

# AFGHANISTAN



## Working environment

### The context

The situation in Afghanistan remains volatile, with continuing conflict and random violence causing further internal displacement. The lack of security hinders UNHCR's

operations and access to people of concern. Another challenge is to ensure regular and reliable information on areas in which UNHCR operates, so that policies can be implemented effectively and safely. The political situation continues to be in flux, although measures to promote security and stability are pursued by international and national actors.

## Planning figures for Afghanistan

TYPE OF POPULATION	ORIGIN	JAN 2012		DEC 2012 - JAN 2013		DEC 2013	
		TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR
Refugees	Islamic Rep. of Iran	30	30	40	40	40	40
	Iraq	10	10	10	10	10	10
	Pakistan	30	30	40	40	40	40
	Various	-	-	10	10	10	10
People in refugee-like situations	Pakistan	10,000	10,000	15,000	15,000	15,000	15,000
Asylum-seekers	Islamic Rep. of Iran	40	40	40	40	40	40
	Pakistan	40	40	40	40	40	40
	Various	-	-	10	10	10	10
Returnees (refugees)	Afghanistan	165,000	165,000	162,000	162,000	162,000	162,000
IDPs	Afghanistan	500,000	500,000	600,000	600,000	700,000	700,000
Returnees (IDPs)	Afghanistan	10,000	10,000	7,000	7,000	7,000	7,000
<b>Total</b>		<b>685,150</b>	<b>685,150</b>	<b>784,170</b>	<b>784,170</b>	<b>884,170</b>	<b>884,170</b>

The people of concern to UNHCR in Afghanistan total some 1.3 million, comprising asylum-seekers, refugees, returning refugees and internally displaced persons (IDPs). UNHCR provides protection and supports policies and mechanisms that promote the sustainable reintegration of returning refugees. It also responds to the immediate humanitarian needs of IDPs and, where possible, pursues durable solutions for them.

In addition to the establishment of peace and security, the key to Afghanistan's future stability is an improvement in the services provided by the Government to its citizens. It is a cornerstone of UNHCR's strategy to support the efforts of the Government in this area, particularly through District Offices throughout the country.

Preparations are ongoing for the Afghan Stakeholders Conference scheduled for early 2012. The Conference will establish a platform for dialogue among relevant stakeholders from Afghanistan, the Islamic Republic of Iran and Pakistan. A three-year road map for action will be drawn up and will include the identification of strategic partnerships, and the investments required to achieve a set of comprehensive solutions to the displacement issues that have risen as a result of the conflict in Afghanistan.

Through its leadership of the protection and emergency-shelter clusters, as well as the IDP Task Force, UNHCR is responsible for coordinating joint humanitarian activities in Afghanistan.

### ● *The needs*

More than 5.7 million refugees – 4.6 million of them with UNHCR assistance – have returned to Afghanistan since 2002, increasing the population of the country by some 25 per cent. UNHCR has conducted an assessment in 2011, to gauge the level of reintegration achieved by the returnees. The survey, which covered both urban and rural areas, has shown that more than



Impoverished returnees living in Kabul struggle to meet their daily needs.

40 per cent of returnees have not reintegrated into their home communities. Similar conclusions were reached by a joint UNHCR and World Bank study among urban populations. Specific areas needing improvement include land tenure and housing, livelihood opportunities, and access to public services and water.

The first half of 2011 has seen a rapid increase in conflict-induced internal displacement in Afghanistan, creating nearly 100,000 new IDPs and bringing the total IDP population to approximately 500,000 people. Securing access to the displaced, responding to their immediate needs and pursuing advocacy aimed at reducing displacement and promoting returns are key tasks for UNHCR. The same applies to the humanitarian assistance being provided by UNHCR to those affected and displaced by natural disasters.

Although the number of refugees who have fled to Afghanistan is small in comparison with that of IDPs and returnees in the country, there is neither a legal framework nor appropriate mechanisms to respond to their protection and assistance needs. Another systemic problem is the lack of facilities to solve land disputes, which prolongs displacement.

