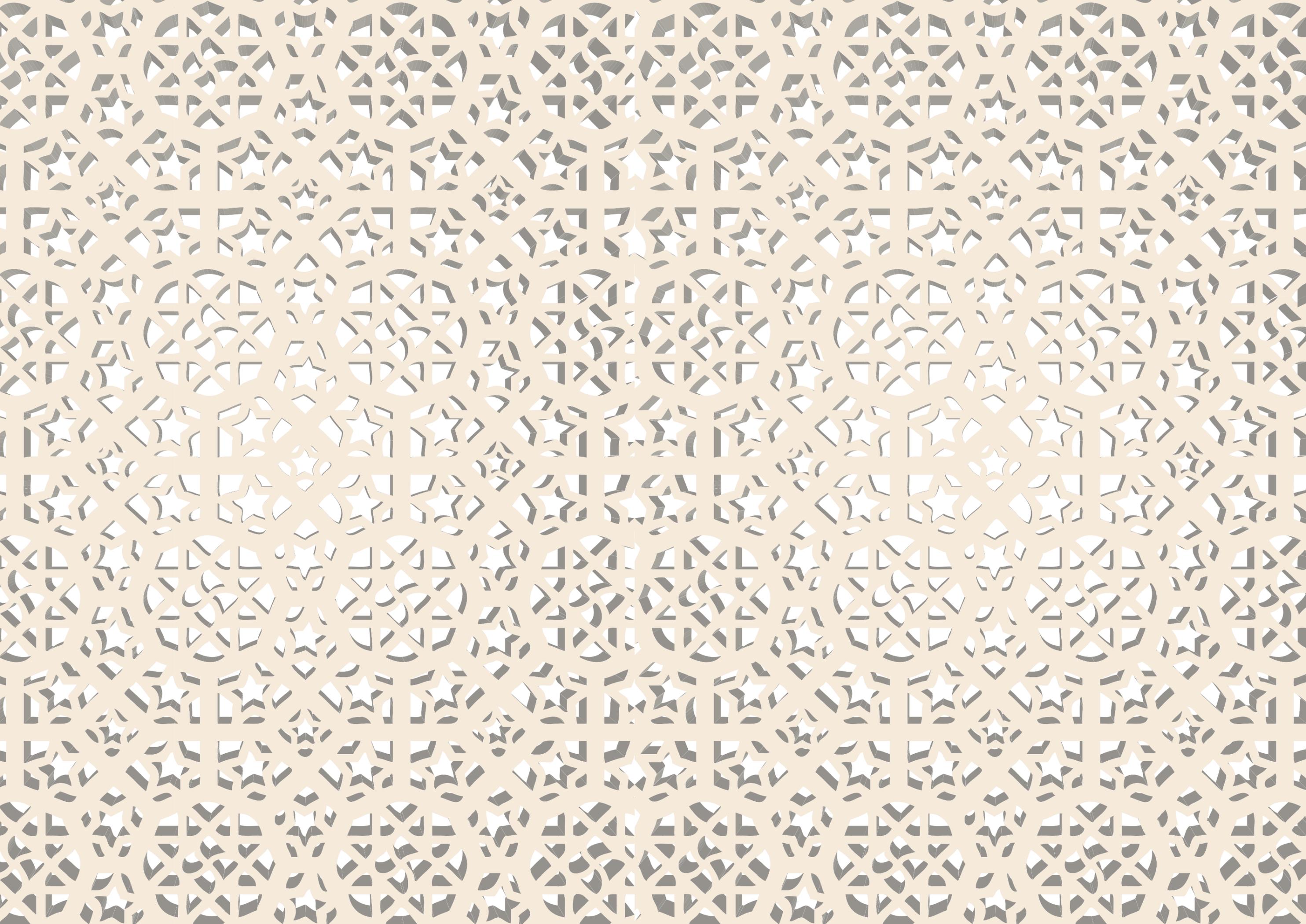


International Conference
on the
Solutions Strategy for Afghan Refugees,
to support
**Voluntary Repatriation, Sustainable Reintegration
and Assistance to Host Countries**

2-3 May 2012
Geneva, Switzerland



This document has been prepared for the International Conference on the Solutions Strategy for Afghan Refugees to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries. It outlines the regional, multi-year strategy agreed upon by the Islamic Republics of Afghanistan, Iran and Pakistan, and facilitated by the United Nations High Commissioner for Refugees. The collective efforts of these countries in addressing the world's largest refugee and displacement caseload require continued international support and solidarity to enable solutions for this long-standing human tragedy.

May 2012



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United Nations High Commissioner for Refugees

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Acronyms

| | | | |
|-------|--|--------|---|
| AJK | Azad Jammu Kashmir | SAFRON | Ministry of States and Frontier Regions |
| AMRS | Management and Repatriation Strategy for Afghan Refugees | TVTO | The Vocational Training Organization |
| ANDS | Afghanistan National Development Strategy | SCI | Statistical Centre of Iran |
| ARO | Afghan Refugee Organization | SWO | State Welfare Office |
| BAFIA | Bureau for Aliens and Foreigner Immigrants' Affairs | UNDAF | United Nations Development Assistance Framework |
| CCAR | Chief Commissionerate for Afghan Refugees | UNDP | United Nations Development Programme |
| CDC | Community Development Council | UNHCR | United Nations High Commissioner for Refugees |
| DRC | Danish Refugee Council | UNICEF | United Nations Children Fund |
| ECO | Economic Cooperation Organization Secretariat | VolRep | UNHCR Voluntary Repatriation Programme |
| FATA | Federally Administered Tribal Areas | VRC | Voluntary Repatriation Centre |
| FAO | United Nations Food and Agriculture Organization | | |
| ICRI | International Consortium for Refugees in Iran | | |
| IDP | Internally Displaced Person | | |
| ILAC | Information and Legal Aid Centres | | |
| ILO | United Nations International Labour Organization | | |
| IOM | International Organization for Migration | | |
| IRAC | Iraqi Refugee Aid Council | | |
| M&E | Monitoring and Evaluation | | |
| ISAF | International Security and Assistance Force | | |
| KPK | Khyber Pakhtounkhwa | | |
| LMO | Literacy Movement Organization | | |
| MACCA | Mine Action Coordination Centre of Afghanistan | | |
| MAHAK | The Society to Protect Children Suffering from Cancer | | |
| MDTF | Multi-Donor Trust Fund | | |
| MFA | Ministry of Foreign Affairs | | |
| MoH | Ministry of Health | | |
| MoJ | Ministry of Justice | | |
| MoRR | Ministry of Refugees and Repatriation | | |
| MoWA | Ministry of Women Affairs | | |
| MPTF | Multi-Partner Trust Fund | | |
| MSF | Médecins Sans Frontières | | |
| MUDA | Ministry of Urban Development Affairs | | |
| NADRA | National Database and Registration Authority | | |
| NICCO | Nippon International Cooperation for Community Development | | |
| NGO | Non-Governmental Organization | | |
| NRC | Norwegian Refugee Council | | |
| NRVA | National Risk and Vulnerability Assessment | | |
| ODVV | Organization for Defending Victims of Violence | | |
| OIC | Organization for Islamic Cooperation | | |
| PoR | Proof of Registration | | |
| RAHA | Refugee Affected and Hosting Areas Initiative | | |
| PPVR | Population Profiling Verification Response | | |

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1. Executive Summary

Since 2002, some 5.7 million Afghans have returned home, ending years of living in exile. Following the first major exodus in 1979, the saga of the Afghan refugees has had many significant aspects: it represents the longest protracted refugee caseload in the history of UNHCR, of which the vast majority (80%) has been in exile for over twenty years, as well as the largest voluntary repatriation programme ever facilitated by UNHCR. Returnees represent, moreover, almost one quarter of the entire population in Afghanistan. To illustrate, the scale of this movement is comparable to every person in Ireland moving to the Netherlands, with some 80% of them arriving over a period of just four years. For any country, let alone one ravaged by war, underdevelopment and ongoing security operations, creating conditions for sustainable reintegration on such a massive scale would be an overwhelming task.

◀ Afghan girl waits in line with her mother to receive charcoal at a distribution point in Kabul. Her family returned to Afghanistan, but could not find work. UNHCR / J. Tanner / 2011

Voluntary repatriation remains the preferred durable solution for the refugees. However, while there were massive returns between 2002 and 2008, the past three years have seen a steady decline in overall return figures. This trend reflects the lack of access to livelihoods and basic services in return areas, and heightened insecurity in some parts of Afghanistan, where civilian casualties and internal displacement have been increasing. Yet efforts towards nation-building are progressing slowly, accompanied by some positive trends: a GDP growth of 8.2%; a seven-fold increase in the number of teachers; access to basic health services for 85% of the population; and an impressive drop in maternal mortality from 1,400 to 327 per 100,000 live births¹.

Despite such progress, Afghanistan remains the poorest country in the region, ranking 181 out of 182 on the UNDP Human Development Index. An average of 36% of the population live below the poverty line; inflation is around 9%; and little progress has been made to facilitate private sector development and investment needed to create employment. A recent survey has shown that up to 60% of returnees are experiencing difficulties rebuilding their lives. Large numbers of Afghans continue to migrate to cities within Afghanistan or to neighbouring countries, seeking livelihood opportunities. Disenchanted youths returning to communities that lack basic social services and work, see few opportunities for their future.

¹Ministry of Public Health, Afghanistan Mortality Survey, November 2011

Despite these challenges, firmly anchoring those who have returned by providing a minimum standard of living and livelihood opportunities is critical for the stability and security of Afghanistan. Meanwhile, pending their return, the situation of Afghan refugees in neighbouring countries must be managed, and alternative solutions strengthened. New initiatives require support to preserve the asylum space still afforded to the 2 million refugees currently registered in Pakistan² and the approximately 1 million refugees in the Islamic Republic of Iran. The Bonn Conference held in December 2011 rightly acknowledged “the burden of Afghanistan’s neighbours, in particular Pakistan and the Islamic Republic of Iran, in providing temporary refuge to millions of Afghans in difficult times” and confirmed the commitment to “further work toward their voluntary, safe and orderly return”.³

In view of the complexity of refugee issues still affecting the region as a whole, and the potential volatility of the forthcoming transition process, the Islamic Republics of Afghanistan, Iran and Pakistan, with the support of UNHCR, initiated a quadripartite consultative process in 2011. The Solutions Strategy for Afghan Refugees, to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries is the culmination of an intensive, collaborative negotiation process. It represents the consensus of the three Governments concerned, the UNHCR country representation offices, as well as relevant UN agencies, to develop a multi-year approach to this Strategy.

Three main themes underscore the Solutions Strategy:

- Creating conditions conducive to voluntary repatriation through community-based investments in areas of high return;
- Building Afghan refugee capital based on livelihood opportunities in Afghanistan in order to facilitate return; and
- Preserving asylum space in host countries, including enhanced support for refugee-hosting communities, alternative temporary stay arrangements for the residual caseload, and resettlement in third countries.

The proposed interventions in each country fall within five outcome areas as follows:

- Support to voluntary repatriation;
- Access to shelter and essential social services for refugees, returnees and host communities;
- Improved and diversified livelihood opportunities and enhanced food security;
- Social and environmental protection of refugees, returnees, as well as assistance and support to host communities; and
- Capacity development of national authorities, associations, organizations and communities concerned with refugees, returnees and host communities.

² This includes 300,000 persons, who are awaiting validation of their Proof of Registration (PoR)
³ International Afghanistan Conference in Bonn, Conference Conclusions, 5 December 2011

Strengthening Reintegration in Afghanistan

Decades of hosting refugees in the Islamic Republic of Iran and Pakistan have reinforced informal networks, which sustain families on both sides of the borders with Afghanistan. As widely recognized at the conferences in London, Kabul, Istanbul and Bonn, facilitating the voluntary, dignified and orderly return of Afghan refugees, and supporting their sustainable reintegration is vital to a secure, stable and prosperous Afghanistan. However, this acknowledgment has yet to translate into a structured effort that goes beyond the essential but insufficient humanitarian interventions to individuals by the Afghanistan Ministry of Refugees and Repatriation (MoRR), UNHCR and their current partners. In a context as dynamic and challenging as that of Afghanistan, creating conditions conducive to sustainable return and reintegration must be part of a comprehensive framework that integrates humanitarian assistance and much-needed development interventions and approach. The Solutions Strategy aims to bridge this gap by introducing multi-sectoral, community-level programming.

