting vulnerable farmers to resume their livelihoods soonest in order to alleviate the impact of high food price and drought, also through the provision of quality wheat seed and fertilizer, or animal feed, in drought-affected areas, vaccines, multi-vitamin injections and anti-parasitic treatments, and reforestation efforts*

However, taking a longer perspective (from 2006 to 2011), and focusing only on the so-called development projects (i.e. excluding E&R projects), there has been a significant increase of 94.6% in the overall resources that FAO mobilized in support of its development initiatives. In 2006 the total value of development projects amounted less than \$ 62 million. That portfolio increased to a total in 2008 by 16.3% over two years, and an additional 9.6% in 2009. Total commitments for development projects increased significantly in 2010 (18.9% increase) and jumped in 2011 by almost 28.6%. Again, in January 2012, the total value for the portfolio for FAO development initiatives had a net increase to \$141.5 million (with an increase of 17.4% compared with December 2011, but a sizeable increase of more than 50% compared with December 2010).

The proportion between the so-called development projects and E&R initiatives for the four years considered is 54.82% for the former and 45.18% for the latter, and confirms the importance of the latter in Afghanistan. However, the classification between the two groups is not conceptually rigorous, as there are components of E&R also in projects classified as development activities, as development and short-term emergency constraints interact very closely in a reality such as Afghanistan, where the country faces a **“protracted crisis”**.

Contribution of the FAO Regular Budget to FAO activities in Afghanistan is extremely modest in line with the availability regular Programme funds: about 0.89% of the total value for the four years and only 0.50% for the E&R projects (corresponding to one specific TCP project).⁵ On the whole, extra-budgetary resources are the dominant source of funding for all FAO activities in Afghanistan.

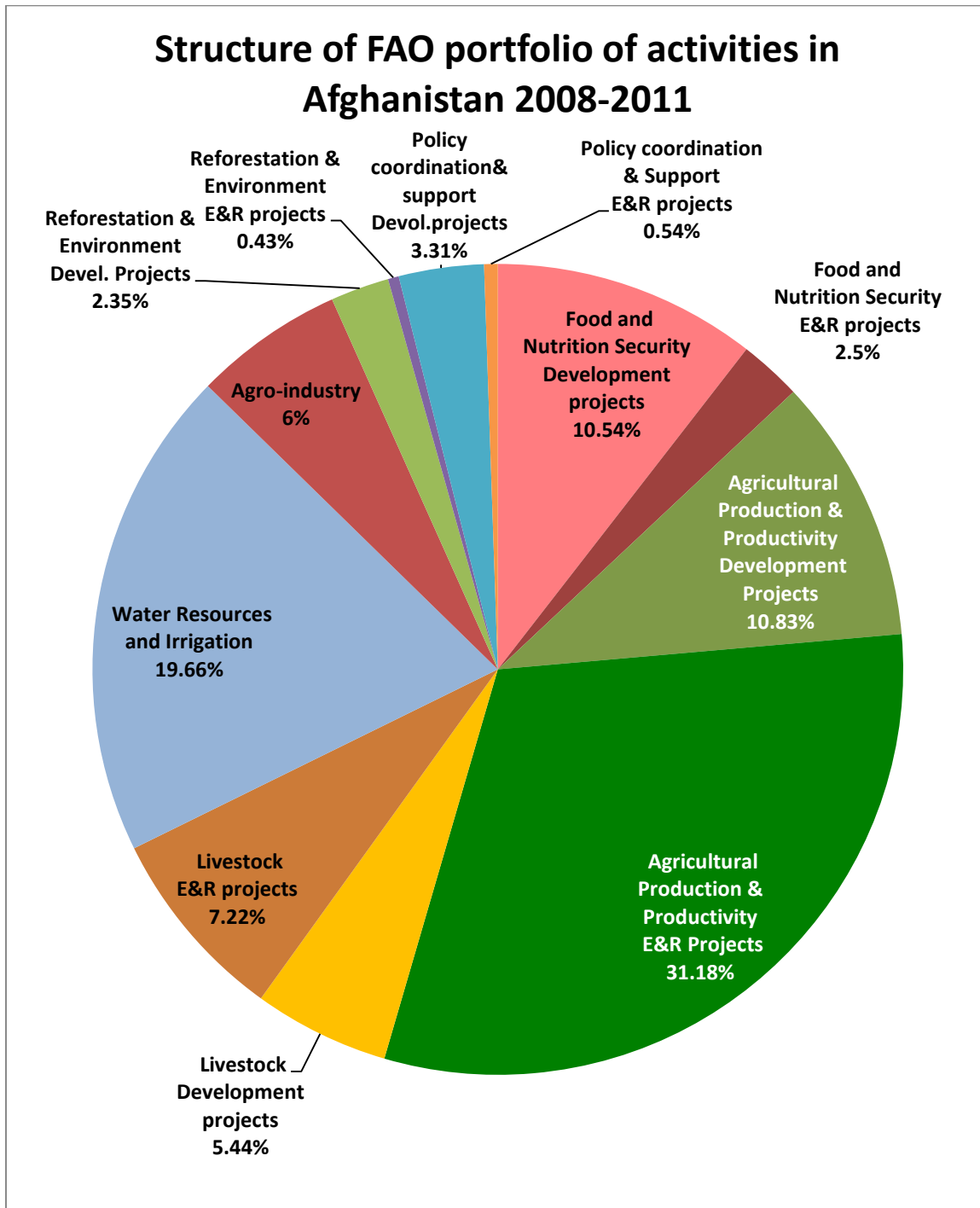
The under-indicated pie diagram shows that FAO has given a significant attention to the promotion of **agricultural production and productivity**. This sub-sector absorbed by far the greatest share of its support to the country (more than 42% of the resources committed to Afghanistan for FAO activities). However, this information is mostly influenced by E&R initiatives, which represent more than 31% of the total, and have provided essential inputs to production and productivity in the form of quality seed, fertilizer and other inputs to vulnerable farmers. Compared with them, development projects aimed at enhancing agricultural production and productivity represent only 10.83% of the total. E&R projects in this area employ almost three times the volume of resources mobilized by FAO development projects aimed at improving agricultural productivity.⁶

The second biggest sub-sector is **Water and Irrigation**, with almost 20% of the commitments, even though they are represented only by two major initiatives, both in collaboration with MEW. The influence of these interventions on agricultural productivity is of paramount relevance and is confirmed by initiatives started in 2012, not included in the previous statistics, and distinguishing them from interventions aimed directly

⁵ In 2010, only one project was funded with regular budget resources, for the amount of \$127,388, corresponding to less than a modest 0.12% of the total portfolio for development projects. E&R initiatives did not receive any regular budget funding that year.

⁶ This type of classification by sub-sector has to be taken with great caution, and often corresponds more to institutional groupings depending on different authorities that may be dealing with a certain type of projects compared with others than reflecting a substantial difference in the nature of the interventions. In reality, rural development is a much more integrated reality, where these classifications may make little sense in developmental terms.

at increasing productivity through other means is quite artificial, and often corresponds to the fact that different emphasis on water resources and irrigation is given by different ministerial authorities. Currently FAO does not yet have any initiatives in this sub-sector with MAIL.



The third sub-sector is **livestock**, with more than 12.66% of the overall commitments, including both interventions coordinated by emergency and rehabilitation interventions and so-called development projects. To them, however, one should add a big share of the initiatives in agro-industry and integrated value chain schemes, which as a whole represent 6% of the overall value of the portfolio, and are related to livestock. The contribution of E&R projects to the livestock area (7.22% of the total portfolio) includes both interventions that supply animal feed to vulnerable preparedness, control mechanisms and response capacity when the country faces threats from trans-boundary diseases.

Food and nutrition security represents a major goal of most interventions, as the increase of physical food availability is the immediate consequence of higher production and productivity and improved access to food allowed by higher income generated by several interventions in the above mentioned areas. However, there are interventions in food security that are not reflected in the above sub-sectors: if these activities are taken all together and are classified as specific interventions under the label “food security”, they cover more than 13% of the resources committed (including both development initiatives and E&R projects). This confirms that, even if many interventions in agricultural production and productivity and those in livestock have direct benefit in terms of food security (especially when they regard remote areas), there are several others initiatives that should be singled out in the domain of “food security”: in particular those that aim at improving the general policy and Programme context in which food security is pursued and those that more directly address the improvement of living conditions of the most vulnerable food insecure population of Afghanistan, which may escape from interventions that support farmers or herders. These two “specific” types of interventions are included in the group “food security” in the above pie diagram.

Surprisingly, support to **reforestation and environmental protection** represent a modest 2.78% of FAO contributions (more than \$6 million). To these, however, one should add the contribution to environmental protection from interventions in the area of water resource and irrigation development and management, which could perfectly classified also as part of the overall natural resource domain. Since hard conditions of the physical environment (semi-arid country, prevailingly mountainous, affected by frequent droughts, floods and persistent land erosion, deforestation and desertification, and widespread mismanagement of natural resources) have a strong influence on agriculture and rural development also through water supply and storage, and consequently on agricultural productivity and food security, one would expect a higher volume of initiatives in this sub-sector, where there are serious potentials for further intensification.

The sub-sector grouping here used identifies “**policy coordination and support**” as a separate category. However, it is difficult to distinguish interventions that regard policy support from the other aspects of FAO activity on the ground. Support to the formulation of agricultural and water resource management policies, for instance, has often been included in “water resource and irrigation” and not in “policy coordination and support”. The same applies to interventions in the area of improved seed production, which led to the launch of a “national seed policy”.

The same consideration is true for the contribution that FAO provides to **support the development of national capacities through capacity-building initiatives**. All FAO projects may or should have a capacity building component. However, there are other initiatives that belong to this policy support and assistance to development of institutional national capacities that are not necessarily classified in any of the above subsectors. This justifies their separate treatment as a distinct subsector, under the proviso that values of resources employed in that subsector probably underestimate the efforts therein undertaken. Resources devoted exclusively and mainly to policy support and development of institutional capacity are estimated to amount to less than 4% of FAO committed contributions.

The allocation of financial resources by sub-sector is not sufficient to assess FAO's role in Afghanistan. Capacity development components such as extension activities, training, or other capacity development activities are not singled out. The most significant development value of FAO interventions is the ***"knowledge"*** content of its contribution and is not necessarily reflected by the amount of financial resources that FAO uses. This is a great limitation of the quantitative analysis of financial value of current and past portfolio, especially for an institution such as FAO, which prevalingly values itself as a "knowledge organization".

2.2 FAO experience in Afghanistan: lessons learnt

FAO country-level efforts in Afghanistan have faced constraints and challenges, illustrated in detail in Annex 6 and in a separate Background Document prepared for the formulation of this CPF.

These challenges regard the following areas:

- (a) Ensuring up-scaling of pilot interventions to generate a bigger impact at the national level;
- (b) Ensuring economic sustainability in FAO initiatives, which will ensure continuity in the operations once projects are completed, through strategies that are not always easy to define when projects are designed;
- (c) Achieving an 'exit strategy' of FAO interventions, if no adequate design for it has taken place at the launch of the initiatives, also aimed at the development of appropriate national capacities;
- (d) Insufficient knowledge base and information systems prevailing in the country in many areas where FAO operates, calling for an intensification of initiatives aimed at developing national capacities;
- (e) Inadequate coordination among activities due prevailing fragmented programmatic approach, with insufficient communication, dialogue, confrontation and information exchange among project staff;
- (f) Possible lack of a 'common vision' within FAO project staff in the country due to inconsistent approach among various FAO initiatives in addressing similar issues but from different project angles.
- (g) Possible inadequate oversight by ministerial authorities over the execution of FAO interventions. In some cases, this was due to prevailing fragmented approach in project design and implementation, hindering coordination links between project staff and institutional structures at the central and peripheral level;
- (h) Risk of a donor-driven condition as a consequence of the fragmented project approach above indicated and dependency on extra-budgetary funding that characterizes FAO country-level operations, affecting dialogue and coordination between FAO project staff and national authorities and the way new initiatives are identified, funded, implemented and monitored.
- (j) Increasing preference of several donors to Direct Budget Support (DBS), which will make FAO increasingly dependent on allocation of resources through funds accrued to the fiscal budget as a common window, adopting either execution modalities as "national execution" instead of those of "direct execution". Access to FAO services in nationally executed initiatives is to be tested.
- (k) Enhancing individual and institutional capacities at the ministerial level still represents a major challenge in Afghanistan and it is a task that FAO and the Government need to face jointly. These capacities include coordination/supervisory tasks, project design and implementation, mobilization of private and public resources, donor coordination and inter-ministerial collaboration.