## Main objectives and targets for 2012

### Basic needs and essential services

- People of concern are provided with sufficient supplies of basic and domestic items.
  - ☞ Some 300,000 refugee returnees (50,000 families), including those who had returned the previous year, and 120,000 IDPs (20,000 families) receive non-food item (NFI) packages.

### Durable solutions

- The potential for voluntary return to Afghanistan is realized.
  - ☞ Some 162,000 Afghan refugees repatriate voluntarily and receive a cash grant.
  - ☞ About 7,400 of the most vulnerable refugee returnees receive additional material support upon arrival.

- The potential for resettlement is realized.
  - ☞ Individuals identified for resettlement are provided with travel expenses to third countries.

### External relations

- Coordination and partnerships with other actors are strengthened through joint assessments, planning and evaluation as well as the establishment of coordination mechanisms.
  - ☞ The Government, relevant UN agencies, NGO partners and donors provide reintegration assistance to beneficiaries at a number of selected sites and communities to ensure sustainable return.

## UNHCR's presence in 2012

□ Number of offices	8
□ Total staff	339
International	29
National	306
UNVs	2
Others	2

Cultural, informal and religious laws, which are frequently used in the settlement of disputes, are often at odds with international standards. This is particularly the case with regard to the protection needs of women and girls. Carefully calibrated approaches are therefore required to ensure that effective mechanisms are in place to address such issues. Another cause of concern is the number of Afghan minors arriving in Europe in recent years. Dealing with this will require coordination with the Afghan authorities and relevant international organizations.

### | Strategy and activities |

UNHCR's objectives are aligned with the Afghanistan National Development Strategy and the UN Integrated Strategic Framework. With more than 2.7 million Afghan refugees in the region and an estimated 3 million around the world, UNHCR will continue to support members of this caseload to repatriate voluntarily to Afghanistan. It will seek to improve immediate return assistance and also pursue a more comprehensive approach to sustainable reintegration.

UNHCR's transitional solutions initiative, which bridges the gap between humanitarian assistance and development, seeks closer cooperation with other UN agencies and Afghan line ministries. Lessons learned from a pilot reintegration programme implemented in 2011 are currently informing this multi-year strategy, which promotes targeted community-based interventions in areas of high return, designed to raise returnees' standards of living to national levels. Key areas of intervention include shelter, income generation, livelihoods, water and education. Up to 20,000 houses will also be provided to returning refugees in order to sustain their return.

For IDPs, UNHCR is engaged in direct data management, tracking, protection coordination and humanitarian assistance. Advocacy in support of prevention, response and durable solutions also remains key. UNHCR helps IDPs to return to their areas of origin in safety and dignity by providing them with logistics and shelter support, as well as protection.

UNHCR is working with the Ministry of Refugees and Repatriation in drafting refugee legislation. Pending the establishment of Government procedures, UNHCR conducts direct refugee status determination (RSD) and pursues durable solutions for those found to be in need of international protection.

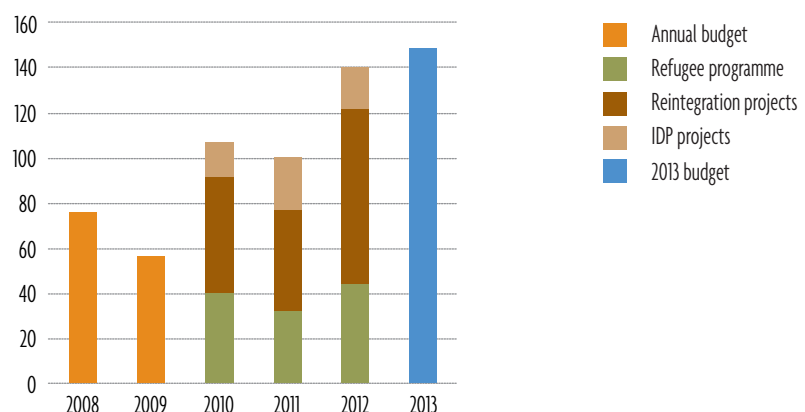
UNHCR provides legal information and advice to people of concern in Afghanistan, and provides material assistance to people with specific needs.