But this will be no small feat. Between 2002 (when large-scale returns began) and 2010, USD 69 billion of Overseas Development Assistance (ODA) were formally committed, of which USD 57 billion were actually disbursed in Afghanistan⁴. A number of large-scale development programmes were conceived and implemented, designed to benefit returnees and their communities. However, linking macro-level programmes to bottom-up community-level projects remains a daunting challenge. Efforts by UNHCR and the MoRR to involve governmental or bilateral development actors in supporting returnee areas, have had limited impact to date.

The current lack of security and limited humanitarian space further impede repatriation and reintegration activities. Overcoming these constraints - stabilizing the population that has returned and creating pull factors that enable others to come home and minimize irregular secondary migration - requires a multi-stakeholder platform and measures for effective border control in Afghanistan. This platform should comprise a broader governance structure, including the Ministries of Rural Rehabilitation and Development, Urban Development, Health, Education and Agriculture, and key bilateral donors. Likewise, it will need to reach out to less traditional line ministries, such as the Ministry of Mines, Ministry of Transport and Civil Aviation, which are critical to the creation of longer-term employment. Convening the right actors and identifying, tracking and linking up with the right programmes, will be central to the Solutions Strategy. The aim will be to create essential synergies and mobilize available resources and opportunities for highly impacted, priority areas of refugee return.

⁴ Afghanistan Ministry of Finance, Development Cooperation Report, 2010

Based on a multi-stakeholder platform, the Afghanistan country chapter proposes to:

- Select sites by ranking current and potential areas of high return, using agreed criteria (social indicators, insecurity or risk of insecurity, access to arable land, distance to markets, and economic opportunities such as the proposed pipeline, etc.);
- Learn from achievements in the eight pilot sites currently employing community-based support (shelter, essential social services, livelihoods and food security), replicating them in up to 40 newly-identified sites, and mobilizing additional resources for these interventions;
- Identify and map relevant national and bilateral development programmes, as well as private-sector initiatives that lead to job creation; and advocate for the inclusion of the returnee areas in these programmes.

▼ Trucks being loaded up at a voluntary repatriation center in Pakistan to bring Afghan refugees back home. UNHCR / B. Baloch / 2007



Bolstering Asylum and Building Human Capital

The Solutions Strategy also includes vital support for the Islamic Republic of Iran and Pakistan which, for the past 30 years have hosted and provided for millions of Afghan refugees. In Pakistan, the protracted nature of the Afghan refugee presence, recurring natural disasters, along with security concerns have increased the sense of asylum fatigue in host communities. Similarly, in the Islamic Republic of Iran, economic difficulties are fuelling a perceived association between refugees and rising rates of unemployment and crime. Despite the large number of departures and continued efforts to facilitate voluntary repatriation, some 2 million registered refugees remain in Pakistan, and 1 million in the Islamic Republic of Iran. Returns have, moreover, slowed dramatically in the last three years to some 112,000 returns in 2010, and only 67,830 in 2011.

Robust burden-sharing must continue to alleviate the pressures on host countries, preserve asylum space and build the human capital of Afghans to bring skills, resources and knowledge as they return home and help rebuild their communities and nation. The country chapters on both the Islamic Republic of Iran and Pakistan, therefore, prioritize voluntary repatriation, support for a more conducive environment for sustainable reintegration inside Afghanistan, and enhanced resettlement, especially for the most vulnerable refugees.

The Pakistan chapter, guided by the Government of Pakistan's Management and Repatriation Strategy for Afghan Refugees in Pakistan 2010 – 2012 (AMRS), includes the following additional interventions:

- Continued support for alternative temporary stay options for the residual caseload of Proof of Registration (PoR) cardholders;
- Expanding the Refugee-Affected and Refugee-Hosting Area (RAHA) project to include access to social services (health, education, water, sanitation) and environmental protection (forestation, water and soil conservation in refugee-affected areas); and
- Building capacity for relevant government agencies, Afghan Refugee Organizations and communities.

Additional objectives in the chapter on the Islamic Republic of Iran include:

- Empowering Afghan refugees through improved education, access to health services and livelihoods, and
- Supporting the Iranian Government to reduce the effects and consequences of the temporary presence of Afghan refugees in the areas of health, education, shelter, water and environment.

Common Features

While the socio-political dynamics differ in each country, to the extent possible the Solutions Strategy seeks to incorporate basic common features linking the country proposals, in order to achieve optimal coherence and impact. One such feature throughout the Solutions Strategy is the emphasis on improved data-sharing between the country of origin and host countries. UNHCR and the Governments in the region have developed or commissioned a number of databases, surveys and studies; which can be drawn upon for this purpose, in addition to useful independent research on the region.

The Solutions Strategy also stresses the importance of evidence-based programming. The Afghan proposal, for example, explores the engagement of a local research institute to provide much-needed support in monitoring and evaluation, documenting and sharing lessons learned and good practice. Facilitating networking between national research institutes can also expand knowledge in other sectors relevant to the Solutions Strategy, such as effective agricultural or vocational training practices and programmes.

Most importantly, the Solutions Strategy recognizes that people themselves offer critical linkages between neighbouring countries. Investing in and empowering Afghan refugees and returnees is crucial for the future stability of Afghanistan. A survey of Afghan refugees in the Islamic Republic of Iran noted that, “a widespread belief exists among Afghans that successful and sustainable return to Afghanistan requires capital or assets such as land or housing, or social assets such as education and vocational skills.”⁵ The importance of building financial, human, social, physical, natural and other assets in order to empower Afghan refugees and returnees, create sustainable livelihoods, and afford access to basic social services, is thus emphasized across the country chapters.

By proposing an integrated framework for multi-lateral cooperation, coordination and support to the situation of Afghan refugees, the Solutions Strategy seeks to sustain an international focus on humanitarian issues during the coming unpredictable period of transition in Afghanistan, which may also affect the region. The fruitful experience of the quadripartite consultative process has led the Governments of the Islamic Republics of Afghanistan, Iran and Pakistan to agree to establish a Quadripartite Steering Committee that will guide the overall implementation of the Solutions Strategy. The Steering Committee will also oversee resource mobilization and the management of a new Multi-Donor Trust Fund (MDTF) being established as a means for donors to commit development resources in support of the Strategy, in addition to the funding of current bilateral initiatives and of UNHCR’s annual programme. The Steering Committee will seek the broader participation of relevant partners among development and bilateral actors, as necessary, drawing on their multi-disciplinary expertise, knowledge, networks and resources, in order to link humanitarian and community-based and community-driven developmental interventions.

⁵ Abbasi-Shavazi, Mohammad Jalal, Diana Glazebrook, “Continued Protection, Sustainable Reintegration: Afghan Refugees and Migrants in Iran”, Afghanistan Research and Evaluation Unit (AREU), May 2006

Challenging times demand innovative solutions. *The Solutions Strategy for Afghan Refugees, to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries* represents the first quadripartite, multi-sectoral, multi-year engagement designed to anchor Afghan returnees in Afghanistan, and to preserve asylum space in neighbouring states. It bears the aspirations of those who have been affected by decades of human tragedy in the region. In particular, it embodies the hope that the international community will stand by its commitment to support the future of Afghanistan throughout the coming years. Constructing a dignified and sustainable future for a quarter of Afghanistan’s population, and helping to rebuild their lives after years of exile is vital to achieving the stability of Afghanistan.



◀ Afghanistan / A joint UNHCR-WFP irrigation project in Farmankhel provides returnees with arable land for growing staples and cash crops. UNHCR / R.Arnold / 2008

2. Country Chapters

2.1 Islamic Republic of Afghanistan

2.1.1 General Operational Context

Afghanistan has experienced more than three decades of war, political upheaval and insecurity, resulting in millions of Afghans fleeing for protection in neighboring countries, primarily the Islamic Republic of Iran and Pakistan.

Since 2002, over 5.7 million Afghan refugees (representing a quarter of the country's population) have voluntarily returned home. The Ministry of Refugees and Repatriation (MoRR), UNHCR, and the Governments concerned, have assisted 4.6 million of these refugees through a voluntary repatriation programme.

While this high number of returnees is a positive sign that Afghans see a future back in their home country, preliminary results from a recent survey undertaken by MoRR and UNHCR indicate that a substantial number have not fully reintegrated. As a result they have been unable to re-establish in their communities exercising their social, economic, civil, political and cultural rights in the same way as other community members, and enjoy peaceful, productive and dignified lives. It is quite likely that non-assisted returnees face similar situations.

At the same time, the number of internally displaced persons (IDPs) - currently around half a million - continues to grow, often as a result of escalating military operations. Moreover, these IDPs are increasingly unwilling to return home because they fear their villages are no longer safe and, in some cases, because they have lost their livelihoods⁶. These two groups - IDPs and returnees who have not reintegrated - represent a critical national security priority. A number of reports highlight the potentially destabilizing impact of not adequately anchoring returnees in their places of origin, and providing for their basic needs. "With the rural areas increasingly insecure, many returning Afghans have migrated to towns and cities, causing rapid urbanization that is contributing to rising poverty, unemployment and criminality. Kabul's population has tripled in just seven years. Since young, displaced and unemployed men are particularly vulnerable to recruitment to the insurgency, the needs of a fast-growing poor and largely marginalized population must be urgently addressed."⁷

⁶Joint World Bank / UNHCR Report, May 2011

⁷International Crisis Group, Asia Report 175, "Afghanistan: What Now for Refugees", 31 August 2009.

In general, the situation in Afghanistan has evolved over the past decade, and presents some positive trends. The country ranks 17th in the world in terms of GDP growth (8.2%); the number of teachers has increased sevenfold since 2002; 85% of the population has access to basic health services; 4,000 kilometers of roads have been paved, and access to telecommunication services has reached 73% of the population. Most impressive is the recent survey that shows a drop in maternal mortality from 1,400 to 327 per 100,000 live births⁸. The pace and potential for further progress is dependent on security, good governance and a number of other factors, but there is clearly the potential to move towards meeting at least some of the Millennium Development Goals.

Despite these encouraging signs, Afghanistan is still by far the poorest country in the region and ranks 181 out of 182 countries on the Human Development Index. An average of 36% of the population is living below the poverty line, with more than half hovering precariously close. Its average standard of living is a mere 9% of that of the Islamic Republic of Iran, the wealthiest country of the region. Per capita GDP is USD 589, ranking 218th in the world⁹. Inflation is around 9% and employment opportunities are scarce. Little progress has been made to facilitate private sector development and private investment, much needed to create economic growth and sustainable employment. Equally of concern are enormous inequities between provinces and their citizens in terms of basic indicators and development assistance received. For example, while the average poverty rate is 36% countrywide, the rate for Helmand Province is 9%, with Paktika at the other extreme, at 76%¹⁰. This is compounded by limited governmental capacity to deliver essential services and address issues such as those of land tenure, protection concerns and gender inequalities.

National development and recovery initiatives do not necessarily target or address the needs of the poorest and most vulnerable, including many returnees and their communities. Moreover continued insecurity, conflict, recurrent drought and other natural disasters, rapid urbanization¹¹, the growth of urban slums, and a disproportionately high number of young people¹² pose formidable challenges to efforts to encourage return and create an enabling environment for sustainable reintegration.

The draw down of the International Security Assistance Force that began in 2011, culminating in a total handover of security to Afghan national institutions by the end of 2014, and a possible presidential election could pose further challenges. The period leading up to 2014 is likely to witness continued slow progress in this transitional phase, with increased insecurity punctuated by spikes of violence, political tensions, and the shrinking of humanitarian space.

⁸Ministry of Public Health, Afghanistan Mortality Survey, November 2011

⁹International Monetary Fund World Economic Outlook (2011)

¹⁰Afghanistan Ministry of Economy and World Bank Afghanistan Provincial Briefs

¹¹Some 23% of the population lives in urban areas with projected urbanization of 4.7% between 2010 and 2015.

¹²Some 42% of Afghanistan's population is less than 16 years of age.

2.1.2 Population of Concern

Between early 2002 - when UNHCR's programme of voluntary repatriation began - and the end of December 2011, nearly 4.6 million persons were assisted to repatriate from Pakistan and the Islamic Republic of Iran¹³. Three-quarters returned, in the first instance, to their places of origin, the majority indicating their intention to return to four main provinces: Kabul (26%), Nangarhar (20%), Kunduz (6%), and Baghlan (5%).

In terms of ethnicity, 56% of returnees were Pashtun, 25% Tajik, 8% Hazara and 11% of other ethnicities. In general, there have been high Pashtun returns to eastern (35%), central (32%) and northern (12%) regions. Tajik returns are concentrated in central (59%), northern (22%), western (10%), and eastern (7%) regions with smaller number going to the south (1%). Hazara returns have been predominantly to central (59%), northern (22%) and central highland (12%) regions. Most Uzbeks (97%) returned to the north, and Baloch to the western region (68%). It is anticipated that future returnees will follow a similar pattern.