2.3 CPF Priority Areas

CPF priority areas are based on the challenges that the country faces and the response that the Government intends to provide to them in collaboration with the international community. These challenges include malnutrition, so widespread in large sectors of the population, threats to food security that affect so many, combined with limitations in agricultural productivity, inadequate diversification of agricultural production and lack of income generation opportunities in rural and urban areas. Hard conditions affect the natural resource environment, especially as regards water resources, exacerbated by frequent calamities, combined with other constraints that go beyond FAO mandates (weak infrastructures, insufficient rural credit, high unemployment, high rate of growth of the population,

inadequate social services and absence of social protection networks, not to mention widespread insecurity and inadequate governance). Harsh conditions of the physical environment cause serious constraints in water-related dimensions of agricultural production and productivity and affect land management, including conservation, maintenance and development of other natural resources (for instance rangeland management). These constraints are not isolated from the human factor that determines land productivity and often has been a primary cause of the deterioration of the physical environment, for instance through overgrazing, uncontrolled deforestation, and inadequate agriculture practices. Limited skills at various levels may be causes and consequences of a number of situations that affect the performance of agriculture in several areas, from the early stage of producing basic inputs to agriculture (e.g. producing improved seeds, use of fertilizer and pesticides) to the later stages of commercialization and value addition in post-harvest operations.

The CPF focuses on FAO's response to these challenges through the ***development of national capacities*** at all levels, whether their enhancement regards key public institutions responsible for formulating strategies in agricultural development, food security or natural resource development, or implementing their recommendations; or regards non-governmental national stakeholders and private sector entities, who are often key players in implementing national policies, together with the Government; or finally is intended to bear on the conditions of individuals (such as farmers, herders, vulnerable households, or other operators), who are the ultimate beneficiaries of FAO efforts in the country .

The overall vision that outlines the terrain on which the CPF builds its programmatic proposal and its overall expected impact is here presented. This vision is the result of consultative meetings between FAO and the Government of Afghanistan during the CPF formulation process and reflects the objectives being pursued in the national strategies. This vision is summarized in the box underneath suggested and pursues the fundamental objective of improving the living conditions of the Afghan people by aiming at an overall development goal for the years 2012-2015 summarized as follows:

Overall development vision for the CPF 2012-2015 for Afghanistan

To provide the Islamic Republic of Afghanistan in the Transition Process with policy advice and technical assistance in order to support the development of national capacity to promote a society free from hunger and malnutrition by promoting economic growth, food and nutrition security, natural resource management, poverty eradication and national security, in an economically, socially and environmentally sustainable manner. FAO activities are conceived as support the National Priority Programmes endorsed by the Government of Afghanistan and aim at producing an expanded productive base; enhancing water resource and irrigation development and management; improving productive inputs; achieving higher standards in production quality and more effective services in research and rural extension; enhancing capacity of smallholder farmers and herders; developing more adequate legislative and regulatory tools and better management of programming and capacity building tools; providing better support to food-insecure households; introducing innovative approaches to agricultural and sustainable development; generating additional value to agricultural and livestock production; and improving emergency preparedness and enhancing disaster-risk management.

This overall development vision is consistent with the results pursued by the UN system through the UNDAF and ISF and is pursued through the following **six Priority Areas** for the **Country Programming Framework (CPF)** for the period 2012-2015:

1. ***Support to fostering agricultural productive capacity:***
2. ***Support to better water resource and irrigation development and management:***
3. ***Support to the formulation and implementation of effective agricultural policies and institutional capacity building***
4. ***Support to better natural resource management***
5. ***Support to food and nutrition security***
6. ***Support to capacity development in emergency management***

These areas are only one of the many ways in which FAO programming framework may be articulated, and the distinction among them is often artificial, as interventions address more than one area at the same time as a consequence of their multi-dimensional nature.

Water resource and irrigation development and management, for instance, is intimately related to natural resource management, of which it is an essential component. Similarly, it is through an improvement of water resources and irrigation that it is possible to achieve better results in terms of increased agricultural production and productivity. Food security is achieved through several interventions and has several dimensions: food physical availability, food access, food use and utilization (related to malnutrition), food supply stability and food safety. Several activities promoted under the CPF Priority Areas No. 1, 2 and 4, have immediate implications on food security. Those classified under the CPF Priority Area No. 5 are those that have “*food and nutrition security*” as primary and prevailing goal, and are meant either to support institutional capacity in the area, or directly aim at improving food security of targeted vulnerable households as primary objective through innovative initiatives. Finally, emergency operations are not found only in the CPF Priority Area No. 6, which is rather focused on emergency preparedness and disaster risk management, but are met particularly in CPF Priority Area No. 1, to the effect that they address vulnerable farmers and herders affected by emergency situations, or even in CPF Priority Areas No. 2 and 4, as natural calamities have immediate repercussions on water resource and natural resource development and management, and CPF Priority Area No. 5, as they address food security at individual household level.

In spite of this caveat, which confirms the significant integrated nature of rural development, this classification of CPF Priority Areas in six categories is justified both for institutional reasons, since it facilitates the identifications of authorities directly responsible for dealing with these issues, and also from the programming purpose, to the extent that the Government of Afghanistan has often identified separate different tools, mechanisms, programmes, and policies under separate labels.

In particular, these six **CPF Priority Areas** are directly aligned to *national priorities* as they emerged from previously recalled strategies and policies, and in particular with the four *National Priority Programmes (NPPs)* adopted by the inter-ministerial *Agriculture and Rural Development Cluster* and endorsed by JCMB. They directly reflect the development agenda pursued by the Government in this transition phase, and are consistent with the orientations and objectives of national strategic documents such as the *ANDS* for the period 2008-2013, the corresponding *ARDSS*, the *NADF* and its four corresponding programmes prepared by MAIL in April 2009, the *Agricultural Priorities* identified by MAIL in November 2010 and the “*Food-for-Life*” *NPP*. These CPF Priority Areas are also consistent with:

- the strategic vision expressed on rural development by the MRRD in its *Strategic Intent* and the programmes, plans and initiatives that that ministry promotes in the *ARD* area;

- the objectives of the *Water Law* and related strategies pursued by the MEW and MAIL on water resource development and irrigation;
- the orientations expressed in the *National Public Nutrition Policy and Strategy for 2010-2013 (NPNPS)*, prepared by the *Ministry of Public Health (MoPH)* in the area of nutrition security;
- the orientations expressed in the *Seed Law and National Seed Policy* in consistence with the *Second Global Plan of Action on Plant Genetic Resources for Food and Agriculture* as the globally agreed framework for effective conservation and use of crop biodiversity for food security and agricultural growth;
- the objectives of the *Environmental Law* and the *Law on Forestry*, as regard natural resource development, environment protection and conservation, reforestation and fight against desertification and natural resource degradation, as well as mitigation of the impact of climate changes on agriculture and natural resources in Afghanistan; and
- the orientations expressed by the *Ministry of Commerce and Industry (MoCI)* and the *Export Promotion Agency of Afghanistan* as regard promotion and diversification of agricultural exports, pursuing an improvement of the quality of Afghan exports, as well as measures taken by the Government to facilitate trade, including imports of essential commodities and transit trade to non-neighbouring countries, in order to diversify export trade.

These six CPF Priority Areas are not meant to define areas that are exclusive for FAO operations. Other actors, either national or international, intervene in the same areas, with the intent of achieving similar results. The CPF identifies in those areas specific results that will benefit for the contribution from FAO, sometimes in partnerships with other external development partners (especially other UN agencies). Therefore, CPF Outcomes achievable under each CPF Priority Area are often the combination of several contributions from several external development partners as well as the indispensable contribution of national entities directly involved in those areas. FAO assistance in each of these areas will interact with those efforts. One of the purposes of the CPF is also to multiply opportunities for partnerships between FAO and other actors that operate in a specific area.

The pursuit of CPF Priority Areas follows basic principles, which are reiterated in section 3.2. Among these principles, in addition to the centrality of aforementioned development of national capacity, a cross-cutting priority theme for the CPF is its gender dimension, on which FAO will focus in providing its support to Afghanistan, consistently with the gender mainstreaming policy adopted by the Government. This dimension will include enhanced access of women to farming, resources, responsibilities, quality and safe food, and income opportunities.

2.4 Structure of the Programming Framework: Outcomes and Outputs

The core of the FAO Programming Framework for Afghanistan, its main priorities and expected outcomes are synthetically illustrated in the following table.

CPF Priority Areas and Outcomes

CPF Priority Areas	CPF Outcomes
CPF Priority Area No. 1: SUPPORT TO FOSTERING AGRICULTURAL PRODUCTIVE CAPACITY	<p><i>Outcome 1.1: Enhanced capacity of smallholder farmers to achieve higher productivity/ production, higher competitiveness of agriculture and crop diversification</i></p> <p><i>Outcome 1.2: Enhanced multi-level capacity of smallholder herders and farmers with livestock to achieve higher productivity and production of livestock as well as get better economic value from their animals</i></p> <p><i>Outcome 1.3: Enhanced capacity at multiple level for, and value adding to, agricultural and livestock production through integrated labour intensive agro-industrial productions</i></p>
CPF Priority Area No. 2: SUPPORT TO BETTER WATER RESOURCE AND IRRIGATION DEVELOPMENT AND MANAGEMENT	<p><i>Outcome 2.1: Further enhancement of national sector capacity in preparing, adopting and implementing a holistic land and water/irrigation strategies, based on Integrated Water Resource Development (IWRD), Integrated Water Resources Management (IWRM) and River Basin approaches</i></p> <p><i>Outcome 2.2: Enhanced capacity to develop and manage water resources through improved physical infrastructure and institutional strengthening to support agriculture production</i></p> <p><i>Outcome 2.3: Enhanced national capacity to respond to water hazard and climate change</i></p> <p><i>Outcome 2.4: Enhanced capacity of ministerial cadres in the formulation and implementation of effective water policies, frameworks, legislation and institutional structures and related capacity building</i></p>
CPF Priority Area No. 3: SUPPORT TO THE FORMULATION AND IMPLEMENTATION OF EFFECTIVE AGRICULTURAL POLICIES AND INSTITUTIONAL CAPACITY BUILDING	<p><i>Outcome 3.1: Enhanced capacity of ministerial cadres in designing policies, frameworks, legislation and institutional structures in ARD, food and nutrition security, and environmental protection (see also Outcome 2.4 on water resources and irrigation and Outcome 5.1 on food security)</i></p> <p><i>Outcome 3.2: Improved capacity for knowledge management and information systems for ARD, food and nutrition security and environmental protection, including improved statistics</i></p> <p><i>Outcome 3.3: Enhanced national capacity (at central and decentralized level) in programming and implementation management in ARD and related areas</i></p>
CPF Priority Area No. 4: SUPPORT TO BETTER NATURAL RESOURCE MANAGEMENT	<p><i>Outcome 4.1: Enhanced capacity to improve sustainable environmental management, including in terms of policy-making capacity and information management, and ensure rehabilitation of the natural resource base</i></p> <p><i>Outcome 4.2: Enhanced capacity for sustainable development/use of rangelands and forests through community-based approaches</i></p> <p><i>Outcome 4.3: Enhanced capacity to respond to climate change on agriculture and food security with mitigation and adaptation measures</i></p>
CPF Priority Area No. 5: SUPPORT TO FOOD AND NUTRITION SECURITY	<p><i>Outcome 5.1: Enhanced institutional capacity to analyze food and nutrition security issues through a multi-sector and strategic approach to food and nutrition security</i></p> <p><i>Outcome 5.2: Enhanced capacity to promote initiatives – at the national, provincial and district level – that strengthen food security and nutrition of households in the pursuit of the right to adequate food</i></p> <p><i>Outcome 5.3: Enhanced institutional capacity to address issues regarding food safety and quality including policy, legislation, programmes, inspection and certification, infrastructure support, manpower development and inspection and certification capabilities</i></p>
CPF Priority Area No. 6: SUPPORT TO CAPACITY DEVELOPMENT IN EMERGENCY MANAGEMENT	<p><i>Outcome 6.1: Enhanced capacity for emergency preparedness and disaster risk reduction management for impending food, agricultural crises and climate-related natural hazards, including those linked to trans-boundary animal diseases</i></p>

An overarching feature of this CPF is its focus on **capacity development**, which is a cross-cutting theme for all activities programmed within the CPF, combined with the **principle of gender mainstreaming**. The intended impact of FAO support in the CPF Priority Areas is conceived mostly in terms of **capacity development**, interpreted not only as mere capacity building activities (such as training) but also as a more complex societal, institutional, organizational, and individual change process.⁷ For this reason CPF Outcomes are expressed in terms of enhanced capacity, using the term “*national capacity*” as “*the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner.*”⁸ Capacity development, even when referred to training activities, focuses on issues such as sustainability of the capacity development support initiatives, impact of brain drain phenomena on effectiveness of FAO support, and identification of appropriate “target” population of all capacity development efforts in designing training initiatives.

The notion of CPF Outcomes

CPF Outcomes represent the results that FAO agrees with the Government to achieve in each CPF Priority Area through activities referred in the programming framework as CPF Outputs. The CPF does not include individual projects and their specific outputs but adopts a strategic approach.