#### ● Constraints

Insecurity, political instability and economic and social problems are likely to continue in 2012 and may increase as international forces transfer security responsibilities to national partners. Military operations, including those in response to violent incidents and armed fighters, may cause further displacement. Efforts to access and provide immediate and timely humanitarian assistance to the newly displaced may be hampered by insecurity. Currently, the UN has direct access to less than half the country. Though UNHCR has put in place innovative measures to expand its reach, including through partners, access to people of concern remains precarious. UNHCR will continue to review its operational environment to ensure staff safety and security. Appropriate mitigation measures may have significant resource implications.

## UNHCR's budget in Afghanistan 2008 – 2013

Millions (USD)



Sustainable reintegration is facing new challenges as competition for land, water, natural resources and employment grows sharper. Access to employment is frequently constrained by the lack of social and economic networks. Moreover, the overwhelming development needs in the country make it increasingly difficult for UNHCR to secure sufficient resources to support returning refugees.

## Organization and implementation

### Coordination

UNHCR engages actively with the Ministries of Foreign Affairs, Rural Rehabilitation, and Housing and Urban Development. The main government counterpart – the Ministry of Refugees and Repatriation – will be assisted to strengthen its management capacity related to policy development, emergency response and technical assistance. Greater operational responsibilities for repatriation, monitoring and speedy identification of IDPs will be entrusted to relevant District Offices.

The active engagement of other key partners will also be sought. These partners include the Ministries of Justice; Labour and Social Welfare (for skills training and employment of returnees); and Women's Affairs, as well as local civil society organizations for gender issues. UNHCR will continue to support the Information and Legal Aid Centres run by the Norwegian Refugee Council. The centres provide legal services and train lawyers, judges, local authorities and other actors who participate in informal systems for the resolution of disputes.

As part of the UN Country Team, UNHCR works with UNAMA, UNDP,

UN-Habitat, WFP, ILO, WHO and UNICEF as well as the World Bank. UNHCR's role in leading the protection and emergency shelter clusters as well as co-chairing the national and regional IDP task forces will continue. Cooperation will be strengthened with OCHA and with IOM, as designated lead agency for the coordination of natural disaster-induced displacements, assistance to vulnerable deportees and migration issues.

Special attention will be paid to fostering cooperation with major UN agencies, relevant government departments and other actors in selected sites and communities, to ensure comprehensive reintegration interventions. An MOU recently concluded with UNDP will form an integral part of the new reintegration strategy. Partner mobilization will aim to enhance the protection and reintegration of people of concern and to optimize UNHCR's response to emergency situations. Communications with other stakeholders and public information campaigns will highlight the impact of these efforts.

## Financial information

The budget in 2012 for Afghanistan has increased by USD 39 million from 2011, owing to renewed efforts to promote the sustainable reintegration of refugee returnees, to address the needs of increasing numbers of IDPs, and to enhance the security of staff and implementing partners. The trends over the past years show that the funds required for Afghanistan have remained stable, though substantial, reflecting the needs of the continuously growing number of people of concern to UNHCR in the country.

## 2012 UNHCR Budget in Afghanistan (USD)

BUDGET BREAKDOWN	REFUGEE PROGRAMME PILLAR 1	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
<b>Favourable protection environment</b>				
Law and policy	0	0	417,616	417,616
Access to legal assistance	0	2,612,525	208,808	2,821,333
Subtotal	0	2,612,525	626,424	3,238,949
<b>Fair protection processes and documentation</b>				
Registration and profiling	0	0	517,616	517,616
Refugee status determination	565,010	0	0	565,010
Subtotal	565,010	0	517,616	1,082,626

## PARTNERS

### Implementing partners

#### Government agencies

Ministry of Agriculture  
Irrigation and Livestock  
Ministry of Public Health  
Ministry of Refugees and Repatriation  
Ministry of Women's Affairs