Table I

Demographic Breakdown by Gender and Age (Mar 2002 - Dec 2011)

| Age group | Male | Female | % Female | Total |
|-----------------------|-----------|-----------|----------|-----------|
| 0-4 | 44,596 | 43,594 | 49% | 88,190 |
| 5-11 | 471,829 | 454,600 | 49% | 926,429 |
| 12-17 | 515,332 | 477,829 | 48% | 993,161 |
| 18-59 | 1,256,903 | 1,123,124 | 47% | 2,380,027 |
| 60+ | 114,814 | 78,140 | 40% | 192,954 |
| Age group unavailable | - | - | - | 18,855 |
| Total | 2,403,474 | 2,177,287 | | 4,599,616 |

¹³ See Annex p. 60 - 61: Afghan map

In the summer of 2011, UNHCR and MoRR conducted a rapid, community-based survey to assess population dynamics in areas of return, and to gauge the level of reintegration achieved. The survey involved interviews with 4,300 community groups (Shuras) in 1,500 rural and urban locations in 34 provinces. The estimated population of the Shuras was nearly 260,000 families (1.4m individuals) who had returned under UNHCR's voluntary repatriation programme. Results from this survey indicate that according to population estimates given by the community groups, the population of returnees requiring assistance is in fact much larger than current assessments.

An estimated 15% of the returnee population become secondary migrants; many return to Pakistan and the Islamic Republic of Iran; of those who migrate internally, around 90% move from rural to urban areas. The primary motivation for secondary migration is economic – the search for employment. Livelihood activities amongst returnees are predominantly agricultural. Around 60% of community groups stated that returnees live in worse conditions than their local non-returnee counterparts, suggesting that returnees are not able to reintegrate adequately.

Comparison of Local Population and Assisted Returnees

| | Local population* | Returned Refugees |
|---|-------------------|-------------------|
| Owning livestock | 68% | 40% |
| Access to land [Local Population] Current livelihood as landowners (Returned Refugees) | 55% | 20% |
| Employment / livelihood (regular employment) | M:80% F: 43% | M: 17% F: 20% |
| Road access | 51% | 45% |
| Electricity | 20% | 16% |
| Basic Health services | 85% | 24% |
| Clean drinking water | 27% | 19% |

* Based on National Risk and Vulnerability Assessment 2007-2008¹⁴

Table II

¹⁴ National Risk and Vulnerability Assessment 2007-2008 (http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2011/07/12/000333037_20110712011847/Rendered/INDEX/631800WP0Pover00Box0361508B0PUBLIC0.txt)

Coping mechanisms have been severely strained over the past decade, affecting income and expenditure levels and the strategies adopted by families and communities to achieve livelihood security. At any given point in time, most Afghan families (displaced or not) undertake between 5-7 different activities to earn a livable wage¹⁵.

Access to social services, such as water supply, education, health and housing, which are essential to human dignity, quality of life and sustainable livelihoods, is not available on an equal footing for all citizens living in Afghanistan.

As highlighted by the survey:

- Irregular livelihood activity is the main source of employment, whether full or partial, with agriculture and animal husbandry as principal coping mechanisms. Home-based income-generating activities and agriculture are the main activities for women, who have fewer opportunities than men.
- About half of the participants reported security incidents in the past month. More than half of such incidents were conflict-related (insurgency, military operations,). In the southern region, 90% of shuras reported recent security incidents, of which 90% were conflict-related.
- About one quarter of those interviewed reported full access to basic health services, whilst less than 20% reported full access to clean drinking water. Just under half reported that returnee children have full access to school, with little difference between boys and girls. Sixteen percent of shuras reported access to electricity.
- Being predominantly rural, less than half of the communities reported full access to roads which, in turn, gives access to markets.
- Most respondents considered that returnees have adequate access to justice, whether formal or informal; three-quarters indicated having adequate access to law enforcement, with virtually no difference between men and women's perceptions.

Preliminary findings indicate that lack of employment, shelter and food, as well as security concerns, have prompted the secondary displacement of 15% of assisted refugee returnees. While many left the country (mainly to the Islamic Republic of Iran, but also to Pakistan) those who remained in Afghanistan moved to urban areas in search of employment. Nearly 60% of the communities indicated that returnees live in worse conditions than the local communities. This suggests that in the majority of areas, returnees appear to be only partially integrated and in need of continued assistance. Significantly, there was no real difference between urban and rural areas, or by type of community group interviewed. There were, however, significant differences in most parameters between regions.

The MoRR/UNHCR rapid assessment in Afghanistan thus provides some explanations for the steep decline in the number of returnees seeking voluntary repatriation. Firstly, it appears from community groups' estimates, that the population requiring assistance is much higher than acknowledged. Secondly, it can be deduced that returnees are not choosing, or are unable

¹⁵ Afghanistan – State Building, Growth and Reducing Poverty, World Bank, 2005

to choose to access services under the voluntary repatriation programme, and are returning unassisted. Thirdly, conditions in Afghanistan are too severe to support continued large-scale repatriation.

The following graph illustrates numbers of assisted returns in 2002 – 2011.

Assisted Returns (March 2002 - December 2011)

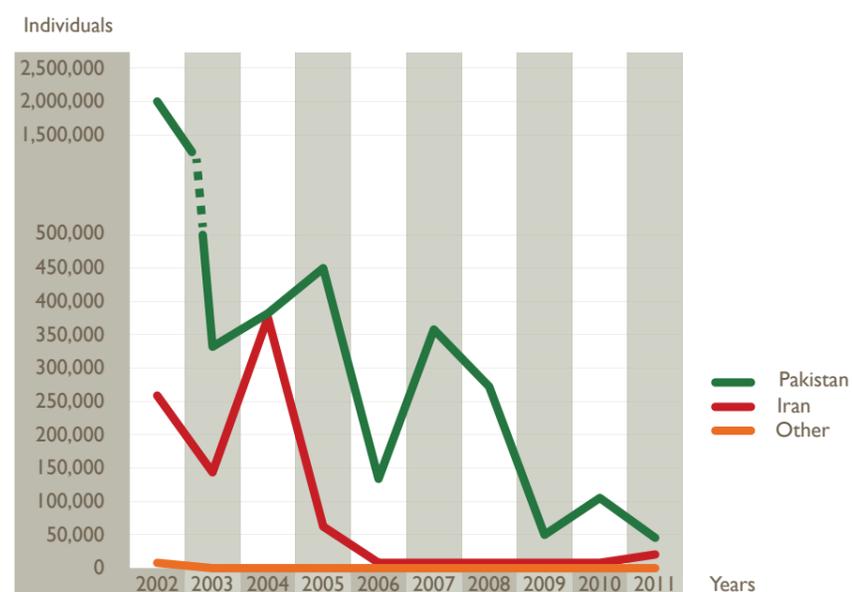


Table III

Nearly 5.4 million Afghans, including almost 3 million registered refugees, have been living in the Islamic Republic of Iran and Pakistan for more than a quarter of a century. Half of them have never lived in Afghanistan, nor do they own land or property there. Many Afghans have become urbanized during their protracted stay in exile, and the gap between the living conditions and economic opportunities in Afghanistan and those of the neighbouring countries is considerable.

Changes in push-pull factors clearly influence decisions to repatriate: limited absorption capacity; access to land and housing; limited coping mechanisms, especially in relation to livelihood opportunities; security risks in areas of origin, and limited access to basic services, all contribute to changing trends of return and secondary migration.

2.1.3 Policy Framework for Assisting Populations of Concern

The Afghanistan National Development Strategy 2008 – 2013 (ANDS) and its associated National Priority Programmes (NPP) guide the Government’s work to comprehensively address the security, governance, economic and social development needs of Afghanistan. Despite this comprehensive and detailed roadmap, improvements are slow and setbacks frequent. Poor governance, particularly at provincial level, together with continued insecurity, limited capacity of government institutions, and general underdevelopment have led to a lack of access to basic services, economic opportunity, justice and legal redress.

The UN Development Assistance Framework (UNDAF) also provides a policy framework which supports the ANDS, focusing on three priority areas: (i) Governance, Peace and Stability, (ii) Sustainable Livelihoods, and (iii) Basic Social Services, and incorporates cross-cutting issues such as human rights, gender equality, environment, mine action and counter-narcotics.

In direct support of the ANDS pillar for Refugees, Returnees and IDPs, MoRR, UNHCR and the International Organization for Migration (IOM) have worked closely with relevant government entities to provide returnees inter alia with transportation and initial reintegration allowances, shelter for vulnerable persons, protection, assistance, and the allocation of land. UNHCR and IOM have also supported the capacity- building of MoRR, and other ministries, at both national and provincial levels.

Despite the sustained efforts of MoRR, UNHCR, IOM and others, the current situation requires a broader approach that draws on the expertise and engagement of other governmental and bilateral actors. The MoRR is accordingly revising its reintegration and migration management policy and strategy, together with UNHCR, IOM and other counterparts, in order to reflect the necessary transition from emergency humanitarian relief assistance to longer-term sustainable development interventions, using a multi-sectoral, community-based approach, with livelihoods as a central theme. Observations and recommendations from a two-day consultative policy review workshop, held in mid-December 2011, with key ministries, UN agencies, donors, international organizations and civil society, are feeding into this national strategy.

The strategy supports stabilizing and regularizing population movements internally and creating a minimum standard of living and livelihoods for refugee returnees. In turn, this should improve security by diminishing the risk of unemployed youths joining militant groups or criminal networks, reduce urbanization, enhance the standing of both the local and central Government with their constituents, and create the human capital necessary to rebuild Afghanistan as a nation.

In applying this approach, initially through a pilot reintegration project started in 2011, MoRR and UNHCR are focusing their efforts on 85,000 people – of whom nearly 70% are returnees, but with some IDPs within the communities. The pilot involves interventions designed, at a minimum, to raise the living standards of returnees to those of their host communities. Key components include access to essential services such as health, education and water, access to land and shelter, increased opportunities for livelihoods and improved food security. MoRR and UNHCR will ensure that highly vulnerable individuals continue to receive tailor-made assistance, in accordance with their specific needs.

Lessons learned from the 2011 pilot project will be incorporated in a holistic, community-based approach as from 2012 - 2014. Criteria for the selection of new sites will include high numbers of Afghan returnees and IDPs, access, level of interest and involvement by district authorities and community elders, and potential for larger-scale development projects (agriculture, transport, education, private-sector development, current and potential trade or economic corridors). Interventions will be conducted together with local decision-making mechanisms, such as shuras and Community Development Councils (CDCs), to foster harmony among local communities and increase their capacity.

Critical roles being played by MoRR and UNHCR are those of catalyst, convener and advocate. Over the past decade, a number of large development-oriented programmes in agriculture, education, health, employment and communications (roads, electricity, etc.), have been implemented by line ministries and through bilateral arrangements. The knowledge, expertise and resources gained from these programmes must be applied to support the sustainable reintegration of returnees. MoRR and UNHCR are currently undertaking a mapping exercise to identify opportunities for synergy, while seeking the collaboration of relevant ministries and agencies in these locations. Equally critical will be the role of MoRR and UNHCR in mainstreaming the needs of returnees into development policies, plans and programmes of the Government, bilateral and multi-lateral actors.

A number of governmental, bilateral and multilateral initiatives such as the Central Asia Regional Economic Cooperation (CAREC), the Regional Economic Cooperation Conference on Afghanistan (RECCA), the New Silk Road initiative, and several of the National Priority Programmes (listed in the table below), are expected to promote trade, facilitate transit, expand market access, create jobs and support economic growth inside Afghanistan over the next few years. Such initiatives provide major opportunities to link potential jobs with refugees still in the Islamic Republic of Iran and Pakistan, and with returnees. An assessment of skills related to job generation will be conducted and catalogued. The findings will support the development of targeted training and educational programmes directly related to current and future labour demands.