CPF Outcomes are measurable intended changes in a development condition in a CPF Priority Area, caused by an FAO contribution within a particular timeframe. A CPF Outcome is defined in concomitance with other contributions from, and performance of, non-FAO agents, such as Government counterparts, other public entities, external development partners (including other UN agencies) and national stakeholders that operate in the same Priority Area. These other contributions are considered (external) conditions (or assumptions) that make such changes possible and may be reflected in the Assumptions in the CPF Results Matrix (Part A), as found in Annex 2 of this document.

Although the CPF Outcome is not the exclusive result of an FAO contribution, its inclusion in the CPF requires that it is still possible to “attribute” results to FAO to a considerable extent, even though this attribution is not exclusive.

The notion of CPF Outputs

CPF Outputs are the specific changes that FAO intends generate through specific projects and programmes or groups of activities as means to achieve the CPF Outcomes in each Priority Area. The CPF Outputs are defined as FAO products, immediately and exclusively attributed to the specific interventions and operations planned by FAO in the country. A group of CPF Outputs, considered in the overall achievement, contribute to the attainment of a specific CPF Outcome.

The content of the CPF Programming Framework, in terms of CPF Outcomes and CPF Outputs, is illustrated in the rest of this section 2.4 for each CPF Priority Area in the context of national strategies and policies pursued by the Government, taking into account FAO comparative advantages, past experience in the country and role played by other development partners in the same area. This section should be read in concomitance with Annex 2, where the **CPF Results Matrix** is presented in the format of a logical framework. For each CPF Priority Area, one or more Outcomes are specified, and for each CPF Outcome, a number of CPF Outputs, corresponding to respective approaches or lines of activities.

⁷ This approach to *capacity development* corresponds to the notion adopted by FAO in its **Capacity Development Corporate Strategy and Agenda for Action**, as illustrated in “FAO Capacity Assessment Approach and Supporting Tools”, September 2010 (internal document of FAO/OEKC). The *Kabul Process* and *ANDS* define the overall context in which capacity development takes place in Afghanistan, as part of the growth path for the country. The *ARDSS* and *NADF* further contribute to the definition of *capacity needs* requirements for agriculture and rural development, as well as food security.

⁸ *ibidem*

CPF Priority Area 1: SUPPORT TO FOSTERING AGRICULTURAL PRODUCTIVE CAPACITY

(a) Links with National Priorities and FAO Strategic Objectives and Regional Priorities

The basis of the activities programmed in this priority area can be found in FAO Strategic Objective A and B, respectively on “sustainable intensification of crop production” and “increased sustainable livestock production” and regional priority No. 2 for the Asia and Pacific Region on “*fostering agricultural production and rural development (with special emphasis on sustainable crop intensification and diversification to improve productivity, and agriculture diversification with emphasis on livestock productivity, aquaculture, and sustainable forest management)*”.

These activities correspond to the national priorities pursued by the Government in Programme 2 of the NPPs on *National Comprehensive Agriculture Production and Market Development*, which focuses on the need to improve production and productivity within the farm and the market, strengthening value chains, expecting to increase incomes for farmers, pastoralists, introducing new crops and technologies in addition to traditional crops, improving cultivation methods, including IPM, better packaging, marketing and value-added agribusiness.

Relevant is also FAO Strategic Objective K on *Gender equity in access to resources, goods, services and decision-making in the rural areas*, consistent with the aforementioned *Gender Mainstreaming Policy* pursued by MAIL in agriculture. Programmed activities in this area also contribute to the pursuit of FAO Strategic Objective L on *Increased and more effective public and private investment in agriculture and rural development*, which represents a main priority for all NPPs, the NADF of MAIL and the *Afghanistan National Development Strategy 1387-1391 (2008-2013) (ANDS)* and corresponding *Agriculture and Rural Development Sector Strategy (ARDSS)*.

(b) Challenges and definition of CPF Outcomes

This component of the CPF responds to critical challenges that affect Afghanistan and its development as they relate to agriculture, key productive sector for its economy, and the relevance of farming and livestock for a great portion of the Afghan population, often only alternative to unemployment. Since performance of the sector mainly depends on cereal annual crop production, which accounts for over 80 percent of agricultural economy, and Afghans depend on consumption of cereals, constraints in this domain limit food staple production and availability, particularly in remote areas, and income generation. Limited crop diversification is also a major challenge.

This section of the CPF addresses in particular those constraints that address limitations to crop and livestock productivity as well as agro-industrial development. Three CPF Outcomes are identified, enhancing national capacities respectively as regard crop production, livestock and agro-industry, with special attention to small producers. The definition of these CPF Outcomes reflects the conclusion of the situation analysis and capacity needs assessment undertaken in preparation of the CPF formulation (see separate Background Documents mentioned in the table of contents). In particular, these Outcomes focus on those factors that limit productivity, addressing poor farming skills, inadequate land management, low level of farming technologies, inadequate agricultural inputs, limited access to extension services, insufficient use of seed variety, inadequate agricultural research and corresponding limitations of extension services. Challenges in the livestock activities and agro-industrial production are addressed as well, including initiatives that cover a wide range of constraints faced, including post-harvest operations, quality of production and commercialization.

(c) FAO past experience and comparative advantages

The articulation of CPF Outcomes and corresponding CPF Outputs responds to possible solutions to those challenges that are suggested by FAO competences and skills. They are based on the accumulated experience of FAO in this area, in Afghanistan and other countries. The activities envisaged in this area, summarized in the CPF Outputs, are inspired by lessons learnt from past activities of the period 2008-2011 (see table in page 28 for a few examples), for which FAO devoted 60% of its resources. Lessons learnt are a mix of achievement and constraints met, and are combined with other elements that determine FAO's comparative advantage in this area.

(d) The role of other development partners

FAO is not the only development partner that operates in this area. A significant role is played by donors such as the USA, European Union, United Kingdom, Canada, Germany, the Netherlands, and Norway and Italy, who have been supporting, with different roles, the various dimensions of each Outcome and Output in this specific area. Development of agricultural input, food crop production, agricultural services, agricultural education and training, rural extension, agricultural research, plant protection, post-harvest protection and pest control, count on a wide support from these external development partners. These partners have sometimes collaborated as resource partners with FAO leaving to FAO the role of implementing entity. In other cases, they have adopted different implementation approaches, not involving FAO.

(e) Potential partnerships

The CPF Results Matrix (Part B) specifies potentials for financial contributions for the period 2012-2015 for this CPF Priority Area, as well as potential collaboration from partners, who may play either a complementary or supplementary role in FAO's support to Afghanistan. Potentials for partnership with these development actors are significant, and they regard in first place multilateral entities such as the World Bank and the Asian Development Bank, bilateral donors such as USAID and the US Agricultural Department, the European Community, JICA, Germany, French Cooperation, among others. On the improvement of crop productivity, the collaboration with specialized entities such as the *International Maize and Wheat Improvement Centre (CUMMYT)* and the *International Centre for Agricultural Research in the Dry Areas (ICARDA)* is going to be crucial. Joint efforts with IFAD, UNIDO and ILO will be crucial in specific areas of agro-industry, where potential partnerships are many. Alliances with NGOs and other national institutions will be relevant to achieve the expected results in all domains addressed in this Priority Area.

The basic structure of the CPF Outcomes and Outputs for this Priority Area is presented in the following table.

CPF Priority Area 1:**SUPPORT TO FOSTERING AGRICULTURAL PRODUCTIVE CAPACITY****Outcome 1.1**

Enhanced multi-level capacity of smallholder farmers to achieve higher productivity/production, higher competitiveness of agriculture and crop diversification

Outputs:

- 1.1.1 Availability/production of, and better access to, quality inputs (including seed and fertilizer) to increase production and productivity of wheat and rice, inter alia, up-scaling results of past achievements improved
- 1.1.2 Expanded access to new technology, knowledge and best practices through enhanced research and extension services (including for women), integrated with decentralized research, improved land preparation and crop rotation (**see also Output 5.1.7**)
- 1.1.3 Expansion of geographical coverage of Farmer Field School approach and up-scaling of use of IPM method supported
- 1.1.4 Pilot interventions of crop diversification introduced, including in orchard and vegetable production, industrial crops, saffron and agro-forestry, and their application on national scale
- 1.1.5 Assistance to private seed enterprises (SEs) to diversify their portfolio provided

Outcome 1.2

Enhanced multi-level capacity of smallholder herders and farmers with livestock to achieve higher productivity and production of livestock as well as get better economic value from their animals

Outputs:

- 1.2.1 Fodder crop production enhanced through improved technical support and capacity building with extension services (in particular for women)
- 1.2.2 Gender-sensitive initiatives to increase in animal husbandry (particularly for poultry, dairy cattle, sheep and goats) promoted
- 1.2.3 Knowledge and skills for improved gender-sensitive surveillance, prevention and control of animal and zoonotic diseases enhanced
- 1.2.4 Access to animal health services with special emphasis on community based gender-sensitive models of service provision improved
- 1.2.5 Assistance to herders to ensure re-establishment of grazing rights through rangeland management provided (**see Output 4.1.4**)
- 1.2.6 Assistance provided to promote community based organizations as a means to enhance their bargaining power (especially for women) in the marketplace

Outcome 1.3

Enhanced capacity at multiple level for, and value adding to, agricultural and livestock production through integrated labour intensive agro-industrial productions

Outputs:

- 1.3.1 After-harvest processes enhanced, including threshing, storage, cold-chain operations, milling, drying, quality control, packaging and labelling, and enhanced shipping approach
- 1.3.2 Labour-intensive agro-industrial processing proposals formulated as applied to crop, horticulture and vegetable products and pilot interventions promoted
- 1.3.3 Pilot interventions in Integrated Dairy Schemes and commercial poultry production up-scaled on a national level
- 1.3.4 Support to agro-business provided, complementing efforts of other partners, to ensure that improved variety, quality, safety and added value are achieved with the aim of diversifying income and job opportunities through labour-intensive initiatives in full respect of decent work conditions in rural and semi-urban areas

CPF Priority Area 2: SUPPORT TO BETTER WATER RESOURCE AND IRRIGATION DEVELOPMENT AND MANAGEMENT

(a) Links with National Priorities and FAO Strategic Objectives

The basis of the activities programmed in this priority area can be found in FAO *Strategic Objective F* on *Sustainable management of land, water and genetic resources and improved responses to global environmental challenges affecting food and agriculture*, although they are a complement and essential contribution to promote *Strategic Objective A* on “sustainable intensification of crop production” and *Strategic Objective B* on “increased sustainable livestock production” pursued in the previous CPF Priority Area 1.

They are FAO’s contribution to the efforts undertaken by the Government within ANDS 2008-2013 in the “water and irrigation” within the “Integrated Water Resource Management System” (IWRM) based on a river-basin approach, adopted by MEW and MAIL on the basis of the principles established by the *Water Law* adopted in 2009. Those efforts are part of the *Water Sector Management Strategy 2008-2013*, pursued by MEW as part of Pillar III (Infrastructure) of ANDS, and the irrigation rehabilitation and development initiatives undertaken by MAIL and MEW within NPP (in particular component A on *National Water Resource and Irrigation* of Programme 1 of the NPPs on *National Water and National Resource Development*, which is a basic component of the national efforts to increase agricultural productivity in Afghanistan, and Sub-Programme D on “*Irrigation*” of the MAIL’s *APP Programme*, within NADF). These efforts also include those initiatives promoted by MAIL within the *Irrigation Expansion, Rehabilitation and Modernization (IERM) Sub-Programme* of NADF, which aims at expanding water harvesting capacity, facilitate the rehabilitation of water delivery infrastructure, including tertiary watercourses, enhancing coordination of all irrigation projects.

(b) Challenges and definition of CPF Outcomes

This component of the CPF responds to a major constraint to agricultural growth and food security: limited availability of reliable, on time and enough water supply due to the arid or semi-arid climate that prevails in the country. Since performance of the agricultural sector depends so much on annual precipitation, concentrated in the winter months mostly in the form of snowfall, Afghanistan has a lowest storage capacity per capita in the region and uses only about 30 % of its available surface water resources for irrigation with poor levels of efficiency, still anchored to traditional irrigation methods. This constrain is further accentuated by the frequency of calamities that enhances the frequency of phenomena such as droughts, floods and soil erosion.

This is why special attention has been devoted to the definition of four different CPF Outcomes in this Priority Areas, which reflect the logic of the governmental strategy in this domain: the first Outcome addresses the support to the strategic approach to this area; the second Outcome identifies enhancement of national capacities ultimately aimed at improving physical irrigation infrastructure and institutional strengthening that will benefit agricultural production; the third Outcome focuses on the capacity to respond to water hazard and link to climate change; and the fourth Outcome concerns the development of capacities on ministerial cadres in this domain (capacity-building focus).