#### NGOs

Afghan Bureau For Reconstruction  
Afghan Community Rehabilitation Unit  
Afghan General Help Coordination Office  
Afghan Planning Agency  
Afghan Public Welfare Organization  
Afghanistan Association of the Blind  
Ansari Rehabilitation Association for Afghanistan  
Cooperation Center for Afghanistan  
Coordination of Humanitarian Assistance  
Development and Humanitarian Services for Afghanistan  
HUGE-Afghanistan Rehabilitation and Development Organization  
Human Dignity Society  
Humanitarian Action for the People of Afghanistan  
Mediatek Afghanistan  
National Consultancy and Relief Association  
Norwegian Project Office - Rural Rehabilitation Association for Afghanistan  
Norwegian Refugee Council  
Organization of Human Welfare  
Reconstruction and Employment Unit for Afghan Refugees  
Sina Association Rehabilitation Service  
Social Service Organization for Afghan Returnees  
Society for Afghanistan Development and Assistance in Technologies  
Voluntary Association for the Rehabilitation of Afghanistan  
Watan Social and Technical Services Association  
Zardozi - Markets For Afghan Artisans

### Operational partners

#### Government agencies

Ministries of Labour  
Social Affairs  
Martyrs and Disabled; Rural Rehabilitation and Development

#### NGOs

Emergency shelter  
NFI and protection cluster members; National and Regional IDP Task Forces  
Housing  
Land and Property Task Force

#### Others

British Broadcasting Corporation  
Deutsche Gesellschaft Fur Internationale Zusammenarbeit  
IOM  
United Nations Assistance Mission in Afghanistan  
UNDP  
UNV  
World Bank

BUDGET BREAKDOWN	REFUGEE PROGRAMME PILLAR 1	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
<b>Security from violence and exploitation</b>				
Prevention of and response to SGBV	0	670,842	308,808	979,650
Non-arbitrary detention	282,505	0	0	282,505
<b>Subtotal</b>	<b>282,505</b>	<b>670,842</b>	<b>308,808</b>	<b>1,262,155</b>
<b>Basic needs and essential services</b>				
Health	2,220,451	1,370,842	408,808	4,000,100
Water	0	2,470,842	958,808	3,429,650
Sanitation and hygiene	0	2,670,842	868,808	3,539,650
Shelter and infrastructure	0	35,341,683	6,448,808	41,790,491
Basic domestic and hygiene items	372,505	7,356,375	3,368,808	11,097,688
Education	0	1,190,842	0	1,190,842
<b>Subtotal</b>	<b>2,592,955</b>	<b>50,401,425</b>	<b>12,054,040</b>	<b>65,048,420</b>
<b>Community empowerment and self-reliance</b>				
Self-reliance and livelihoods	0	16,373,367	1,736,424	18,109,791
<b>Subtotal</b>	<b>0</b>	<b>16,373,367</b>	<b>1,736,424</b>	<b>18,109,791</b>
<b>Durable solutions</b>				
Voluntary return	32,422,903	0	1,917,616	34,340,519
Reintegration	0	3,932,525	0	3,932,525
Integration	282,505	0	0	282,505
Resettlement	595,010	0	0	595,010
<b>Subtotal</b>	<b>33,300,418</b>	<b>3,932,525</b>	<b>1,917,616</b>	<b>39,150,559</b>
<b>Leadership, coordination and partnerships</b>				
Coordination and partnerships	0	470,842	208,808	679,650
Emergency management	0	0	417,616	417,616
Donor relations	1,647,946	1,412,525	626,424	3,686,895
<b>Subtotal</b>	<b>1,647,946</b>	<b>1,883,367</b>	<b>1,252,848</b>	<b>4,784,160</b>
<b>Logistics and operations support</b>				
Logistics and supply	5,021,918	0	208,808	5,230,726
Operations management, coordination and support	0	1,661,683	0	1,661,683
<b>Subtotal</b>	<b>5,021,918</b>	<b>1,661,683</b>	<b>208,808</b>	<b>6,892,410</b>
<b>Total</b>	<b>43,410,753</b>	<b>77,535,733</b>	<b>18,622,584</b>	<b>139,569,070</b>
<b>2011 Revised budget</b>	<b>31,756,114</b>	<b>45,070,681</b>	<b>23,326,335</b>	<b>100,153,130</b>