Table IV**National Priority Programme Job Generation Estimates over Three Years**

| | |
|--|--|
| National Regional Resources Corridor Initiative | 80,710 jobs and 18 million labour days |
| Extractive Industries Excellence Programme | 8,684 jobs and 1.9 million labour days |
| National Energy Supply Programme | 42,822 jobs and 9.4 million labour days |
| Integrated Trade and SME Support Facility | 2,857 direct, 1,000,000 indirect and 0.6 million labour days |
| National Urban Delivery Programme: to improve urban livelihoods | 13,570 jobs and 3 million labour days |
| E-Afghanistan Programme: to foster an open information society | 10,000 direct, 90,000 indirect and 0.5 million labour days |
| National Water and Natural Resource Development Programme | 388,000 direct and indirect jobs |
| National Comprehensive Agriculture Production and Market Development | 515,000 direct and indirect jobs |
| National Rural Access Programme (road construction) | 16.47 million labour days |

The reintegration strategy aims to enhance the coping mechanisms for refugee returnee families by diversifying their economic opportunities and increasing livelihood opportunities for semi-skilled Afghans, pending the development of domestic industries and services, which could absorb the additional labour force.

2.1.4 Needs and Gaps Analysis

The overarching objective of the Solutions Strategy is to improve conditions for returning refugees and the overall return environment for the 3 million refugees currently hosted in Pakistan and the Islamic Republic of Iran. The specific objective in Afghanistan is to achieve parity among returning refugees and their local communities in up to 48 selected locations. A time frame for interventions will be based on the needs and challenges identified in the areas selected.

Demographic refugee data from the Islamic Republic of Iran and Pakistan, and returnee data from Afghanistan, along with efforts to maintain an ethnic and geographical balance, have led to identifying 19 provinces of anticipated high return – from both the Islamic Republic of Iran and Pakistan. Priority has also been given to enhancing livelihood opportunities as part of the criteria for site selection in Afghanistan. Other issues considered include accessibility in terms of security, presence of road, transportation network, etc.; availability of natural resources for further development, such as water, suitability for farming and other livelihood activities; as well as presence of and easy access to health, education and other social services and markets. Sites could be a village, group of villages or a neighbourhood in an urban area, that may or may not be located in a Land Allocation Scheme. Discussions were held with local leaders, shuras and government officials on the possible site locations, to ensure local endorsement and ownership. The approach is community-based, giving priority to returning refugee, particularly those considered most vulnerable.

Lessons learned from the 2011 pilot project, involving eight sites will be invaluable to the first phase of the Solutions Strategy (2012 – 2014). Every effort will accordingly be made to document, share and incorporate good practice, innovation and lessons learned into Phase I programming.

2.1.5 Key Actors and Partnerships

A framework of coordination is essential between the various ministries and the UN system. A National Steering Committee will be established to review policy, and coordinate and monitor progress. It will also address issues related to the management of the Multi-Donor Trust Fund (MDTF) as both a means to allocate funds and coordinate interventions.

MoRR and UNHCR will pursue coordination, assessment and intervention planning with key Afghan Ministries, including: the Ministry of Foreign Affairs (MFA) for migration-related issues; Ministry of Rural Rehabilitation and Development (MRRD), mainly for water projects and community development; Ministry of Urban Development Affairs (MUDA) to address issues of urban returnees, especially those living in sub-standard conditions, such as informal

settlements; Ministry of Justice (MoJ) and the Information and Legal Aid Centres (ILACs) run by the Norwegian Refugee Council (NRC) for relevant legal services, and conducting training for lawyers, judges, local authorities and actors who participate in informal dispute resolution systems; Ministry of Labour and Social Affairs for the purpose of skills training, along with the Ministry of Mines and other less traditional ministries for the employment of returnees; Ministry of Women's Affairs (MoWA), and local civil society organizations concerned with gender issues.

2.1.6 Resource Requirements

Creating conditions for sustainable reintegration and reducing secondary migration is costly. As highlighted in this chapter, in the context of Afghanistan, it goes beyond the mandate of MoRR, UNHCR and IOM, and necessitates the involvement of development-oriented agencies and funding, in parallel with basic humanitarian assistance and protection being provided. It requires, inter alia, support for the rehabilitation of infrastructure (such as irrigation, transport, market places), agricultural inputs and broader livelihood components, including small/medium enterprise development, access to credit, creation of economic cooperatives or associations, business training and critical efforts to build food security.

A comprehensive and structured approach involving key line ministries, UN, other international organizations, NGOs and the private sector, that brings together humanitarian, transition and development actors throughout the different stages of a reintegration process, is needed to produce the desired goals. These include good local governance; protection of the rights of communities including those of returnees; improved social services including infrastructure; co-existence and confidence-building among local communities and with the authorities; improved and diversified economic opportunities; and improved food security.

The MoRR and its key counterparts - UNHCR and IOM - have reviewed sectoral costing needs with relevant line ministries (Ministries of Labour, Health, Education, Rural Rehabilitation and Development, Urban Development, Ministry of Interior and Ministry of Finance) together with their main UN counterparts: UNDP, UNICEF, ILO, UN-Habitat, WFP and the Mine Action Coordination Centre of Afghanistan (MACCA). Requisite sectoral interventions concern shelter, health, education, water, sanitation, border management and livelihoods in rural and urban environments¹⁶.

Needs assessments for support to returnees and host communities were compared to National Vulnerability standards for Afghanistan and to Millennium Development Goals, while bearing in mind past, current and future development efforts (in coordination with Community Development Councils, development actors, district governors' offices and UNDP).

Interventions envisaged during 2012 – 2014 include the provision of the Basic Package of Health Services for up to 1 million refugees returning under the voluntary repatriation programme,

¹⁶ Annex p.56 provides more details on overall needs and sectoral budgets for assisting sites targeted for the period 2012 - 2014

including routine immunization for women and children, as well as polio vaccinations and Vitamin A for children under five. Measures with respect to education concern primary and secondary levels, literacy classes, including educational material for adult men and women, construction/rehabilitation and furnishing of schools, and the recruitment and training of teachers. Vocational training and business development training services will include linkages to micro-credit schemes, essential employment toolkits upon graduation, a survey to catalogue skills related to employment creation under relevant National Priority Programmes (NPP) and bilateral programmes, with training and educational programmes that link skills with jobs. Other interventions concern the provision of access to clean drinking water and sanitation. During Phase I, MoRR capacity will be enhanced to enable it to effectively provide support, and oversight. Provincial MoRR offices will receive infrastructure and capacity development support, and senior staff will be trained in various management fields.

Projects to empower young people (roughly 25% of returnees) will be undertaken to equip them with effective life skills, provide training and study opportunities, and encourage their active involvement in the social, cultural, and economic life of their communities.

Since monitoring and evaluation (M&E) are an integral part of the Solutions Strategy; MoRR and UNHCR have initiated discussions with independent local research institutes as potential partners for this task. Such partners will have no role in site selection or implementation. Before an intervention is undertaken at a site, baseline data will be collected, including information about the community, access to services, livelihoods, ethnic and geographic data, and will include more qualitative information through random interviews with households. These data will be used to develop qualitative and quantitative indicators by which progress towards achieving parity among returning refugees and their host community can be measured.

The M&E partners will not only participate in a mid-term and final evaluation, but also undertake regular monitoring, analysis, making recommendations on progress against agreed indicators, identifying constraints and good practice, and documenting lessons learned.

Afghan returnee family earns small income from a Kitchen Garden Project in Chamtala Returnee settlement in Nangahar province. UNHCR / J. Tanner / 2011





◀ Afghan refugee women attending literacy classes in Yazd City, Islamic Republic of Iran. UNHCR / B. Moharrek / 2011

2.2 Islamic Republic of Iran

2.2.1 General Operational Context

Afghan refugees in the Islamic Republic of Iran constitute one of the largest and long-standing refugee situations in the world. The important role of the Islamic Republic of Iran in hosting and protecting the refugees during the last three decades has been acknowledged by the international community and UNHCR.

During the nine years since the initial call for the voluntary repatriation of the Afghan refugees in the Islamic Republic of Iran, the formation of the interim Government in Afghanistan, and the framework provided by the Tripartite agreement between the Islamic Republics of Iran and Afghanistan, and UNHCR, official statistics indicate that 887,191 Afghan refugees have repatriated from the Islamic Republic of Iran from 2002 to 2011.

The fall of the Taliban regime in Afghanistan and the establishment of a legitimate Government raised hopes for the mass voluntary return of refugees. Yet, despite the return of hundreds of thousands, ten years later, the Islamic Republic of Iran still hosts a large population of Afghan refugees. The Government's position is that voluntary repatriation of all Afghan refugees to their country remains the preferred solution.

Close to 900,000 registered Afghan refugees currently live in the Islamic Republic of Iran, for whom international assistance is very limited. Continued support for this population by the Government will be difficult, in the absence of a clearly defined strategy to implement durable solutions, notably voluntary repatriation and resettlement. Equally important will be programmes inside Afghanistan to address the considerable gap between relief aid and reconstruction that jeopardizes the successful reintegration of returnees, and limits the numbers of those willing to return.

2.2.2 Population of Concern

The majority of Afghan refugees residing in the Islamic Republic of Iran arrived during the 1980's. The 900,000 Afghan currently registered refugees consist of approximately 274,000 families, of whom 97% reside in urban areas, and 3% in settlements mostly in rural areas. Hazara and Tajiks represent over 70% of the Afghan refugee population. The rest are of other ethnic groups, including Pashtun. Based on Government statistics, 57% of Afghans live in the provinces of Tehran, Khorasan Razavi and Esfahan, 22% in the provinces of Kerman, Fars and Qom, 13% in Alborz, Semnan and Markazi and 8% in the provinces of Qazvin, South Khorasan, Baninajar settlement in Khuzestan, Gilan and Mazandaran¹⁷. Based on registration data for 2011, almost half of the registered Afghans are below the age of 18 years.

2.2.3 Policy Framework for Assisting Populations of Concern

The goal of the Iranian Government and UNHCR is to implement durable solutions for registered Afghan refugees through resettlement, voluntary repatriation and sustainable reintegration, through their empowerment, preparing them for return. Over a six-year period (2012-2017), this goal will be achieved through facilitating and enhancing voluntary repatriation and assisting sustainable reintegration in returnee areas; enhancing resettlement; empowering refugees to return through improved access to education and health care, and diversifying livelihoods training and opportunities.

Facilitating and enhancing voluntary repatriation and assisting sustainable reintegration

Voluntary repatriation is the preferred solution for refugees. To enhance repatriation, the international community and specifically UNHCR will endeavour to increase cash grants to each member of a family, without any limitation on the number of family members. Working in collaboration, the Governments of the Islamic Republic of Iran and Afghanistan, and UNHCR, will evaluate the conditions in areas of return inside Afghanistan, and support interventions to create the necessary environment to enable sustainable returns. The Iranian Government and UNHCR will profile the documented Afghan refugee population, and provide this information to the Government of Afghanistan. This in turn will allow the Government of Afghanistan to establish model areas of return with facilities such as water, electricity, access to roads, shelter, health, education and access to diversified livelihood opportunities, with a focus on food security. Sufficient subsistence allowances and other assistance will be provided enabling the refugees to establish themselves securely for a minimum period. Voluntary Repatriation Centres will be activated where needed to ensure that repatriation is voluntary, and conducted in safety and dignity.

¹⁷ See Annex p. 62 – 63: Iranian map

Enhancing Resettlement

The Iranian Government and UNHCR recall that refugee protection is an international responsibility, and that burden-sharing is essential to alleviate the impact of the protracted stay of refugees on host countries. UNHCR will continue through the Contact Group of concerned Governments¹⁸ to advocate for increased resettlement quotas, emphasizing the urgent needs of female-headed households and of vulnerable groups, including refugees with chronic medical conditions such as thalassemia, hemophilia and renal failure. The Iranian Government will facilitate the process of resettlement of some 82,000 vulnerable refugees to other countries.

Empowering Afghan refugees through improved education, access to health services and livelihoods with a view to encouraging and contributing to sustainable return to Afghanistan

Projects will be formulated to empower refugees to contribute to rebuilding Afghanistan and facilitate their reintegration, by focusing on building human capital. Project activities will address current assistance gaps in the interlinking sectors of education, health and livelihoods. Through organizations such as The Vocational Training Organization (TVTO), FAO, UNDP and others, livelihood-related training courses (vocational, professional and trading) will be provided to refugees. These courses will take into consideration labour market needs inside Afghanistan. Training will be complemented by micro-projects for individuals or groups of refugee graduates, providing them with the necessary capital to ply their new trades, and acquire essential skills that can be used upon their return to Afghanistan. In collaboration with IOM, qualified Afghan refugees in the Islamic Republic of Iran will be identified and matched with job opportunities within Afghanistan. Literacy training will be provided for adults, as well as children who cannot be enrolled into formal educational curricula.