The definition of these CPF Outcomes and related CPF Outputs, resulting from a thorough consultation with ministerial authorities, articulates the approaches suggested by situation analysis and the capacity needs assessments contained in the background documents for the CPF formulation and are integrated with the national interventions undertaken within NPPs in this domain.

(c) FAO past experience and comparative advantages

Both CPF Outcomes and CPF Outputs in this domain are a continuation of the significant experience accumulated by FAO in Afghanistan, which shows a special role played by FAO in water resource development and irrigation, enjoying substantial funding support from the World Bank and JICA. This type of support is expected to continue in the near future within the current CPF. The CPF Outputs suggested reflect lessons learnt from past activities implemented in the period 2008-2011 (see table in page 28), and confirm FAO's comparative advantage in this area. Those activities represented almost 27% of the total resources committed by FAO in Afghanistan between 2008 and 2011.

(d) The role of other development partners

The demand for support in this domain by Afghanistan is enormous and FAO is only one of the many actors operating to support water resource development and irrigation. Key partners in this domain are the World Bank and the Asian Development Bank, among the multilateral institutions, and Canada, USA, Japan, and European Union, and to a smaller extent Netherlands, among bilateral institutions. FAO plays a key role in the implementation of programmes in this area, supported by two of these development partners, the World Bank and JICA.

(e) Potential partnerships

Potential partnerships between FAO and some of these aforementioned partners in this area are identified in Part B of the CPF Results Matrix (Annex 2) for the period 2012-2015, where the contributions of the World Bank and JICA are expected to be crucial also for the future. There are however potentials for new partnerships, as suggested by new proposals either under discussion or formulation. Within these new arrangements, FAO is expected to strengthen collaboration with other UN agencies, in particular with UNEP and UNDP, with which FAO will be able to strengthen its capacity.

The CPF Outcomes and Outputs for this Priority Area are the following.

CPF Priority Area 2: SUPPORT TO BETTER WATER RESOURCE AND IRRIGATION DEVELOPMENT AND MANAGEMENT	
Outcome 2.1 <i>Further enhancement of national sector capacity in preparing, adopting and implementing a holist land and water/irrigation strategies, based on Integrated Water Resources Development (IWRD), Integrated Water Resources Management (IWRM) and River Basin approaches</i>	
Outputs: 2.1.1 <i>Enhanced national capacity in designing basin approach based initiatives of water resource development, including surface and groundwater management, strengthened M&E capacity and enhanced coordination, water services auditing and accounting principles</i> <i>Capacity of involved institutions are enhanced in:</i> <ul style="list-style-type: none"> • <i>Water resources and irrigation management</i> • <i>Water resources and irrigation development</i> 2.1.2 <i>Enhanced decision support system for water resources development and management through restoration and establishment of hydro-meteorological networks and collection, compilation, analysis and dissemination of hydro-met data</i> 2.1.3 <i>Enhanced national capacity for appropriate water allocation (among different uses and users) and uses in increase productivity based on land use analysis and GIS technology</i>	
Outcome 2.2 <i>Enhanced capacity to develop and manage water resources through improved physical infrastructure and institutional strengthening to support agriculture production</i>	
Outputs: 2.2.1 <i>Capacity for water conservation and utilization for sustainable management and development of water resource base enhanced</i> 2.2.2 <i>Continued support and assistance provided to develop national capacity to enhance water demand and supply and restore and develop irrigation systems through storage, modernization of existing conveyance systems and improved Operation & Management (O&E) practices</i> 2.2.3 <i>Improved on-farm water management approaches introduced for irrigation through new irrigation technologies (e.g. drip irrigation) and management practices</i> 2.2.4 <i>Institutional strengthening of community-based water management organizations – e.g. Mirab/Irrigation Associations (IAs), Water-User Associations (WUAs), River Basin Councils (RBCs), River Sub-Basin Councils (RSBCs) – ensured and relevant public sector agencies supported</i>	
Outcome 2.3 <i>Enhanced national capacity to respond to water hazard and climate change</i>	
Outputs: 2.3.1 <i>National capacity for flood and drought management enhanced through technical intervention (flood control infrastructures, storage schemes,, etc) and improved management practices</i> 2.3.2 <i>National capacity for agriculture water management enhanced with appropriate adoptive measures to respond to the impact of climate variability and change</i>	
Outcome 2.4 <i>Enhanced capacity of ministerial cadres in the formulation and implementation of effective water policies, frameworks, legislation and institutional structures and related capacity building</i>	
Outputs: 2.4.1 <i>Capacity-building support provided to relevant staff</i>	

CPF Priority Area 3: SUPPORT TO THE FORMULATION AND IMPLEMENTATION OF EFFECTIVE AGRICULTURAL POLICIES AND INSTITUTIONAL CAPACITY BUILDING

(a) Links with National Priorities and FAO Core Functions

The support that FAO provides in this CPF Priority Area reflects key *core functions* of FAO, as defined in FAO *Strategic Framework* for the period 2010-2019, which identify critical means of action that FAO is to employ in order to achieve tangible results, drawing on its comparative advantages. In particular, the pursuit of this type of support addresses the following FAO *Core Functions*:

- a) *Providing long-term perspectives and leadership in monitoring and assessing trends in food security and agriculture, fisheries and forestry.*
- b) *Stimulating the generation, dissemination and application of information and knowledge, including statistics.*
- c) *Articulating policy and strategy options and advice.*
- e) *Providing technical support to promote technology transfer, catalyze change and build capacity, particularly for rural institutions.*

FAO activities in this area go hand in hand with the approach pursued by MAIL through its *Change Management Strategy* in the context of the “*Change Management, Public Sector Development and Programme Support Framework*” Programme in NADF, which contributes to rethinking the fundamental functions and processes of MAIL, including policy and strategy formulation, legal and regulatory framework preparation, quality control and food safety, veterinary public health and plant protection, standards and certification, monitoring and evaluation and ability to enforce regulations and standards through organizational adjustments.

(b) Challenges and definition of CPF Outcomes

CPF Outcomes in this CPF Priority Area respond to challenges summarized in the *Capacity Development Programme* for MAIL and similar efforts of other relevant national institutions. The development of agriculture, food security and natural resources in Afghanistan faces capacity constraints that require organizational and institutional changes that this CPF intends to support. Three CPF Outcomes have been identified in this area: the first regards the support to development of national capacities of ministerial cadres for policy design, development and support; the second regards the support to knowledge management and information systems, including development of statistic capacity; and the third regards development of institutional level at programming, management and implementation level.

(c) FAO past experience and comparative advantages

FAO has been supporting this area in most activities undertaken in the past few years in all domains (see table in page 28 for details). The assessment of lessons learnt from past FAO activities in Afghanistan reported in section 2.2 and further analyzed in Annex 4 led to the conclusion, recognized as overall principle, that capacity development is an overarching feature of this CPF. The aforementioned FAO core functions are linked to a clear comparative advantage, which is expected to be further expanded in the new programming cycle as reflected in the CPF Outcomes and CPF Outputs here identified.

(d) The role of other development partners

Although FAO initiatives that regard policy and coordination support, development management, statistics and information systems support, have played an important part in the overall contribution of FAO to the country, other external partners provide a key support to Afghanistan in this domain: first of all USA, immediately followed by the European Union, and at distance Japan, United Kingdom, the World Bank/IDA, the Netherlands, Germany, Canada, Australia and France. Often this type of contribution is

provided directly to the Government of Afghanistan. Sometimes, their contribution is channelled through FAO, making use of the special expertise and competences available within FAO.

(e) Potential partnerships

This is an area where FAO is expected to interact with all external development partners that provide support to the formulation and implementation of policies and institutional capacity development in areas close to agricultural development, food security and natural resource development, establishing alliances with several of them. Closer connection will be established with those partners that provide financial support to FAO, including World Bank, USA, European Union, JICA and Germany.

Important alliances will be established with UN agencies that operate in similar areas: of special relevance are partnerships with WFP, UNEP, UNDP, WHO, ILO, UNIDO, UNODC, as specified for individual CPF Outputs in Part B of the CPF Results Matrix (Annex 2). The role of national partners in this domain is crucial including not only institutions that represent natural counterparts of FAO initiatives but also several other entities like national NGOs or other national institutions, such as the Central Statistical Office (CSO). Important is also the role of other international entities or international NGOs such as the *Mercy Corps*, *International Centre for Integrated Mountain Development (ICIMOD)*, the *Wildlife Conservation Society (WCS)* and the *Australian Koala Foundation (AKF)*.

The CPF Outcomes and Outputs for this Priority Area are the following.

CPF Priority Area 3:

SUPPORT TO THE FORMULATION AND IMPLEMENTATION OF EFFECTIVE AGRICULTURAL POLICIES AND INSTITUTIONAL CAPACITY BUILDING

Outcome 3.1

Enhanced capacity of ministerial cadres in designing policies, frameworks, legislation and institutional structures in ARD, food and nutrition security, and environmental protection (see also Outcome 2.4 on water resources and irrigation and Outcome 5.1 on food security)

Outputs:

- 3.1.1 Capacity-building support provided to the Change Management process
- 3.1.2 Agriculture and livestock production and productivity increased by defining roles and terms of reference for institutional, regulatory and incentive frameworks
- 3.1.3 National holistic strategy for livestock formulated, and legal and regulatory system established on animal diseases, food safety for animal products and related trade, enhancing integrated animal production and health management
- 3.1.4 Comprehensive and coordinated policy framework/plan of action to address food and nutrition insecurity designed and implemented **(see also Output 5.1.1)**
- 3.1.5 Technical advice provided for legal and regulatory systems for the protection of food safety, certification for exports and licensing, improvement of standards, including seed certification, Sanitary and Phyto-Sanitary (SPS) measures; and creation of national marketing institutions assisted **(see also Outcome 5.3, Outputs 5.3.1, 5.3.2 and 5.3.3)**
- 3.1.6 Technical advice provided for environmental regulatory frameworks to enhance water management and protect natural resources
- 3.1.7 Development of appropriate legislation, policies, strategies, and institutional frameworks for Disaster Risk Reduction in the agricultural sector, and emergency preparedness, mitigation and recovery activities supported and institutional capacities to implement these initiatives strengthened.
- 3.1.8 Enhanced environmental conservation and protection, including biodiversity, and development of national participatory forestry supported
- 3.1.9 Measures to mitigate the impact of climate change in agriculture designed and adopted

Outcome 3.2

Improved capacity for knowledge management and information systems for ARD, food and nutrition security and environmental protection, including improved statistics

Outputs:

- 3.2.1 Integrated agricultural statistics and early warning established for agricultural development planning, policy formulation and food security interventions and enhancement of databases and information management systems and basic information on ARD. **(see also Outcomes and Outputs in CPF Priority Area 2 for the MEW components)**
- 3.2.2 Organizational structure to carry out agricultural statistics function strengthened including through establishment of land cover mapping/GIS unit, support to field network to collect administrative data, implementation of a pilot Management Information System (MIS), farm management surveys, and sub-sectoral studies.
- 3.2.3 Technical support to promote and implement agricultural census, possibly integrated with population census, to generate essential agricultural data provided
- 3.2.4 Development of human resource capacities and training inter alia on early warning system methodologies, sampling and survey methodology, data processing.
- 3.2.5 Improved statistics on status of forestry and rangelands, forestry production and productivity, structure and regional conditions. **(See Outcomes and Outputs in CPF Priority Area 4)**
- 3.2.6 Information management for food and nutrition security strategic planning improved. **(See Outcomes and Outputs in CPF Priority Area 5)**
- 3.2.7 Gender-differentiated and disaggregated data with regard to rural women, and knowledge of methodologies on how to conduct and enhance gender analysis

Continues Priority 3

continues Priority 3

Outcome 3.3

Enhanced national capacity (at central and decentralized level) to programming and implementation management in ARD and related areas

Outputs:

Policy advice and technical support provided and capacity building initiatives promoted to allow:

- 3.3.1 Capacity building for NPP implementation at the provincial level*
- 3.3.2 Development of provincial “profiles” for planning*
- 3.3.3 Adoption of appropriate procedures to project approval and implementation, M&E, supervision, coordination, costing/budgeting, and project analysis*
- 3.3.4 New modalities for searching for opportunities of technical support from external development partners*
- 3.3.5 Capacity development, also at the provincial and district level, to promote integrated rural development initiatives and ensure grassroots engagement*
- 3.3.6 Enhancement of institutional capacity to support traditional local organizations, farmer organizations, small-scale seed enterprises, water user associations and irrigation networks **(See also Outputs 1.1.2 and 1.1.3)***
- 3.3.7 Preparation of a manual for new modalities for a better interaction between FAO and the Government of Afghanistan*

CPF Priority Area 4: SUPPORT TO BETTER NATURAL RESOURCE MANAGEMENT

(a) Links with National Priorities and FAO Core Functions

This component of the CPF responds to FAO Strategic Objective E on *sustainable management of forests and trees* and Strategic Objective F on *sustainable management of land, water and genetic resources and improved responses to global environmental challenges affecting food and agriculture*. It also corresponds to FAO Regional Priority No. 3 for the Asia and Pacific Region on “*emphasizing equitable productive and sustainable natural resources management and utilization, with special emphasis on genetic resources*”, and Regional Priority No. 5 on “*coping with the impact of climate change on agriculture and food and nutritional security, with special emphasis on climate change adaptation and mitigation*”. The activities programmed in this CPF Priority Area contribute to the achievement of the objectives pursued by the Government in component B (*Natural Resource Development and Management*) of Programme 1 of the NPPs, which regards *National Water and National Resource Development*, and Programme 4 of the NADF on *Natural Resource Management*.

These activities should also be seen in the context of the *Environmental Law* adopted in 2007 that pursues the “*sustainable use, rehabilitation and conservation of biological diversity, forests, rangelands and other natural resources, prevention and control of pollution, and conservation and rehabilitation of the environment from adverse effects shall be an obligatory element of all national and local land use plans and natural resource management plans developed by all relevant ministries and national institutions*” (art.23). As regards “climate change”, these activities will be harmonized with the goals pursued by the *National Adaptation Programme of Action for Climate Change (NAPA)*, supported by the *Global Environment Facility (GEF)*, jointly prepared by the *NEPA* and *UNEP*, and the *National Capacity Self-Assessment for Global Environmental Management (NCSA)*, which pursue the promotion of initiatives in thematic areas such as biodiversity, climate change and desertification.

(b) Challenges and definition of CPF Outcomes

Three CPF Outcomes have been identified in this CPF Priority Area and address major challenges represented by the massive depletion of natural resources and their prolonged mismanagement, linked to deforestation, overgrazing in rangelands and conversion of rangeland to rain-fed land, combined with repeated natural calamities, causing soil erosion and desertification, loss of soil fertility, exposure of soils to wind and rainwater erosion, deterioration of biodiversity, insufficient information base on natural resources, increasing demand for woody products, favoured by high demographic growth and urbanization; exposure of soils to wind and rainwater erosion. The three CPF Outcomes regard: (i) upstream support to policy making and information management; (ii) support to capacity development to sustainable development and use of rangelands and forests through community-based approaches; and (iii) support to a better response to impact of climate change on agriculture through mitigation and adaptation measures.

(c) FAO past experience and comparative advantages

FAO has been present in this area in Afghanistan with initiatives aimed at *reforestation and environmental protection* that are to be seen together with those aimed at better water resource and irrigation development and management. Significant experience has been accumulated in pilot experiences for the promotion of community-based participatory forestry, integrated with income-generating initiatives meant to improve the use of forestry as income opportunity to improve forestry dependent rural communities. The volume of FAO initiatives in this domain has however been relatively contained and may benefit from further intensification of partnerships with other relevant actors

(d) The role of other development partners

FAO initiatives in this area cannot be regarded as prominent. Key actors in Afghanistan in this domain include, in forestry, partners such as Germany and Norway, among bilateral donors, and institutions such as *International Centre for Integrated Mountain Development (ICIMOD)*, the *Wildlife Conservation Society (WCS)* and the *Australian Koala Foundation (AKF)*, *Mercy Corps* and key UN agencies such as UNDP and UNEP.

(e) Potential partnerships

This is an area where partnerships with other actors are crucial. FAO has already entertaining alliances with UNEP and UNDP in specific initiatives in this domain, which needs to be strengthened further. The support from specialized funding sources such as *Global Environment Facility (GEF)* is expected to play a key role to expand FAO technical contribution in this area.

The CPF Outcomes and Outputs for this Priority Area are the following.

Outcome 4.1

Enhanced capacity to improve sustainable environmental management, including in terms of policy-making and information management to ensure rehabilitation of the natural resource base

Outputs:

- 4.1.1 Institutional capacity for the management, conservation and regeneration of natural resources in the context of agricultural sector, enhanced with special attention to measures that enhance capacity to design and implement approaches that improve policy formulation, regulation preparation, monitoring and surveillance scheme establishments and reduce the effects of droughts and floods
- 4.1.2 Improved preparedness to combat desertification/drought and measures to invert desertification processes introduced, also by promoting South-South cooperation, with the aim of improving early warning system for desertification and drought, introducing new approaches to drought management in rangelands and enhancing management of wind and rainwater erosion sources and soil degradation
- 4.1.3 Rangeland management improved through community-based approaches (**see also Output 1.2.5**)
- 4.1.4 Planning of water resources conservation improved and contingency planning for droughts and floods promoted
- 4.1.5 Contribution of forestry to national economy and employment assessed

Outcome 4.2

Enhanced capacity for sustainable development/use of rangelands and forests through community-based approaches

Outputs:

- 4.2.1 Continued support provided to enhance national capacity of forest administration in planning and managing plantations and forests through a community-based participatory forestry approach with local communities and ongoing interventions up-scaled
- 4.2.2 Strengthening of an integrated approach that would increase the benefits from forestry to sustainable rural livelihoods and biodiversity conservation promoted
- 4.2.3 Measures to reduce overgrazing and unsustainable dry land cultivation and uncontrolled depletion of rangeland vegetation, woodlands and forests, including illegal logging, and reverse deforestation process with forestry regeneration designed and their implementation promoted
- 4.2.4 Enhanced capacity of national institutions to measure, assess and report on existing forestry resources, soil properties in rangelands, forestry or protected areas and technical support for its development provided
- 4.2.5 Technical support to enhance national capacity to promote measuring, assessing and reporting on sustainable use of wood as wood-fuel and construction material and improved

Outcome 4.3

Enhanced institutional capacity to respond to climate change on agriculture and food security with mitigation and adaptation measures

Outputs:

- 4.3.1 Technical advice to support to national institutions and facilitate introduction of measures to mitigate the impact of climate change on agriculture and food nutritional security with required adjustments provided

CPF Priority Area 5: SUPPORT TO FOOD AND NUTRITION SECURITY

(a) Links with National Priorities and FAO Strategic Objectives and Regional Priorities

Activities programmed in this priority area are based FAO Strategic Objective H on *“Improved food security and better nutrition”* but also on Strategic Objective D on *“Improved quality and safety of food at all stages of the food chain”* (to the extent that CPF Outcome 5.3 pursues the objective of “right to safe food”). They are also related directly to FAO Strategic Objective K on *“Gender equity in access to resources, goods, services and decision-making in the rural areas”*, given the relevance of malnutrition among women in the country, and Strategic Objective I on *“Improved preparedness for, and effective response to, food and agricultural threats and emergencies”*, as regards the relevance of food and nutrition security in emergency operations, although this latter Strategic Objective will be addressed in a special way in CPF Priority Area 6.

Relevant is also Regional Priority No. 1 of the Asia and Pacific Region on *“strengthening food and nutritional security, with special emphasis on food safety and nutrition”* and Regional Priority No. 4 on *“improving capacity to prepare and respond to food and agricultural threats and emergencies, with special emphasis on trans-boundary animal/plant diseases and emergency respond to natural disasters”*.

This is a priority area for the Government, although there is no unique legislative body that contains legislation on food and nutrition security, since policies and norms are scattered in a fragmented and non-uniform legislative and regulation collection and not in a coherent and harmonized framework. Given the complexity of the notion of *food security*, relevant policies are found in all major policies related to agricultural development, since the *Afghanistan Compact* of 2006, which established clear benchmarks also on nutrition, poverty, food production. Other relevant policies are the ANDS, which includes a National Plan of Action (2009-2013), and related objectives (including poverty reduction in line with MDGs, increased agricultural production); key components of the ARDSS (comprehensive and strategically cohesive poverty reduction programmes, assurance of food security). All policies quoted for CPF Priority Area 1 are relevant for the “productive” dimension of food security (physical availability of food) as well. On aspects related to “access to food” or “right to adequate food”, relevant policies and programmes include also those that concern MRRD, in addition to those of MAIL. On nutrition policies, the review of national strategies and policies undertaken for the formulation of the CPF identified as central the *National Public Nutrition Policy and Strategy for 2010-2013 (NPNPS)*, prepared by the Ministry of Public Health (MoPH). This is the key policy framework in this area, aligned with the *Health and Nutrition Sector Strategy*, and an integral part of Pillar 5 of the ANDS (*Health and Nutrition*). This body of policies on nutrition complements other policies on food security addressed in Pillar 6 of the ANDS on *Agriculture and Rural Development*.

(b) Challenges and definition of CPF Outcomes

This CPF Priority Area responds to one of the most serious challenges faced by Afghanistan faces. Food insecurity, especially if not limited to physical availability of food and its domestic production but interpreted as right to adequate food, affects a high proportion of the population, since one third of the Afghans live below the national poverty line. Malnutrition is extremely high, with 54% chronic malnutrition, in particular among women and children. Food insecurity is found in urban areas as well as among small-scale subsistence farming households and landless farmers and labourers. Urban poverty and food insecurity is rapidly increasing. Three CPF Outcomes have been identified to respond to these challenges. They take into account the fragmented structure of the policies in this area and address the following: (i) upstream support to capacity to analyze food issues through a multi-sector and strategic approach; (ii) support to initiatives that strengthen food security and nutrition of households; (iii) pursuit of food safety.

(c) FAO past experience and comparative advantages

FAO comparative advantages in this area are confirmed by the significant experience accumulated by the Organization in many countries as well as in Afghanistan, where FAO has promoted household measures to improve food security and nutrition, including home-based food production, backyard gardening and poultry raising, emergency countermeasures, policy advice, and has launched all kinds of new income generation opportunities. FAO is currently multiplying efforts, also in collaboration with other UN agencies, especially WFP as well as UNICEF and WHO, to pursue a coordinated strategic approach to food and nutrition policies. Special competences are also available within FAO in the area of food safety.

(d) The role of other development partners

This is an area where there is the greatest variety of supporters among external development partners that contribute to food security in Afghanistan. They include USA, Japan, European Union, France, Germany, United Kingdom, Italy, Canada and Spain. FAO benefits of the support of some of these partners. However, given the intensity of the food and nutrition insecurity in this country, it is plausible that support from any single partner may be insufficient to meet the needs of the country.

(e) Potential partnerships

FAO's contribution in this area is best optimized if provided in partnership with other UN agencies, in particular with WFP, with which FAO has a Letter of Agreement, but also with UNICEF and WHO. External development partners that may play a key role interacting with FAO in this area are Germany and several other bilateral donors that are particularly active on food and nutrition security, and JICA and USA in particular in food safety. Interaction with NGOs operating in this area is also an important type of alliance that FAO needs to establish when operating in this area.

The basic structure of the CPF Outcomes and Outputs for this Priority Area is presented in the following table.

**CPF Priority Area 5:
SUPPORT TO FOOD AND NUTRITION SECURITY**

Outcome 5.1

Enhanced institutional capacity to analyze food and nutrition security issues through a multi-sector and strategic approach to food and nutrition security

Outputs:

- 5.1.1 Continued support to development and implementation of national food and nutrition policies, strategies and programmes for a healthy and sustainable food supply and food safety provided (**see also Output 3.1.4**)
- 5.1.2 Enhanced capacity to implement plan of action on nutrition and initiatives under the “Food for Life NPP”
- 5.1.3 Policy advice and institutional support to national capacities, including capacity building activities, at the ministerial and decentralized level to address integrated food security and livelihoods programming provided
- 5.1.4 Support to advocacy campaigns on food and nutrition security in the pursuit of the “Right-to-Food”, promoting better food utilization and nutrition, improvement of consumption habits, improvement of quality of drinkable water and better food processing provided
- 5.1.5 Enhanced food security and agriculture coordination at the national level supported
- 5.1.6 Support to the high-level unit in charge of food and nutrition security
- 5.1.7 Support the development of a strategy to strengthen the agriculture extension services particularly for women farmers with focus on nutrition (**see also Output 1.1.2**)

Outcome 5.2

Enhanced capacity to promote initiatives – at the national, provincial and district level – that strengthen food security and nutrition of households in the pursuit of the right to adequate food

Outputs:

- 5.2.1 Enhanced capacity to improve programming and prioritization of food security interventions, identify priority criteria and interact with relevant stakeholders
- 5.2.2 Continued support to food security (including emergency interventions) provided through measures that improve availability of, and access to, food through agricultural development by means of increased production and productivities of staple crops, promotion of cash crops, improved irrigation, diversification of food production, encouragement of high-value production, promotion of home gardening and permaculture, improved watershed management, enhanced livestock production and diversified income generation opportunities (**see Outcome 1.1**)
- 5.2.3 Continued support provided to strengthen capacity for integrated food security and livelihoods, including training activities on food security and nutrition at central and decentralized level of public institutions and their implementation partners (**see Outcome 1.1**)
- 5.2.4 Innovative initiatives that strengthen capacities in household food and nutrition security and income generation developed.
- 5.2.5 Pursued up-scaling of successful initiatives that support small farmer livelihoods and income enhancement also through farmers’ organizations by enhancing productivity, promoting value addition and promoting biodiversity for sustainable food security and nutrition (**see Outcome 1.1**)
- 5.2.6 Enhanced awareness and promotion, documentation and dissemination of good practices for a nutritionally balanced diet
- 5.2.7 Enhanced nutritional surveillance and monitoring
- 5.2.8 Partnerships to manage biodiversity for sustainable food security and nutrition promoted

Continues Priority 5

Continues Priority 5

Outcome 5.3

Enhanced institutional capacity to address issues regarding food safety and quality including policy, legislation, programmes, inspection and certification, infrastructure support, manpower development and inspection and certification capabilities

Outputs:

- 5.3.1 Strengthened legal and institutional framework for assuring food quality and safety in line with SPS requirements. (**see also Outputs 3.1.5**)

5.3.2 Strengthened food import and export inspection programmes. **(see also Outputs 3.1.5)**

5.3.3 Strengthened planning and capacity for food laboratories and food inspection, including appropriate certification **(see also Outputs 3.1.5)**

CPF Priority Area 6: SUPPORT TO CAPACITY DEVELOPMENT IN EMERGENCY MANAGEMENT

(a) Links with National Priorities and FAO Strategic Objectives and Regional Priorities

Activities programmed in this priority area are based FAO Strategic Objective I on *“Improved preparedness for, and effective response to, food and agricultural threats and emergencies”* and corresponding Regional Priority No. 4 of the Asia and Pacific Region on *“improving capacity to prepare and respond to food and agricultural threats and emergencies, with special emphasis on trans-boundary animal/plant diseases and emergency respond to natural disasters”*.