Continued support will be required for the Ministries of Health and Education, Bureau for Aliens, Foreigners and Immigrants' Affairs (BAFIA), the Social Welfare Organization and TVTO amongst others. This support will facilitate continued access for refugees to health, education, social welfare and vocational training, with a view to sustainable voluntary return. UNHCR will continue to assist refugees to access affordable secondary and tertiary medical treatment through a medical insurance scheme, facilitated by the Iranian Government. In addition, UNHCR will continue supporting vulnerable refugees in need of life-saving medical treatment.

¹⁸The Iran Contact Group was established in July 2010 to explore expanded resettlement. It is chaired by the Government of Sweden and includes the Governments of Australia, Finland, Germany and Norway.

2.2.4 Needs and Gaps Analysis

The global economic downturn and removal of subsidies within the Islamic Republic of Iran has led to a significant rise in the cost of medicines, treatment, education and other social services. Inflation is high, with multiple increases in fuel and energy costs. There are severe shortages of educational space and facilities for refugees. Based on reports from the Ministry of Education, at least 500 educational units with 14 classrooms and related equipment are needed to support the education of 280,000 refugee students in urban areas at primary, middle and high school levels.

Based on the vulnerability assessment/registration being undertaken by the Government in the context of Amayesh 7 (7th governmental re-registration exercise), it is estimated that some 200,000 vulnerable Afghan refugees including female-headed households, the elderly, and the physically and mentally challenged are in urgent need of additional assistance in urban areas. Some of these vulnerable will also require food assistance. At present, WFP food distribution is limited to refugee settlements. Inadequate international support has placed strains on governmental resources and ability to ensure the effective prevention of contagious and non-contagious diseases, to treat patients with special medical needs (thalassemia, hemophilia, renal failure and drug-resistant tuberculosis), and to provide maternal and child care. The poor health conditions of the refugees are further exacerbated by the lack of full medical insurance that would allow access to preventive and curative care.

Government statistics show that approximately 300,000 job opportunities have been taken by refugees. This is a source of concern for both the Government and ordinary citizens, in light of the high unemployment rate within the country. The majority of Afghan refugees are employed in construction, agriculture and production activities as daily workers.

In comparison to Iranians, the birth rate among Afghan refugees is high. It is important to note that over the past five years voluntary repatriation and resettlement has provided solutions for an average of 10,000 Afghan refugees per year, whereas the birth rate of Afghans increases the refugee population in the Islamic Republic of Iran by some 42,000 persons per year.

All existing 18 settlements need repair of infrastructure including health, education, water and sanitation. Recent UNHCR monitoring missions in the settlements reveal that the school enrolment rate at the post pre-secondary school level is lower than that of refugees residing outside settlements.

Solutions for some 82,000 extremely vulnerable Afghan refugees can neither be found in the Islamic Republic of Iran nor in Afghanistan. They include women and children at-risk of violence and/or survivors of violence, unaccompanied and separated children and refugees with mental, physical and genetic diseases such as hemophilia, thalassemia and renal failure.

Since Afghan refugees in the Islamic Republic of Iran perceive the socio-economic conditions inside Afghanistan as being very poor, many who would otherwise be willing to return home, are reluctant to do so. In order to provide the necessary conditions for return, refugees' expectations for living conditions in Afghanistan need to be addressed.

2.2.5 Key Actors and Partnerships

The Iranian Government is the primary contributor towards refugee programmes in the country. It estimates that billions of dollars are spent each year on refugee support through its ministries. Additional assistance is provided to refugees through semi-governmental organizations and social charities.

Of particular importance, the Bureau for Aliens, Foreigners and Immigrants' Affairs (BAFIA) has overall responsibility for coordinating refugee affairs in the following domains: protection, health, education, international fund raising, implementation of Amayesh projects (yearly re-registration of refugees), issuing travel permits, registering marriages and issuing marriage certificates, coordination with other line ministries on refugee affairs as well as international officials' visits and coordination between all governmental departments responsible for refugee affairs. BAFIA's annual budget of some USD 20 million also serves to cover its personnel and administrative costs such as water, electricity, gas, telephone, maintenance and repairing of offices, and management of the refugee settlements.

For decades, and without discrimination, the Ministry of Health (MoH) has provided medical services to the refugee population. It continues to provide the unhindered access of all registered refugees – Afghans and Iraqis - to all health care facilities. Services are provided at health houses in refugee settlements, and at least 124 health posts in refugee-populated areas throughout the Islamic Republic of Iran. The MoH also provides – for a minimum fee - primary health care for the treatment of communicable and non-communicable disease, basic medicines, immunization, maternal and child care, family planning, child growth monitoring, environmental health, dental check-ups and psychological care in both urban and rural areas. Afghan community health workers (Behbakhsh) and midwives receive training by the MoH. Close to 1,000 refugees with special diseases continue to be treated by the MoH at a cost of USD 15-20,000 per refugee in the current year. The MoH also covers the medical treatment of 130 cases of multi-drug resistant tuberculosis.

The Ministry of Education provides subsidizes education to some 280,000 students, as seen by the table below.

Number of Students Enrolled 2010 – 2011

| Level | Number of Students |
|------------------------------------|--------------------|
| Pre-primary | 2,811 |
| Primary School (grades 1-5) | 164,714 |
| Pre-secondary School (grades 6- 8) | 69,097 |
| High School (grades 9-11) | 42,066 |
| Pre-university (grade 12) | 4,093 |
| Total | 282,781 |

Table X

In addition 7000 refugee students are currently studying at universities and higher educational institutes.

The Iranian Government, UN agencies and international and national non-governmental organizations have bilateral and tripartite cooperation agreements providing direct or indirect assistance to refugees in a number of specific areas, as follows:

- UNHCR has overall responsibility for international protection and assistance in areas such as health, education, individual assistance, providing health insurance, support for voluntary repatriation, resettlement, international fund raising, national and international advocacy with donors;
- The World Food Programme supports vulnerable refugees in settlements through the provision of food rations, while the Food and Agriculture Organization through its national programme, provides capacity-building programmes in the area of agricultural management;
- The International Organization for Migration (IOM) through its job-matching scheme identifies qualified highly skilled Afghans within the Islamic Republic of Iran, and provides jobs for them within Afghanistan, in addition to collaborating with UNHCR to resettle refugees;
- In preparation for the return of registered Afghan refugees, the Technical and Vocational Training Organization (TVTO), United Nations Development Programme (UNDP) and the United Nations Industrial Development Organization (UNIDO) provide capacity-building trainings to enhance job prospects and sustained livelihoods within Afghanistan;
- The United Nations Office on Drugs and Crimes (UNODC) assists with drug abuse prevention, treatment and rehabilitation for Afghan refugees. The Danish Refugee Council (DRC) is also in the preparatory stages of assisting with livelihood-related

programmes in favour of Afghan refugees; and

- The International Consortium for Refugees in Iran is assisting with mass information campaigns for refugees.

Complementing the efforts of the Ministry of Education and the Literacy Movement Organization (LMO) in the sector of education are the United Nations Children's Fund (UNICEF), Relief International, Nippon International Cooperation for Community Development (NICCO), Global Partners and Operation Mercy. Key actors providing health services to refugees alongside the Ministry of Health and Medical Education include Médecins Sans Frontières (MSF), Iraqi Refugee Aid Council (IRAC) and the Society to Protect Children Suffering from Cancer (MAHAK).

The State Welfare Organization (SWO/Behsisti) and the Organization for Defending Victims of Violence (ODVV), Caritas and the Norwegian Refugee Council¹⁹ (NRC) provide social services such as safe havens for victims of domestic violence, the empowerment of mentally and physically challenged refugees, and assistance for the elderly, for female-headed households, and for abandoned children, as well as the provision of shelter and water for refugees.

2.2.6 Resource Requirements

Upon endorsement of the Solutions Strategy, a Multi-Donor Trust Fund (MDTF) will be established from which participating agencies, organizations and ministries will receive funding (modalities to be defined through the MDTF document). For the Islamic Republic of Iran, resource requirements under the Strategy have been grouped under three key priorities:

- Social and environmental protection of refugees (protection, voluntary repatriation and resettlement);
- Livelihoods and food security; and
- Essential social services (health, education, water and sanitation) and support to national authorities, associations, organizations and communities.

The resource requirements outlined in Annex (p.55) refer to work for the benefit of refugees. For the first phase of the Strategy, an amount of USD 432,161,109 will be required to achieve planned outputs in 2012 -2014. For the second phase (2015-2017), a lump sum of USD 390,750,000 is envisaged. The latter estimate is subject to revision, depending on actual achievements in phase one, as well as the operational environment prevailing at the time within Afghanistan and the Islamic Republic of Iran.

¹⁹ NRC activities are under negotiation with the Government of the Islamic Republic of Iran.



◀ Afghan refugee children collecting water for the family in a refugee camp in Pakistan. UNHCR / S.Rich / 2012

2.3 Islamic Republic of Pakistan

2.3.1 General Operational Context

Pakistan has been host to one of the largest refugee populations for more than three decades. During the initial phase, Afghan refugees moving to Pakistan to escape the conflict in Afghanistan were accommodated by the Government of Pakistan in different parts of the country. However, the lengthy stay of the Afghan refugees with associated political, security, socio-economic, financial and environmental consequences, has not only placed a heavy burden on Pakistan but also contributed to a change in local perception of the issue of Afghan refugees. At the multi-lateral level, with a major chunk of the Afghan population residing in Pakistan and the Islamic Republic of Iran, the amicable solution of the Afghan refugees' issue is considered inextricably linked to peace and stability of the region particularly within Afghanistan. For its part, the Government of Pakistan considers that all Afghan refugees should voluntarily return to their homeland.

Driven by recent developments, the Government has set out its vision for a solutions strategy for Afghan refugees in Pakistan, adopting in March 2010, its Management and Repatriation Strategy for Afghan Refugees in Pakistan 2010 – 2012 (AMRS). The voluntary repatriation of Afghan refugees in line with the strategy remains the preferred objective of the Government of Pakistan. In addition, the strategy also provides for the temporary management of Afghans in Pakistan, including alternative temporary stay options for the residual caseload of Proof of Registration (PoR) cardholders, while dealing with undocumented Afghans in accordance with its laws.

2.3.2 General Information on Afghan Refugees in Pakistan

The majority of Afghans came in 1979 and 1989, with other significant influxes in 1985, 1995 and 1996. As of May 2011, there were 2 million registered refugees including some 300,000 persons whose registration needed to be validated. There are, in addition, approximately 1

million unregistered Afghans in Pakistan, who fall under the Foreigners Act of 1946. The registered population comprises approximately 283,337 families, 52.6% of them males, and 47.4% females. 85.1% of the Afghans in Pakistan are Pashtun, while the rest consists of Tajiks, Uzbeks and other ethnic groups. A majority (78%) of Afghans in Pakistan are originally from Nangarhar, Kabul, Kunduz, Logar, Paktya, Kandahar and Baghalan. Khyber Pakhtunkhwa (KPK) hosts the largest number (62.1%) of Afghans in Pakistan, followed by 20.3% in Balochistan, and 11.0 in Punjab. Sindh hosts some 4.2%, Islamabad 2.0% and Azad Jammu Kashmir (AJK) some 0.4% of the remaining. The statistics indicate that 40.6% of Afghans live in refugee villages/camps and 59.4% live in both rural and urban areas.

A majority of Afghans in Pakistan are young, with children up to 9 years-old constituting the largest group – an indication of high population growth rate among the Afghan refugees. Latest surveys indicate that an average Afghan household consists of seven individuals, as against 5.4 previously. In terms of population growth, nearly 83,000 are added to the Afghan population each year. By contrast, the number of repatriations for the current year is considerably lower when compared to that of last year. An analysis of current repatriation figures suggests that the increase in Afghan population is higher than the number of individuals repatriated.

2.3.3 Policy Framework on the treatment of Afghan refugees during their temporary stay in Pakistan

Pakistan is managing the Afghan refugee population through its Management and Repatriation Strategy, and in accordance with the provisions of the Tripartite Agreement with the Government of Afghanistan and UNHCR. The temporary stay of registered Afghan refugees is regularized by means of Proof of Registration (PoR) cards that are valid until 31 December 2012. The repatriation of Afghan refugees from Pakistan, managing the borders, regulating the flow of people to and from Afghanistan, and documenting their temporary stay with PoR cards are crucial elements of the strategy. Its implementation will help both to close the refugee chapter in Pakistan, and to limit concerns as to elements that threaten peace and stability.

The Population Profiling Verification Response (PPVR) project is designed to provide useful information and to help identify specific needs of individuals including those of the most vulnerable families and communities. The systematized data collection process in place by the end of the year 2011, has provided a basis for several evidence-based decision-making processes within the overall strategy, and appropriate responses.