This is a priority area for the Government, which is constantly facing the challenges of natural and man-made calamities, addressed in all its major international conferences with external development donors and also in the CAP process regarding a coordinated approach to humanitarian assistance.

(b) Challenges and definition of the CPF Outcome

In a country with an economy that is highly dependent on the support from the international community, as confirmed by the many international conferences that allowed the convergence of external support to the development of Afghanistan, while persistent and frequent emergencies (due to natural and man-made calamities) challenge both the Afghan population and their public institutions in their capacity to provide adequate responses to development priorities, national preparedness to handle emergencies and enhance disaster risk reduction management is a key priority. The “transition” phase through which the country is going, in which this CPF is conceived, highlights the relevance of immediate insecurity threats faced by Afghanistan, and the increasing responsibilities that the country needs to fulfil in managing its development process. In doing so, preparedness for emergencies is a necessity that cannot be postponed any longer. The coming Tokyo conference in summer 2012 will further accentuate the need to strengthen national capacity to deal with natural calamities, security threats and all kind of development emergencies, especially those that deteriorate food security, produce agricultural crises, and further accelerate actions that may reduce the negative impact of natural hazards, including the impact of trans-boundary animal diseases.

In order to face these challenges, one CPF Outcomes has been identified, focused on the enhancement of national capacity for emergency preparedness and disaster risk reduction management, which will be articulated into three different Outputs.

(c) FAO past experience and comparative advantages

FAO, through its Emergency and Rehabilitation Coordination Unit (ERCU), established in 2002 within the FAO Representation in Kabul, has accumulated experience in emergency and rehabilitation operations. Through ERCU, FAO assists the Government in improving the delivery of agricultural assistance to Afghanistan, aiming at stabilizing affected farmers’ situation and helping them remain productive through the crisis, responding to the immediate needs of farmers through: (i) provision of wheat seeds and fertilizers; (ii) provision of animal feed; (iii) provision of agriculture hand tools; (iv) intervening to control pest outbreaks, such as locusts, melon fly and Colorado potato beetles; and (iv) supporting farmers seed enterprises.

ERCU also interacts with other UN agencies and other external development partners in the context of the CAP mechanism, contributing to the preparedness for and response to conflicts and natural hazards, mitigating the effects of conflicts and hazards for the protection of affected populations, and improving access to and by vulnerable populations. While the main targets of FAO emergency support are vulnerable rural households with small asset bases, who are the first to be affected in crisis situations, emergency

operations are already addressed in the previous CPF Priority Areas, especially Priority Areas 1, 4, and 5, but also to some extent in the other two CPF Priority Areas.

Some emergency activities regard preparedness and increased national capacities of state institutions at the national, provincial and district levels, strengthening data collection and information dissemination, fostering of coordination initiatives, strengthening diagnostic abilities of the field level. Among these activities, prevention of new calamities, such as animal transboundary disease, should be included. They require the introduction of standardized procedures for inspection of poultry and poultry product at border control posts, strengthening investigation of disease outbreak and serological surveillance, establishing a national data reporting system on disease investigation and outbreak, harmonizing laboratory diagnostic methodology on serological tests at central level and provincial laboratories and capacity building on epidemiology for the national animal health service. Accumulated experience by FAO in Afghanistan in this area is particularly significant and represents a major comparative advantage.

(d) The role of other development partners

Emergency is an area where a large number of external partners are active, often contributing with different services. In disaster prevention and preparedness, most active partners include USA, Italy and Canada, and to a lesser extent, the European Union, Germany and Sweden. In emergency operations, the most active partner is USA, followed at distance by the European Union, Germany, United Kingdom, Australia and Canada, Norway, the Netherlands, Australia, Belgian, Sweden, Italy, Spain Switzerland, Denmark and Finland.

(e) Potential partnerships

FAO's contribution in this area complements that of other UN agencies, starting with UN-OCHA that has a coordinating role. Interaction with other external development partners is essential, both for the acquisition of financial support to FAO operations, and for harmonizing FAO support with complementary contributions from other external partners. Harmonization with national institutions is essential as well, especially with MAIL, MRRD, ANDMA, and other Government institutions, also at decentralized level.

The basic structure of the CPF Outcomes and Outputs for this Priority Area is presented in the following table.

CPF Priority Area 6:

SUPPORT TO CAPACITY DEVELOPMENT IN EMERGENCY MANAGEMENT

Outcome 6.1

Enhanced institutional capacity for emergency preparedness and disaster risk reduction management for impending food, agricultural crises and climate-related natural hazards, including those linked to trans-boundary animal diseases

Outputs:

- 6.1.1 *Enhanced national capacities to undertake contingency planning, rapid reaction and other methods to mitigate or prevent the impact of national disasters and enhanced emergency preparedness for and response to conflicts for the protection of affected population in order to mitigate the impact of emergencies and post-disaster constraints (see **Output 3.1.7**)*
- 6.1.2 *Food and Nutrition Security (FNS) information and early warning systems to better monitor the different threats and inform decision-making in preparedness and response, policy, advocacy and programming strengthened and harmonized*
- 6.1.3 *Capacities are strengthened at all levels to improve response to, and recovery from, future threats to food and nutrition security, and to reduce their potential negative impact on livelihoods strengthened*
- 6.1.4 *The underlying risks to Food and Nutrition Security reduced by building resilience of livelihoods through the application of good practices, processes and technologies in farming, livestock breeding, forestry, and natural resource management*

2.5 Programming resource requirements for CPF

The success of this CPF depends on the availability of financial resources required to implement the activities that will generate the results summarized in the CPF.

FAO activities in Afghanistan have been supported by significant contributions from multilateral and bilateral institutions, which are referred in this document with the expression “resource partners”. The adoption of CPF represents an opportunity to approach potential “resource partners” on a new basis. The joint FAO/Government strategy described in this CPF document and the CPF Priority Areas, and corresponding CPF results, may become the new platform on which to discuss future financial support for FAO activities in the country, which will be added to the already existing funding arrangements.

The overall financial resource requirement for the implementation of the entire CPF 2012–2015 for Afghanistan are indicated in part B of the CPF Results Matrix contained in Annex 2. For ongoing activities, estimated resource requirements are based on projections of the approved budgets for the next years. For pipeline projects, estimates are drawn from provisional documentation available, although additional information may be required. On the basis of the information so far available, estimated total cost of the activities foreseen for this CPF amounts to \$328,728 thousand for the period 2012–2015, which represents the overall resource requirements for this CPF. Currently, resources already committed for those activities for ongoing projects or other approved initiatives amount to a total of \$53,528 thousand. Resources being currently mobilized that correspond either to the so-called *active pipeline* or initiatives for which concrete proposals are already being discussed with resource partners amount to a total of \$117,392 thousand. The CPF funding gap, represented by the remaining resources that should be mobilized to meet the overall cost of the programmed activities, is estimated to amount to \$156,750 thousand.

Estimated cost of activities envisaged within the NPPs is expected to be available once the ongoing revision of the NPPs for the coming Tokyo conference in June 2012 is completed. These estimates will be the basis for the final calculation of the CPF resource requirements, which will be compared with the information available on expected funding (confirmed committed funds, additional funding reasonably expected) that will be reviewed at that time as the basis to estimate the **CPF funding gap**, which will be the starting point of additional resource mobilization efforts.

The CPF implementation may be an opportunity to intensify collaboration between FAO and the Government of Afghanistan to undertake joint efforts for resource mobilization (RM), harmonizing initiatives to approach potential resource partners making use of the CPF as comprehensive overview of the intended results and outcomes of planned FAO activities in Afghanistan. Resource partners may be interested in funding parts of the CPF programmed activities by Priority Area or by Outcome, or by Outputs or groups of them, or may prefer the traditional approach of supporting specific projects.

As part of the completion of the CPF formulation, the Government and FAO will jointly agree on a RM strategy and a RM action plan, which will be fully integrated to the implementation of the CPF and will take into account the ongoing discussions on costing and funding for the NPPs and the current negotiations between the Government and external resource partners.

Part III – Implementation

3.1 Institutional arrangements for the CPF implementation

The CPF implementation requires close collaboration among all relevant national ministries and institutions, including their decentralized structures, interacting with the MAIL and FAO for the coordinated operationalization of the framework.

A coordination and implementation mechanism is established to ensure a coherent pursuit of the objectives indicated in the CPF and the achievement of the results expected in the CPF Results Matrix, according to the principles of results-based management.

A joint ***CPF Steering Committee*** is going to be established to oversee the effective implementation of the CPF, co-chaired by MAIL and FAO. At the operational level, the CPF Steering Committee is co-chaired by the Deputy Minister for Technical Affairs in MAIL and the FAO Representative in Afghanistan. Meetings of the *CPF Steering Committee* will involve the participation of selective representation of ministries and national institutions as appropriate. Other participants may be invited to attend these meetings, in a consultative position, as appropriate, including other development partners and national stakeholders directly involved in the activities included in the CPF Results Matrix. The participants in these meetings may thus vary and will be decided by the two co-chairs.

Periodic meetings of the CPF Steering Committee will be organized at least once every three months, while *ad hoc* meetings can take place at the request of the Co-Chairpersons.

Among other things, the Committee is expected to perform the following roles:

- Convene meetings and promote initiatives that facilitate the operationalization of the CPF and the attainment of its outputs, review the short-term work plan for its implementation and plan the preparation of the next work plan;
- Undertake preliminary review and assessment of CPF key performance indicators of different outputs and outcomes;
- Conduct the mid-term review of the CPF and the terminal assessment before a new cycle for the next CPF starts; and
- Facilitate the convergence of efforts from the Government of Afghanistan and FAO for an effective resource mobilization required for the full implementation of the CPF.

In order to pursue the CPF operationalization, the CPF Steering Committee can identify relevant institutions and partners, together with FAO designated officials, to be proposed as ***implementing teams*** for relevant groups of activities programmed within the CPF, so that the CPF Outputs may be achieved in the timeframe expected and specific lines of actions are undertaken to launch the necessary planning and designing activities.

The CPF Steering Committee will oversee the *implementing teams* through information made available by FAO and relevant national authorities, to ensure that actions are promoted according to the calendar foreseen in the work plan/plans for the CPF implementation, and that the CPF objectives are achieved in a timely manner .

3.2 Principles for the CPF implementation

The successful implementation of the CPF is an opportunity is dependent on the following principles

Basic principles:

(i) Alignment to national priorities

Alignment to national priorities has inspired the CPF formulation but needs to continue also during implementation, adjusting to innovations that might be introduced by the Government in those priorities. The ongoing revision of the NPPs will introduce new elements that the CPF needs to reflect in its implementation phase, confirming flexibility of this mechanism. New proposals for actions are expected to be founded on well recognized needs, reflected in national priorities, adjusting to their evolution. They will respond to explicit requests for support from national authorities before being submitted to potential external resource partners for funding, overcoming excessive dependence on a donor influence in the identification of new project ideas.