The major reasons for not returning to Afghanistan, indicated by Afghans during the last

registration exercise, include lack of security, shelter and livelihood opportunities. At present, the absence of pull-factors and conducive conditions in Afghanistan constitute serious obstacles for sustainable return and reintegration. It is proposed that during the interim period, voluntary repatriation will also be considered to secure areas inside Afghanistan, other than the place of origin, should these present security concerns. Returns to such secure areas within Afghanistan should help meet reintegration needs, facilitating service delivery by donors, and addressing any future irregular movements within the country.

The Government of Pakistan's strategy emphasizes the need for the resettlement of Afghan refugees in other countries. International organizations should explore opportunities for some of the vulnerable groups, particularly widows, to resettle in other countries able to offer them protection in view of the constraints of the hosting country. As a demonstration of shared responsibility and in the spirit of solidarity, developed countries are thus urged to accept increased number of Afghan refugees for resettlement.

The Government of Pakistan and UNHCR are committed to jointly plan and solicit resources to achieve the objectives of the Management and Repatriation Strategy of Afghan Refugees in Pakistan. This will require strengthening existing partnerships and developing new ones, ensuring synergies with various activities and initiatives at the national, bilateral and international levels.

The provisions of the Government's strategy clearly need to be complemented by innovative assistance and empowerment projects, designed to facilitate voluntary repatriation, and enhance capacity to deal with issues that concern Afghan refugees, pending their voluntary repatriation and reintegration in Afghanistan. To this end, the Government of Pakistan and UNHCR, in collaboration with the Governments of Afghanistan and Iran, and the international community will convene a stakeholder conference in 2012 to mobilize support and resources for the implementation of the Solution Strategy.

Host Communities and Affected Areas

The areas identified for the Refugees- Affected and Hosting Areas (RAHA) Initiative, designed to respond to development needs, include those affected by the past presence of Afghan refugees, as well as those which continue to host refugees. The Initiative will be undertaken in a pragmatic, results-oriented manner. At the strategic overview level, priority components and preconditions will be addressed in time. Interventions will include the monitoring of inputs and activities, ensuring the best use of resources in order to maximize outputs. Key challenges in implementing the strategy include a consistent level of political support at the multi-lateral and global level, the availability of human and financial resource, and management of expectations.

The Government of Pakistan and UNHCR have together assembled a wealth of baseline data and information recently gathered by various institutions, notably UN agencies and

international financial institutions, in close collaboration with the Government of Pakistan. The shared database has also helped to identify hosting and affected areas, based on input on registration and voluntary return. The Government of Pakistan's population census and registration data have also served to define the populations of the hosting communities.

Khyber Pakhtunkhwa (KP), the Federally Administered Tribal Areas (FATA) and Balochistan are historically the major refugee hosting and affected areas. They are also among the poorest and most economically deprived areas in Pakistan. More than 60 % of Afghan refugees live in KP and FATA. There are also significant numbers of Afghans in KP, Balochistan and FATA who are not holders of PoR cards. The Government of Pakistan and IOM have therefore embarked on collecting data on this group of Afghans, and designing programmes for their return and sustainable integration in Afghanistan.

The RAHA areas are predominantly rural. They are characterized by poor infrastructure, acute shortages of basic services, and lack of economic opportunities. Large sections of the population, including refugees, lack access to basic services. FATA consistently ranks lowest in Pakistan in terms of human development indicators, with KP only slightly better. The areas also suffer from some of the highest levels of youth unemployment in the country.

The RAHA Initiative is an integral part of efforts to create leverage for the development of refugee-hosting communities and areas affected by the lengthy presence of Afghan refugees in Pakistan. RAHA is thus incorporated within the Joint Programme for Delivering as One-UN, notably in the fields of agriculture, rural development and poverty reduction; education; health; water sanitation; environment and disaster risk management. The strategy aims at mainstreaming Afghan refugees in RAHA areas into the UN country joint and annual programmes, while preparing them for repatriation to Afghanistan.

2.3.4 Needs and Gaps Analysis

The repatriation of Afghan refugees during the past three years has been slower than in any year of the past decade. As an immediate step to improve the process of repatriation from Pakistan, it is essential to further increase the repatriation grant. The increase of this grant from USD 100 to USD 150 in 2011, has not yielded positive results: the increased amount has proved insufficient to cover transportation and other necessary expenses incurred by the return of an Afghan refugee to the home country. In addition to the repatriation grant, a subsistence allowance for three months is required to help make the return sustainable.

Pakistan's Afghan Management and Repatriation Strategy is both comprehensive and solutions-oriented. In the past, Afghan Refugees Organizations sponsored by the Government operated with minimal support, focusing mainly on policy issues or camp management. The new approach has put substantial demands on existing structures, and despite some recent measures to strengthen these organizations, the challenges of implementing the strategy exceed capacity. It is therefore vital that the organizations responsible for implementing the strategy, including the Chief Commissionerate for Afghan Refugees and the Provincial Commissioners are provided the necessary resources, and that their officials benefit from capacity-building to support the process of implementation.

The Refugee Affected and Hosting Areas initiative (RAHA) aims at community development to promote social cohesion in these areas. It envisions a synchronized approach to solutions through linking governmental initiatives with those of , UNHCR, UNDP and other UN agencies already working with and authorized by the Government of Pakistan.

The following sectors are considered important in addressing the needs of the people in the RAHA areas:

Education

Educational facilities in the RAHA areas will be improved and expanded. This will encourage teacher and children attendance at schools in remote locations, and help girls to stay at school.

In KPK, FATA and Balochistan, the areas selected are those where access to public education is insufficient. Major interventions designed to remedy this will include the rehabilitation of damaged schools, the addition of classrooms, the expansion of basic education, measures to attract and retain teachers in rural schools, and incentives to improve both enrolment and continued attendance of girls and boys in schools. A school attendance-based food supplement programme is proposed in the context of protection, and stipends are proposed for girls in high school.

Improvements to the quality of primary and high school education will require a variety

of measures that include building on existing curriculum reform to introduce practical skills into general education; the introduction of peace messages; the use of standardized textbooks accessible to all students; teacher training programmes and improved parental and community oversight of individual schools. Schemes to motivate teachers to return to work in difficult and remote areas will also be required.

Health

During their temporary stay, refugees along with the local population in the RAHA identified areas will have improved access to basic services, including water and sanitation as well as health care. Health facilities will be rehabilitated and restored.

Health facilities in KP, Balochistan and FATA suffer from a lack of equipment, medicines and other essential supplies. The provincial Department of Health supplies medicines on a quota basis, with no consideration of actual needs, seasonal variations or outbreaks of diseases. Health facilities are in poor condition; almost half lack basic amenities including proper external walls, labour rooms and most have an inadequate supply of electricity. Health services are also hampered by a lack of qualified personnel, vacant posts and high levels of absenteeism. More than a third of rural health centres in FATA are reportedly without Medical Officers. The provision of basic supplies and better working environment will improve the situation.

Water and Sanitation

Access to improved sources of drinking water is critical in the rural areas of KP, Balochistan and in all agencies of the FATA. Only about one quarter of rural households have access to potable water.

Poor water supply and sanitation create and exacerbate sickness among vulnerable populations, especially children, which has a direct impact on school attendance and on local livelihoods. Improving the situation will require repair/construction of health facilities while ensuring a sufficient number of qualified personnel to run them.

Environment

Over the years, refugee-affected and hosting areas in KPK, FATA and Balochistan have witnessed the degradation of the environment including deforestation, and the lowering of the ground water table. Together with its partners, UNHCR hopes that interventions will be designed for environmental rehabilitation in the affected areas through forestation, soil and water conservation.

To address these issues, community-based programmes will be organized to promote social cohesion between the host communities and the Afghan refugee population, during their temporary stay.

2.3.5 Key Actors and Partnerships

The Government of Pakistan and UNHCR have been involved in a number of parallel initiatives launched by donors, such as the Dubai Initiative on biometrics and border management, the IOM-Government of Pakistan initiative on return of unregistered Afghans etc. All these activities require close coordination and liaison at both bilateral and multilateral levels.

2.3.6 Resource Requirements

Afghan refugees in Pakistan constitute one of the largest and most protracted refugee situations in the world. Their return to Afghanistan will create a sense of hope and normalcy, which is vital to peace and stability in the region - a source of concern for the whole world. As such, the level of commitment by the international community to this protracted refugee issue may well determine the durability and effectiveness of the Solutions Strategy.

▼ UNHCR Goodwill Ambassador Angelina Jolie with Afghan children in Pakistan.
UNHCR / Jason Tanner / September 2010





◀ Afghan returnees from Pakistan rebuilding their homes in Kabul. UNHCR / L. Slezic / 2004

3. Platform for Coordination and Resource Mobilization

The Solutions Strategy offers an integrated framework for multi-lateral cooperation, coordination and support for the situation of Afghan refugees. The initiative is all the more critical to ensuring a sustained focus on the humanitarian situation during the coming, unpredictable period of transition in Afghanistan, that may also have an impact on the sub-region. In the course of 2011, the three Governments and UNHCR engaged in a quadripartite consultative process to develop the Strategy. They met four times - each time hosted by one of the parties concerned. This unprecedented quadripartite process has provided a useful forum to discuss, negotiate and agree on the way forward in assisting Afghan refugees in the sub-region.

Utilizing the consultative process as a foundation, the Islamic Republics of Afghanistan, Iran and Pakistan have agreed to form a Quadripartite Steering Committee that will guide the implementation of the Strategy. This Committee will also coordinate follow-up, mobilize resources, and manage the new multi-donor trust fund (MDTF). Resource mobilization for the Strategy will include humanitarian, development and bilateral sources.

The Steering Committee will meet periodically to review and discuss implementation of the Strategy at the sub-regional level, and seek the participation, as needed, of a range of relevant stakeholders, including donors, as well as development and bilateral actors. Drawing on multi-disciplinary expertise, knowledge, networks and resources, the Steering Committee will seek to transfer support, as and when appropriate, from humanitarian to more development-oriented interventions, focusing on community-based and community-driven approaches.

3. Platform for Coordination and Ressource Mobilization

Sub-committees may be established as necessary under the Steering Committee to address specific aspects of implementation, notably resettlement, return and reintegration, temporary stay and management of the MDTF. The membership of a sub-committee could include representatives of governments with specific commitments, development banks, and other agencies with required expertise.

At the country level - in Afghanistan, the Islamic Republic of Iran and Pakistan - National Steering Committees (NSCs) will be established, led by the respective Governments. The NSCs will provide country-level leadership to set out the strategic direction of the relevant portion of the Strategy. The NSCs will also establish and document procedures and criteria for financial allocations from the MDTF at the country level. Monitoring allocations, delivery and tracking progress against set priorities in their respective country will be an important task of the NSCs, along with approving documentation for submission to the Quadripartite Steering Committee and its relevant sub-committees for review.

The membership of the NSCs will depend on the specificities of each country, while adhering to the principles of national ownership, inclusiveness and balanced representation, and allowing a manageable size to facilitate decision-making.

The Quadripartite Steering Committee will be the cornerstone of the process, enabling all parties to ensure that the implementation of the Solutions Strategy remains focused on facilitating dignified and sustainable solutions to this protracted refugee situation.



Afghan refugee
accompanying his
children back
from school.
UNHCR /
S. Rich / 2012

4. Annexes

Financial Tables

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| UNHCR Expenditures 2002-2011 | |

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**Indicative Regional Summary
Resource Requirements 2012 - 2014 (US Dollars)**

| | Afghanistan | Iran | Pakistan | Total |
|--|--------------------|--------------------|--------------------|----------------------|
| Outcome 1 Voluntary Repatriation enhanced. | 188,599,231 | 14,658,036 | 40,000,000 | 243,257,267 |
| Outcome 2a Access to shelter for refugee returnees enhanced. | 244,989,964 | 0 | 0 | 244,989,964 |
| Outcome 2b Access to shelter and essential services for refugees and returnees, resources and impacted communities (education, health, water, sanitation and food) improved. | 260,504,574 | 257,144,628 | 320,000,000 | 837,649,202 |
| Outcome 3 Livelihood opportunities diversified and enhanced food security strengthened. | 126,258,638 | 56,152,220 | 150,000,000 | 332,410,858 |
| Outcome 4 Social and environmental protection of refugees, returnees and impacted communities improved. | 9,031,206 | 104,206,225 | 100,000,000 | 213,237,431 |
| Outcome 5 Capacities to address refugee, returnee and impacted communities' needs strengthened for national authorities, associations, organizations and communities. | 33,387,681 | 0 | 0 | 33,387,681 |
| Total | 862,771,294 | 432,161,109 | 610,000,000 | 1,904,932,403 |

Afghanistan Summary
Resource Requirements 2012 - 2014 (US Dollars)

| | 2012 | 2013 | 2014 | Total 2012 to 2014 |
|--|--------------------|--------------------|--------------------|--------------------|
| Outcome 1 Voluntary Repatriation enhanced. | 59,798,832 | 62,770,685 | 66,029,714 | 188,599,231 |
| Outcome 2a Access to shelter for refugee returnees enhanced. | 74,921,053 | 82,953,893 | 87,115,018 | 244,989,964 |
| Outcome 2b Access to shelter and essential services for refugees and returnees, resources and impacted communities (education, health, water, sanitation and food) improved. | 86,834,858 | 86,834,858 | 86,834,858 | 260,504,574 |
| Outcome 3 Livelihood opportunities diversified and enhanced food security strengthened. | 37,187,904 | 42,996,703 | 46,074,031 | 126,258,638 |
| Outcome 4 Social and environmental protection of refugees, returnees and impacted communities improved. | 2,894,981 | 3,006,679 | 3,129,546 | 9,031,206 |
| Outcome 5 Capacities to address refugee, returnee and impacted communities' needs strengthened for national authorities, associations, organizations and communities. | 11,229,227 | 11,129,227 | 11,029,227 | 33,387,681 |
| Total | 272,866,855 | 289,692,045 | 300,212,394 | 862,771,294 |

| Participating Agencies | UN Agencies | Governmental Organisations | NGOs |
|------------------------|---|--|--|
| | UNDP UNHCR WFP IOM ILO UN-MACCA UNODC UN-Habitat UNESCO UNICEF | MORR (Ministry of Refugees and Repatriation) MRRD (Ministry of Rural Rehabilitation and Development) MOE (Ministry of Education) MoSLAMD (Ministry of Labor and Social Affairs, Martyrs and Disable) MoPH (Ministry of Public Health) MOUPD (Ministry of Urban Planning and Development) MOF (Ministry of Finance) | AREA ACTED ADA CARE DACAAR IMC IRC CWS NRC TEAR FUND SCA SDO CARITAS Future Generation Afghanistan Relief International HPRO Zardozi AWSE |

Islamic Republic of Iran Summary
Resource Requirements 2012 - 2014 (US Dollars)

| | 2012 | 2013 | 2014 | Total 2012 to 2014 |
|--|--------------------|--------------------|--------------------|--------------------|
| Outcome 1 Voluntary Repatriation enhanced. | 4,824,994 | 4,916,521 | 4,916,521 | 14,658,036 |
| Outcome 2a Access to shelter for refugee returnees enhanced. | 0 | 0 | 0 | 0 |
| Outcome 2b Access to shelter and essential services for refugees and returnees, resources and impacted communities (education, health, water, sanitation and food) improved. | 75,973,845 | 89,058,621 | 92,112,162 | 257,144,628 |
| Outcome 3 Livelihood opportunities diversified and enhanced food security strengthened. | 15,428,240 | 18,718,240 | 22,005,740 | 56,152,220 |
| Outcome 4 Social and environmental protection of refugees, returnees and impacted communities improved. | 26,490,445 | 33,112,432 | 44,603,348 | 104,206,225 |
| Outcome 5 Capacities to address refugee, returnee and impacted communities' needs strengthened for national authorities, associations, organizations and communities. | 0 | 0 | 0 | 0 |
| Total | 122,717,524 | 145,805,814 | 163,637,771 | 432,161,109 |

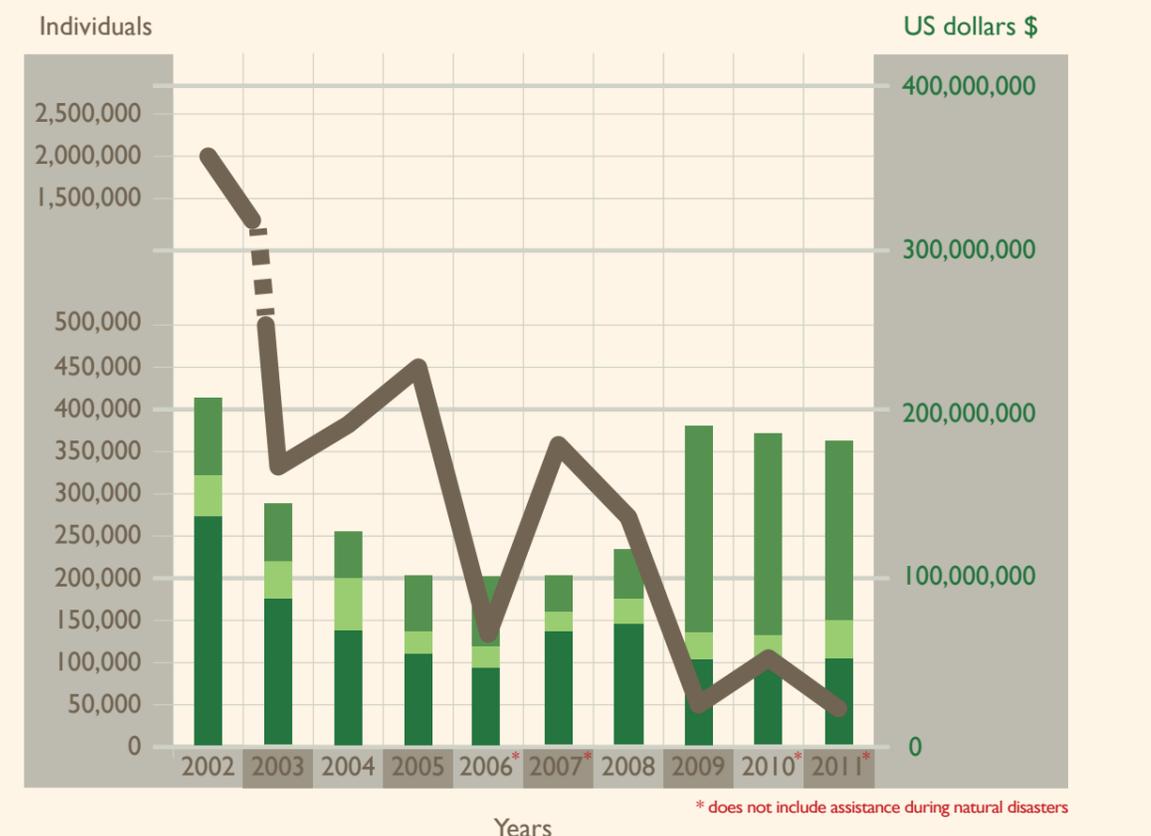
| Participating Agencies | UN Agencies | Governmental Organisations | NGOs |
|------------------------|---|---|--|
| | UNDP UNHCR WFP WHO UNICEF UNIDO UNODC FAO IOM | BAFIA(Bureau for Aliens & Foreign Immigrants' Affairs) /MOI (Ministry of Interior) MoH (Ministry of Health, Treatment & Medical Education) MoE (Ministry of Education) LMO (Literacy Movement Organization) SWO (Social Welfare Organization) TVTO (Technical & Vocational Training Organization) | MSF (Médecins Sans Frontières) DRC (Danish Refugee Council) NRC (Norwegian Refugee Council) Caritas OM (Operation Mercy) NICCO (Nippon International Cooperation for Community Development) RI (Relief International) GP (Global Partners) IRAC (Iraqi Refugee Aid Council) ICRI (International Consortium for Refugees in Iran) Rebirth FPO (Family Planning Organization) MAHAK (Society to protect children suffering from cancer) ODVV (Organization for Defending Victims of Violence) |

**Pakistan Summary
Resource Requirements 2012 - 2014 (US Dollars)**

| | 2012 | 2013 | 2014 | Total 2012 to 2014 |
|--|--------------------|--------------------|--------------------|--------------------|
| Outcome 1 Voluntary Repatriation enhanced. | 13,333,333 | 13,333,333 | 13,333,333 | 40,000,000 |
| Outcome 2a Access to shelter for refugee returnees enhanced. | 0 | 0 | 0 | 0 |
| Outcome 2b Access to shelter and essential services for refugees and returnees, resources and impacted communities (education, health, water, sanitation and food) improved. | 93,333,333 | 93,333,333 | 93,333,333 | 280,000,000 |
| Outcome 3 Livelihood opportunities diversified and enhanced food security strengthened. | 50,000,000 | 50,000,000 | 50,000,000 | 150,000,000 |
| Outcome 4 Protection of refugees, returnees and impacted communities improved. | 33,333,333 | 33,333,333 | 33,333,333 | 100,000,000 |
| Outcome 5 Capacities to address refugee, returnee and impacted communities' needs strengthened for national authorities, associations, organizations and communities. | 13,333,333 | 13,333,333 | 13,333,333 | 40,000,000 |
| Total | 203,333,333 | 203,333,333 | 203,333,333 | 610,000,000 |

| Participating Agencies | UN Agencies | Governmental Organisations | NGOs |
|------------------------|---|--|--|
| | UNDP UNHCR WFP WHO UNICEF UNIDO UNODC FAO IOM UN-Habitat | SAFRON ECD (Economic Affairs Division) MoE (Ministry of Education) MOPH (Ministry of Public Health) SWO (Social Welfare Organization) SWD (Social Welfare Department) | IRC (International Rescue Committee) NRC (Norwegian Refugee Council) RI (Relief International) PEHE (Participatory Efforts for Health Environment) CDF (Courage Development Foundation) CCHD (Citizen's Commission for Human Development) IDO (Innovative Development Organization) BFD (Balochistan Foundation for Development) CCD (Council for Community Development) PCDP (Pakistan Community Development Programme) SRSP (Sarhad Rural Support Programme) CERD (Centre of Excellence for Rural Development) and other NGOs |

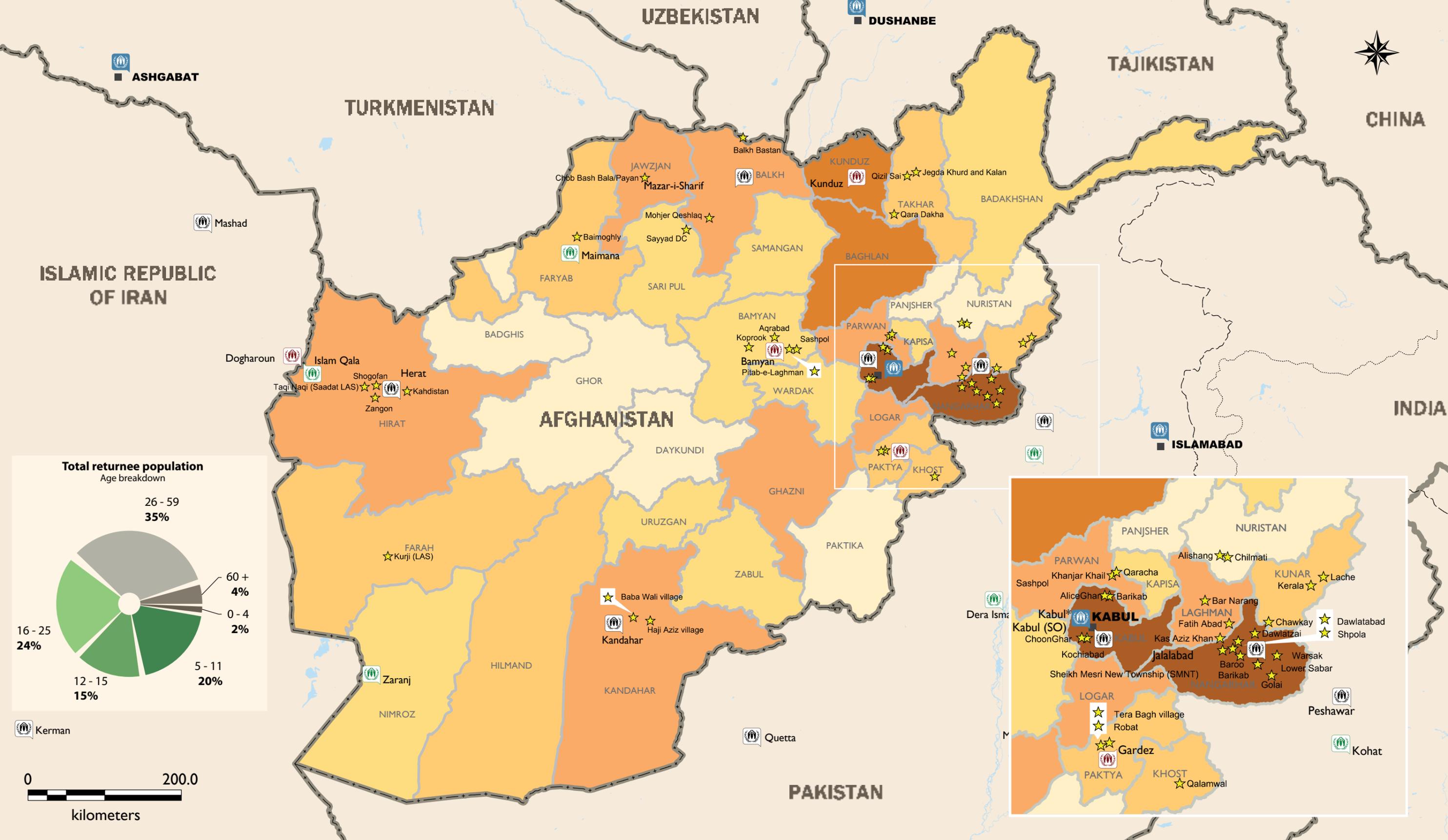
**Assisted Voluntary Returns South-West Asia
UNHCR Expenditures 2002-2011**