(ii) Transparency and reciprocal communication

This principle is required in all phases of the project cycle for each FAO activity, from the initial identification, design and programming to implementation and final evaluation. Appropriate communication and consultation between FAO and ministerial officials are required prior to arriving at any decisions about project approval and implementation. Reporting requirements as specified in the project documents will reflect transparency and reciprocal communication. Dissemination of information on objectives and results of FAO-supported activities to the general public is also an appropriate means to educate public opinion and build trust on good governance, under the direct responsibility of the Government.

(iii) Mutual accountability and joint partnership in monitoring the CPF implementation

Monitoring the CPF implementation is a common task of FAO and the Government institutions that will reflect the principle of mutual accountability. Reporting requirements will reflect this principle as well. The institutional arrangements indicated in Section 3.1, through the establishment of a **joint CPF Steering Committee**, are functional to this principle. FAO and the Government of Afghanistan may agree, through the joint CPF Steering Committee, that the CPF implementation be subject to independent evaluation (see Part IV) so that lessons learnt contained in its findings and recommendations may be used to further enhance the impact of FAO activities.

(iv) Centrality of capacity development

All FAO activities are expected to promote national capacities at different levels as core and central objective of FAO support to Afghanistan. *Capacity development*⁹ is a key dimension of this CPF through the enhancement of national capacity in programming management and improvement of potentials at institutional level among those responsible for designing, launching and implementing new effective policies, strategies, legislation, and programmes in the areas identified in this CPF. This is confirmed through the inclusion of CPF Priority Area No. 3 and the fact that all CPF Outcomes and the majority of CPF Outputs are expressed in terms of enhanced capacity.

⁹ See the notion of *capacity development* as adopted by FAO in its **Capacity Development Corporate Strategy and Agenda for Action** and its centrality in the *Kabul Process* and *ANDS*, as well as sector strategies and frameworks such as *ARDSS* and *NADF*.

(v) Sustainability and inclusion of exit strategies

“Sustainability” of FAO-supported activities will be assessed at the design stage, although it may sometimes be appraised only in broader programme contexts or in a longer term. Sustainability is closely linked to the previous principle related to capacity development. Part of it is the need to ensure **exit strategies** to be embedded as basic requirement in the initial design of each initiative, with clear indications of handing over responsibilities to national entities at the end of the FAO support. When interventions tackle long-term constraints but have short term duration, this may not always be possible but provisions will be included so that an *exit strategy* is still pursued and a *transition phase* is foreseen, even though sustainability can be achieved only in the longer run.

(vi) Centrality of the gender dimension

Gender challenges have a prominent role in the CPF although they do not define a separate priority area, nor are separate actions envisaged to pursue gender equity, since this dimension is mainstreamed across the CPF in most activities, improving women’s access to farming, resources, management responsibilities, agricultural products, quality and safe food, and economic activities in rural areas, enhancing their role in all sectors where FAO intervenes. To implement this principle, better information on gender is also crucial.

(vii) Increasing attention to upstream policy support

FAO support in the context of the Kabul transition process gives the highest priority to **upstream policy support** as a key contribution to the country. This contribution has acquired high visibility in most activities proposed in the CPF, consistently with FAO corporate strategy.

(viii) Pursuit a joint effort for resource mobilization

Partnership between FAO and the Government is also achieved through the pursuit of a joint effort for resource mobilization for the CPF implementation, as further illustrated in Section 3.6.

(ix) Participatory approach in the CPF implementation modalities

The CPF implementation will rely on modalities mutually agreed by FAO and the Government in full respect of their respective prerogatives. These modalities will be reviewed in the course of the implementation process, as specified in CPF Priority Area No 3, CPF Outcome 3.3, where CPF Output 3.3.7 suggests the ***Preparation of a manual for new modalities for a better interaction between FAO and the Government of Afghanistan***. This *manual* would focus in particular on the following:

- Opportunities for technical support initiated by external development partners require feedback and comments from national authorities prior to any further action;
- New initiatives of external assistance will involve counterpart staff from the competent ministry to ensure that oversight responsibilities are guaranteed, and competent national authorities will commit to assign appropriate staff members as counterparts as required.
- New programme and project documents will specify national capacity requirements and will specify the need for appropriate high quality services and results;
- FAO support activities will maximize the use of nationally available expertise for the design and implementation, where relevant/available;
- Although FAO is responsible for recruitment, international travel, salaries and emoluments of international personnel, in FAO supported activities, candidatures of these international staff shall be submitted to the Government for clearance following FAO’s procedures. The same applies to national experts, national consultants, and national personnel, who will be employed in FAO activities, except for counterpart personnel assigned by the Government.

However, the Government is responsible for the recruitment, salaries and social security measures of its own national staff assigned to FAO projects.

(x) Funding modalities

FAO and the Government will adopt the funding modalities that are most suitable to implement the CPF. This includes using existing national and FAO modalities as well as the new modalities that may be useful in tapping new external resources.

3.3 The role of partnerships in the implementation of the CPF

The implementation of several activities envisaged in this CPF requires joint efforts by the Government and FAO but also the collaboration of other partners with which FAO has alliance in its work, at the global, regional and country level. Potential alliances or partnerships may regard both strategic and operational aspects of FAO activities, funding support or joint advocacy efforts.

The most important partnership for this CPF is between FAO and the Government of Afghanistan, and its various ministerial institutions involved in the CPF implementation. In the analysis of institutional stakeholders, the most prominent of these institutions were identified, starting from MAIL which is the main interlocutor of FAO. However, important aspects of the CPF require a similarly important participation of other Government institutions, starting from MEW on water resource development and management, MRRD and MoPH on food security-related issues, MCN (jointly with MAIL) for the development of alternative agriculture, MoCI on trade-related aspects (for instance, international certification for agricultural exports), MoPW for infrastructure in rural areas (particularly roads), MoWA on the conditions of women in rural areas, MoLSA on employment conditions, NEPA on environmental and climate change issues, ANDMA for addressing national disaster management. If FAO does not have a direct collaborative collaboration with each of these entities, other partners of the UN system, with which FAO collaborates, may have interaction with all of them.

Other partners that will have a special role to play are technical partners, such as research and academic institutions that are active in the specific domains in which FAO operates. Some of these partnerships are at a global level, but have also influence on country-level operations. Examples of these partners are the *World Organization for Animal Health (OIE)*, which is an intergovernmental organization responsible for improving animal health worldwide, and establishes standards, guidelines and recommendations relevant to animal diseases and zoonoses. A joint FAO-OIE-WHO tool is the *Global Early Warning System for Animal Disease including Zoonoses (GLEWS)*. OIE is an essential partner of FAO in the application of the *WTO Sanitary and Phytosanitary Standards (SPS) Agreement*. WHO and FAO partner in the *Codex Alimentarius Commission* to develop food standards and guidelines on food quality. SPS is particularly relevant in the context of CODEX. Other examples include specific global initiatives promoted with reference to special threats like the avian influenza (such as the joint *OIE/FAO Network of Expertise on Avian Influenza (OFFLU)*), or the *Global Framework for the Progressive Control of Transboundary Animal Diseases (GF-TAD)*. Key partnerships with a major role also in country-level activities are with the *Consultative Group on International Agricultural Research (CGIAR)*, the *World Conservation Union (IUCN)*, the *Centre for International Forestry Research (CIFOR)*, the *Centre de coopération internationale en recherche agronomique pour le développement (CIRAD)*, the *United Nations Convention on Biological Diversity (UN CBD)*, the *International Union of Forest Research Organizations (IUFRO)*, the *International Livestock Research Institute (ILRI)*, the *International Maize and Wheat Improvement Centre (CIMMYT)*, the *International Centre for Agricultural Research in the Dry Areas (ICARDA)*, the *International Seed Testing Association (ISTA)*, the *Organization for Economic Cooperation and Development (OECD)*, the *Union for Protection of New Varieties of Plants (UPOV)*, among many others. FAO partnerships and alliances,

academic and research institutions constitute the most numerous partners of FAO. Among them, a special partnership is the one just mentioned with the CGIAR and its 15 International Agricultural Research Centres (IARCs). There is a great variety of technical partnerships between FAO and research oriented NGOs or federations in the private sector such as the *International Seed Federation (ISF)* as well as partnerships with entities focused on institutional and capacity building with farmers/fishers/herders organizations.

The Government of Afghanistan can rely on FAO and its work as founded on unbiased but informed advice, linked with all these specialized networks and centres of excellence in the domains where FAO has a specific mandate, while confirmed its special characteristic as a UN agency (therefore, neutral, universal, unbiased by any profit-motivated or special interests). This represents one of FAO's main sources of comparative advantage of FAO as compared with other entities operating in this sector.

3.4 Partnering with UN organizations

FAO partners with several UN organizations not only through the initiatives promoted by the UNCT as whole (as the UNDAF and ISF above described) but also through more specific alliances with UN agencies, both at a global and regional level as well as at the country level in Afghanistan.

In general, FAO has very intensive collaboration with *United Nations Development Programme (UNDP)*, *United Nations Environment Programme (UNEP)*, *World Health Organization (WHO)*, *International Fund for Agricultural Development (IFAD)*, *United Nations Educational, Scientific and Cultural Organization (UNESCO)*, *World Food Programme (WFP)*, *United Nations Convention on Biological Diversity (UN CBD)*, *United Nations Children Fund*, as well as with the World Bank and World Trade Organization, although the latter two are not considered parts of the UN system proper but are still associated to the United Nations family.

Joint programming among UN agencies maximize synergies between them and national partners, avoiding duplication, reducing transaction costs and broadening prospects for more complex and coherent results, even though they may require special administrative arrangements. FAO has already had experience of joint programmes in Afghanistan, for instance with UNDP and UNEP in the area of environment protection; with WFP and UNICEF in the area of children, food security and nutrition, participating in joint activities; with WHO in addressing the threats of trans-boundaries diseases and zoonosis; and with IFAD in several areas regarding agricultural and rural development.

In the case of **WFP**, this collaboration has been formalized with a "Letter of Intent", focused on food and nutrition insecurity through a partnership in the agricultural sector. The "Letter", signed on 28 September 2011, is guided by a spirit of mutual support in promoting joint efforts in the context of the *Global Food Security Cluster (GFSC)* and the *Afghanistan Food Security and Agriculture Cluster (FSAC)*, which provide complementary frameworks for addressing the country's compelling food and nutrition insecurity threats. Main areas of future collaboration, in the immediate future, are the support to policy development in the area of *National Food and Nutrition Security*. These areas have been spelled out also in the CPF programming structures, particularly under the CPF Outcome 5.1 on *Enhanced institutional capacity to analyze food and nutrition security issues through a multi-sector and strategic approach to food and nutrition security*, in particular in suggested "approach" 5.1.1, with the intend of joining efforts between WFP and FAO in supporting the Government to formulate and implement a more integrated approach to food and nutrition security issues.

Less formalized, but not less intensive is the collaboration between FAO and **UNICEF**, especially in the area of food security. Joint efforts have been frequent at the community level as well as in advocacy campaigns and training activities.

The concrete collaboration between FAO and **WHO**, which has several manifestations at the global level, found in Afghanistan concrete applications in the area of controlling zoonotic diseases, where opportunities for stronger partnerships are evident. This collaboration has been translated not only on reciprocal support in facing trans-boundary animal disease threats but has also had institutional repercussions. Since the main ministerial interlocutor for WHO is MoPH while for FAO is MAIL, this reciprocal collaboration between the two UN agencies has brought to stimulate inter-ministerial collaboration in areas of common interest as well. Thanks to the inter-agency collaboration within the UN system, a proposal is currently being discussed within the two ministries for a *Memorandum of Understanding (MoU)* between the two ministries to come to a common understanding on how to address specific areas of cooperation, in particular on the following: (1) the prevention of animal and plant from the risks of introduction and establishment of animal and plant diseases and pests, including biological or chemical contaminants; (2) intervention and containment of introduced risks of *Animal or Plant Diseases and Pest*; and (3) emergency response to imminent risks to animal, plants, and humans.

Frequent is the collaboration of FAO with **UNDP** and **UNEP** in areas related to natural resource management, environment protection, reforestation, although there are also cases of parallel initiatives in some of these areas not necessarily coordinated. The challenges that Afghanistan faces in this area have been described in the situation analysis and are alarming. Although coordinated and joint efforts at inter-agency level have their costs and risks, they may be easily overcome by the benefits that may be generated by combining comparative advantages of two or more UN agencies, with their respective competencies and experience. In particular, prospects for new partnerships with UNEP are significant, in areas such as linkages between environmental conditions and drought risk reduction in watersheds. In this case, the collaboration between these two UN organizations may facilitate the development of national capacities by integrating environmental sustainability and ecosystem management in drought risk reduction, enhancing stronger and more efficient collaboration while linking environment protection, drought risk reduction, adoption of mitigation and adaptation measures related to the impact of climate change and support to those development practitioners that are involved in addressing drought risk reduction challenges. Opportunities for joint collaboration between FAO and UNDP exist, especially in the context of the support that UNDP provides to rural development within the MRRD programmes.