Assisted returns — **UNHCR Expenditures**

- Pakistan
- Islamic Rep. of Iran
- Afghanistan

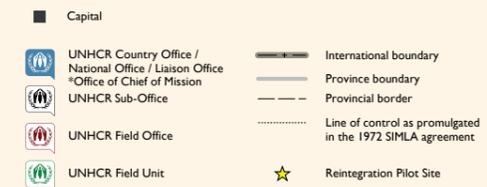
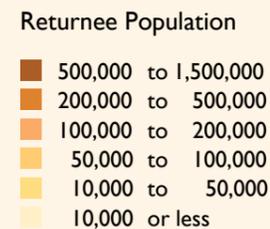
Total UNHCR Expenditures (2002-2011) : US\$ 1,477,297,148

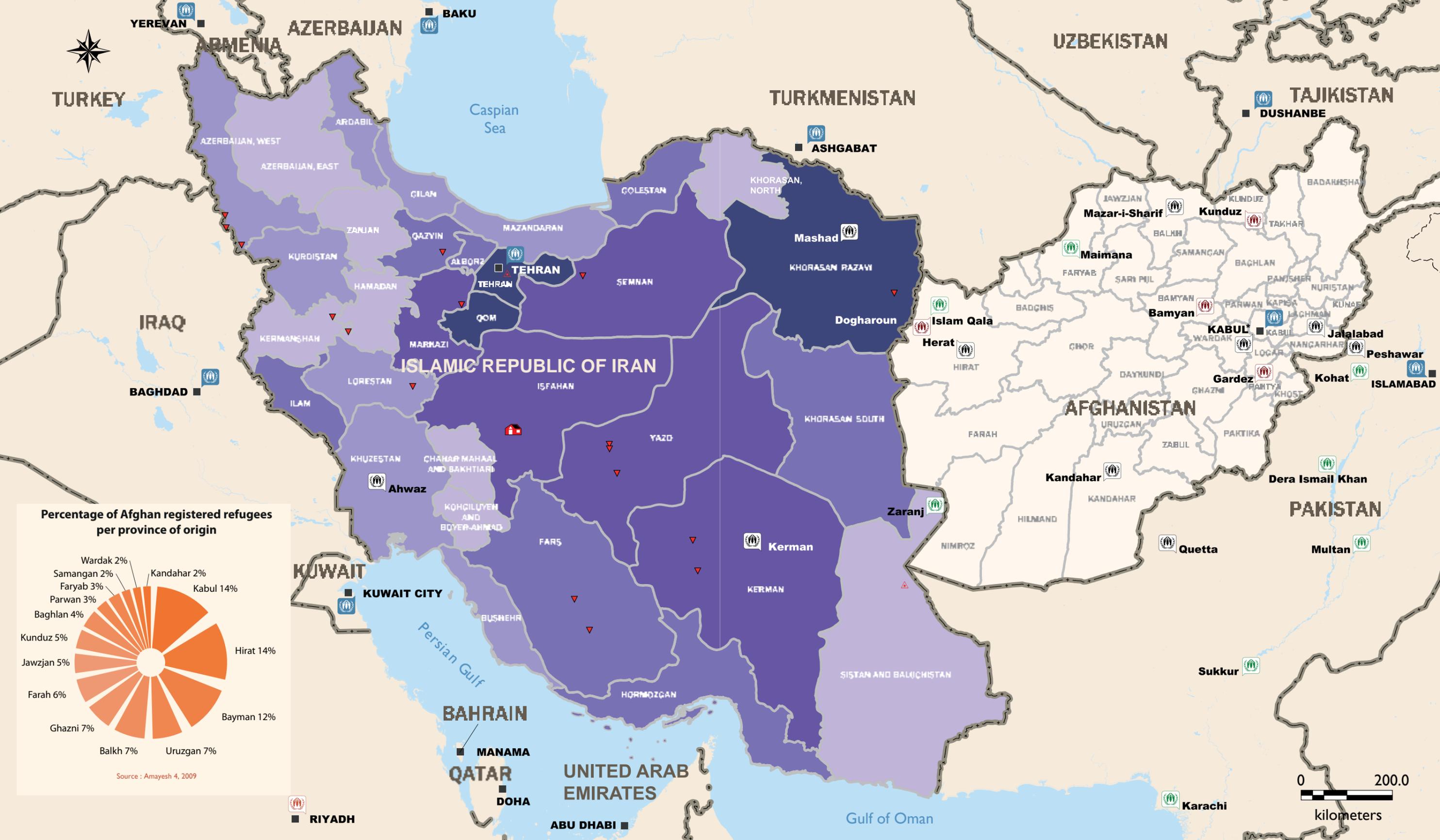


Afghanistan: Reintegration Pilot Sites and High Return Areas 2002 - 2012

Sources:
UNHCR, Global Insight digital mapping
© 1998 Europa Technologies Ltd.
Population data: UNHCR-Kabul

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.



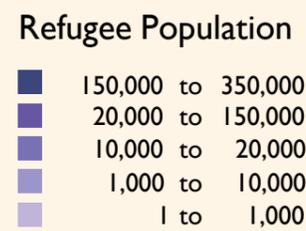


Islamic Republic of Iran: Afghan Refugees and provinces of origin

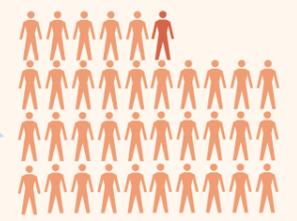
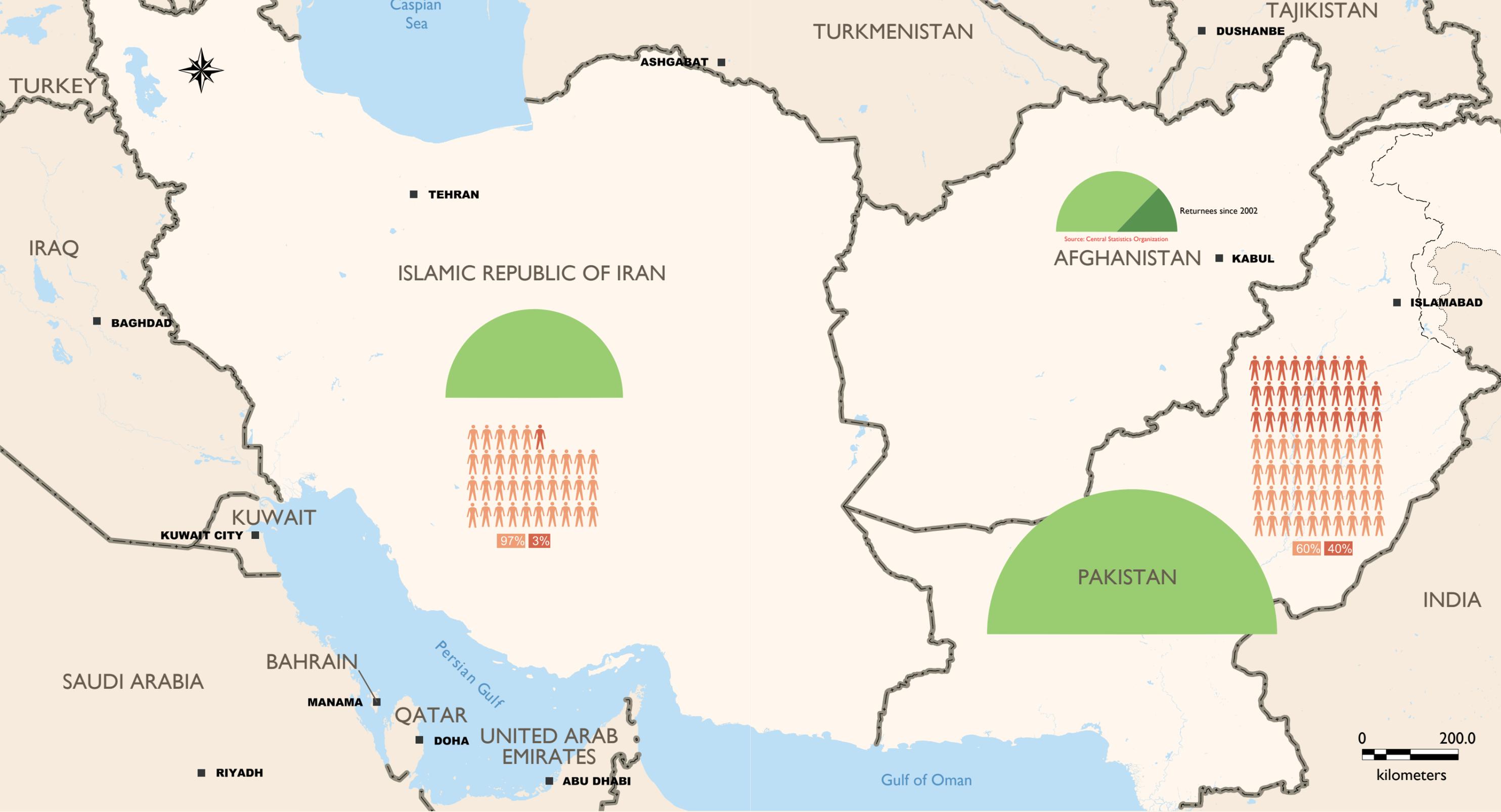
January 2012

Sources:
 UNHCR, Global Insight digital mapping
 © 1998 Europa Technologies Ltd.
 UNJLC - UNSDI-T

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- Capital
- UNHCR Regional Office
- UNHCR Country Office / National Office / Liaison Office *Office of Chief of Mission
- UNHCR Sub-Office
- UNHCR Field Office
- UNHCR Field Unit
- ▲ Urban refugee location
- International boundary
- Province boundary
- 🏠 Refugee centre
- ▼ Refugee location

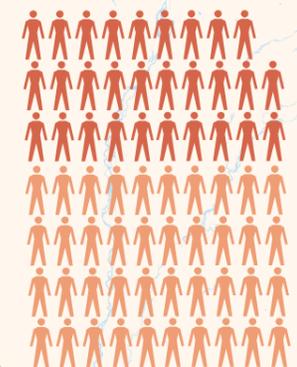


97% 3%



Returnees since 2002

Source: Central Statistics Organization



60% 40%

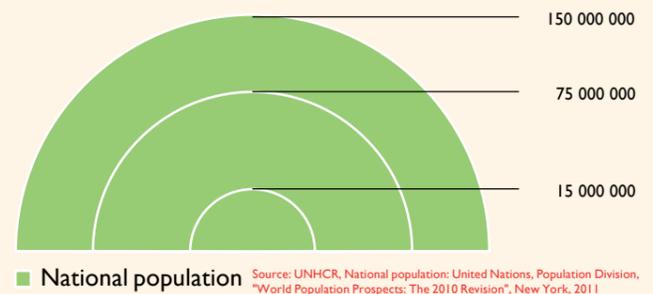


South-West Asia: Afghan Refugees, Returnees and National Population

January 2012

Sources:
 UNHCR, Global Insight digital mapping
 © 1998 Europa Technologies Ltd.
 UNJLC - UNSDI-T

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.



■ Capital
 — International boundary
 - - Administrative boundary
 Line of control as promulgated in the 1972 SIMLA agreement

Afghan Refugee Population

■ 25,000 individuals
 ■ Urban
 ■ Rural and Others

Source: Solutions Strategy for Afghan Refugees, to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries

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