Strong collaboration exists at the country level between **IFAD** and FAO, where IFA is particularly present in areas such as microfinance and livestock development, *inter alia*. Both agencies complement each other for focus and potentials, especially in the context of integrated rural development, where the technical competences of FAO may be combined with the multi-dimensional approach of IFAD and its financial support.

The **International Labour Organization (ILO)** is heavily committed to the promotion of better conditions of employment through the guiding principle of *decent work* and the creation of job opportunities, which are considered essential vehicle to address food insecurity in a radical and sustainable way. The **UN Industrial Development Organization (UNIDO)** is engaged in promoting the development of new opportunity for the expansion of agro-industrial initiatives, which will add value to agricultural production along insufficiently explored value chains. The **UN Office on Drugs and Crime (UNODC)** is directly engaged in promoting initiatives that promote alternative agriculture opportunities and diversify income opportunities in the rural areas. These three UN agencies represent strong opportunities for joint partnerships with FAO, either through bilateral initiatives, or combining efforts of more than two agencies,

providing tremendous support to better livelihoods in rural as well as urban areas, in parallel to agricultural development, increasing additional value to agricultural production.

Labour intensive initiatives in agro-industrial projects will promote new prospects for farmers and herders willing to intensify commercialization and diversification of their agricultural productions, while creating new job opportunities to increasingly jobless younger population, improving income generation both in urban and rural areas, purchasing power of workers and their food security. These opportunities also represent disincentives to undertake opium production, while diversifying attention to agricultural production, not focusing on wheat only. These opportunities are of special importance for UNODC.

Afghanistan should be able to rely on the joint support from these agencies, in partnership with FAO, on the basis of their respective comparative advantages and specific technical experiences, providing assistance to farmers for alternative crops or/and alternative income opportunities.

The CPF programming structure, under each CPF Outcome, is a unique opportunity to promote partnerships that have been tested in other countries but have not yet been tried in Afghanistan. FAO may benefit from the experience acquired in other countries where Joint Programmes have been more extensively applied. In the implementation phase, these opportunities will be further discussed in view of formulating proposals for joint projects for funding submissions to interested resource partners.

3.5 Short-term CPF Implementation Plan¹⁰

The CPF is a country-level Programming framework that offers a strategic frame for the overall mutual commitment of the Government of Afghanistan and FAO in pursuing the objectives identified on the basis of the jointly agreed priorities. It also provides an opportunity to outline indicative levels of resource commitments and additional resource mobilization efforts required to achieve those results.

The operationalization CPF requires a decision on time prioritization of activities programmed in the CPF Programming framework, so that during the first year of operations, both FAO and the Government will concentrate their efforts on focused activities, identifying funding gaps. Programmes and activities to be prioritized in the first year of operations include:

- (1) Ongoing Programmes and projects already funded and budgeted, which are reflected in the CPF Programming Framework through their CPF Outputs, with resource requirements already specified on the basis of current commitments or firmly committed pipeline projects or initiatives; and
- (2) New initiatives still in the pipeline (in case resources are not yet fully committed) or modifications of past Programmes, which are expected to become operational in the course of the period April 2012 – March 2013 and for which additional funding efforts are anticipated.

Where appropriate, the CPF Steering Committee will establish “implementing teams” made up of Government officials and FAO staff, in view of accelerating the identification of new initiatives and facilitate the implementation of the CPF in the course of the year, leveraging with the views of all parties interested, including relevant national stakeholders, ensuring sustainability in the projects, encouraging

¹⁰ The *Short-Term CPF Implementation Plan* is not to be confused with the fully budgeted biennial FAO *Country Work Plan (CWP)* that FAO is introducing as a mandatory requirement in all FAO country offices. The CWP is a tool for the operationalization of the biennial *FAO Programme of Work and Budget* at the country level. When introduced also in Afghanistan, FAO will extract from this CPF information on results required for the formulation of the CWP, so that the CWP will refer to the *CPF Priority Areas* and *CPF Outcomes* and *CPF Outcomes*. The CWP will identify budgeted resources are allocated to each activity on the basis of *strategic priorities* defined in the CPF, within the biennium budget under concern.

partnerships at various levels, including with concerned stakeholders, local government units, and other peripheral institutions.

The new projects will be formulated in close collaboration between FAO and the Government, involving relevant ministries and other relevant national institutions and stakeholders and in coordination with the UN system (in particular the UNCT) and relevant UN organizations and other partners.

Once the prioritization of focused activities for the first year is completed, FAO and the Government will formulate concrete resource mobilization plans and corresponding implementation plans.

During the course of year, the *CPF Steering Committee* will launch the progress review of the progress made in the CPF implementation (whether appropriate, in November 2012 and/or May 2013). On the basis of this review, a new prioritization process for the activities expected in the second year will be launched, identifying possible funding gap (in May 2013), in view of formulating new resource mobilization and implementation plans for the second year of operations.

Part IV – Monitoring, evaluation and reporting

The use of a results-based programming tool like the CPF requires the adoption of an appropriate monitoring and evaluation (M&E) mechanism. The M&E mechanism for the CPF has multiple purposes since FAO is accountable, at the country level, to a variety of stakeholders:

- (a) the Government;
- (b) all national stakeholders involved in or touched by FAO country-level activities;
- (c) other UN agencies that are members of the UN Country Team, in the context of the UNDAF and ISF processes, and in particular those with which FAO has established specific partnerships for the implementations of activities included in the CPF;
- (d) resource partners, whether bilateral donors, other multilateral organizations, or other entities that are going to provide financial support to activities Programmed in this CPF; and
- (e) its Member countries (including Afghanistan as a member of FAO), to the extent that country-level activities should be functional to the pursuit of the corporate Strategic Objectives identified in FAO Strategic Framework and Medium-term Plan and Regional Priorities endorsed by its Regional Conferences.

In order to enhance accountability to the Government of Afghanistan, the M&E system for the CPF herein specified is based on the assumption that results achieved by FAO in the implementation of this medium-term programming framework are closely related with the national priorities decided by the Government.

As regards internal accountability within FAO regarding the CPF process, it is the responsibility of the FAO Representative to report to the FAO Regional Office for Asia and the Pacific, in particular to its Assistant Director-General and Regional Representative for that region, on progress achieved in the implementation of the CPF and comparison between country-level results and regional priorities, so that these country level results can eventually inform regional results to be submitted at FAO Regional Conferences.

Fundamental tool for the M&E mechanism embedded in this CPF process is *CPF Results Matrix Part A*, which includes performance indicators, with targets and baselines, specifications of the assumptions and risks on which the formulation of the CPF Outcomes and Outputs and their corresponding indicators are based, and the indication of the means of verification of the actual performance.

The actual use of the *CPF Results Matrix Part A* for monitoring purposes requires capacity to collect data for performance indicators, analyze it and report it. Monitoring also requires a clear understanding of what to do with data once it has been analyzed and reported. During the implementation of the CPF, were some key conditions related to national priorities, or assumptions and risks related to CPF Outcomes modified in response to major new events, it is important to verify whether the CPF parameters (*CPF Priority Areas*, expected *CPF Outcomes* or *CPF Outputs*) need to be adjusted accordingly.

The main components of this M&E mechanism for the CPF are the following:

- (a) An ***M&E calendar***, which specifies the modalities of M&E activities and their schedule;
- (b) A periodic ***progress review meeting*** on the implementation of CPF between FAO and representatives of the main ministries involved in the implementation of CPF activities. The first of these meetings will to take place in November 2012 (see *Short-Term CPF Implementation*

Plan, item 4, in section 3.6). The involvement of key national stakeholders and concerned resource partners is desirable. On that occasion, the Government and FAO will also undertake a prioritization of the CPF activities to be undertaken in the following fiscal year (2013-2014), identifying possible funding gaps. A revision of the CPF document will be undertaken only if circumstances justify so due to radical changes in political, economic and social conditions in the country. In normal circumstance, the *period progress review meeting* is limited to implement a monitoring function, verifying the extent to which the CPF has been implemented and expected results have been achieved.

- (c) A second **progress review meeting** will take place in May 2013, which may be used also to undertake a **mid-term review** of the CPF, introducing adjustments to the content of the CPF document, when a *revision* of the CPF document is required. Alternatively, if adjustments are not required, the review may only take note of possible divergences between expected and achieved results, highlighting consequences for FAO operations in Afghanistan. As for the activity indicated above under (b), this *review meeting* will include a prioritization of CPF activities to be undertaken in the following fiscal year (2014-2015), identifying the corresponding funding gaps.
- (d) A third **progress review meeting** will take place in July 2014, with modalities analogous to those indicated in (b), on the basis of results already verified in the **mid-term review** in May 2013. The prioritization of CPF activities for the fiscal year (2014-2015) will be reviewed on the basis of the results achieved in the meantime, with corresponding adjustments in the identification of the funding gaps. This *progress review meeting* will be also an opportunity to plan for the **final assessment** of the CPF, which should be undertaken during the last few months of the CPF cycle, before launching the formulation of the next CPF.
- (e) The **final assessment** of the CPF will be conceived as external evaluation. It will:
 - ◆ Assess relevance, efficiency, effectiveness, impact and sustainability of FAO support to the country;
 - ◆ Assess credibility, impartiality, transparency and usefulness of FAO's contribution during the CPF cycle; and
 - ◆ Identify lessons learnt in the implementation of the current CPF to be taken into account for the formulation of the next CPF.

Reporting

Reporting will be a part and parcel of the M&E process. Reporting will take place at various levels. The first is within projects, ensuring that the goals and objectives of each project are contributing to the CPF Outputs significantly and directly. Each project has its own ME&R cycle defined by FAO's normative regulation and in line with agreements with donors. Project baseline data and indicators will correspond with targets and indicators of the CPF and incorporated directly into each project. At a second level, CPF outputs and indicators will be monitored on a six-monthly and an annual basis. The six-monthly report will be short and will only note any issues that may need quick attention while the annual report will be more detailed. These will be presented in ways similar to reporting on project logical frameworks. The CPF Steering Committee will define modalities and procedures for these reporting. Thus, it will consider transmitting these reports to, for example, relevant government bodies and development partners in the country, including the UN country team and the UN Resident Coordinator, as well as to other relevant stakeholders.

Modalities for the M&E mechanism of the CPF will be further defined by the CPF Steering Committee,

which will agree on the adjustment procedures for additional joint periodic review meetings on progress achieved with the CPF implementation, mid-term review of its implementation and a final assessment before the end of the next CPF cycle, so as to ensure maximal flexibility depending on circumstances, and adequate mutual accountability.

The preparation of the mid-term review and the final assessment requires focusing on measuring changes (results) through indicators suggested in the CPF Results Matrix Part A. Although baselines and targets are not always suggested in the Matrix, rates of growth of quantitative indicators, or increases in their values, comparing values in the baseline year (2011) with the corresponding values in the target year, will provide useful information. When indicators are of qualitative nature, assessments require appropriate analytical approaches to examine changes that have been taking place, highlighting structural information and review of change mechanisms.

Results expressed through appropriate indicators should be disaggregated, when possible, by gender and geographical area (for instance by province and, when appropriate, by district), if this information is available. Gender information, in particular, is required to ensure gender mainstreaming in the activities promoted by this CPF.

Quantification of these indicators is however a costly operations and will rely on practical approaches that will make them feasible, and will benefit from participation of government counterparts, relevant stakeholders and selected resource partners that ensure appropriate use and mutual accountability.

M&E in the CPF and the UNDAF

The M&E mechanism within the CPF process provides the analytical and programming elements for FAO contribution to the monitoring of UN system mechanisms such as the UNDAF and ISF. The alignment of the CPF Results with the corresponding elements of the UNDAF Results Matrix highlights the relation with UNDAF Outcomes and Outputs, and the ISF Objectives, in relevant Priority Areas of both schemes, as illustrated in Annex 8.

The UNDAF contains an M&E system, which is aligned to the national monitoring system adopted by the Government of Afghanistan. FAO contributes to the annual review of the UNDAF, providing documentation on achievements and alignment with national reviews, evidence of results, lessons learnt and good practices, identifying possible constraints and challenges, as well as opportunities in the areas where FAO has a special mandate. FAO also contributes to the UNDAF progress report, which informs on how results produced by the UNCT compare with the UNDAF Results Matrix.

For the future, FAO participation in the UNDAF M&E activities will benefit from the use of information made available through the CPF M&E, so that data collected on performance indicators, assumptions and risks may inform the assessment of those components of the UNDAF that are more directly relevant for FAO activities and corresponding components of the CPF.

In view of the preparation of the next UNDAF, the CPF Results Matrix is expected to contribute to the definition of the Results Matrix of the new UNDAF for the period 2014-2018 under preparation, as the CPF situation analysis will contribute to the formulation of the CCA being foreseen for the preparation of the next UNDAF.