



PROGRAMME OUTLINE



THE VOLUNTARY RETURN & REINTEGRATION PROGRAMME

Programme Outcome

Improved standard of living and livelihoods in 48 priority sites for returnees and their communities, ensuring sustainable socio-economic reintegration, peaceful coexistence and development.



July 2012-Kabul

1. Background and justification

Decades of conflicts forced vast numbers of Afghans to flee their homes. At the start of 2002, over a million Afghans had become internally displaced; millions had sought asylum abroad as refugees, mainly in Pakistan and Iran. Since 2002, it is estimated that 5.7 million Afghan refugees have returned, of which approximately 25% are youth between 16 and 25 years of age. Assessments have shown that for many reintegration remains a challenge, especially its economic dimension. An estimated 15% of the returnee population has become secondary migrants, usually in search of livelihood, to address food security and some due to security concerns. Of those who have become secondarily displaced, most move from rural to urban areas.

Approximately 3 million registered refugees are still in exile in the two neighboring countries (Pakistan and Iran). Furthermore, some 400,000 Afghans are currently conflict-induced internally displaced. With asylum fatigue in neighboring countries and limited absorption capacities in the communities of (potential) return, there is need for more integrated interventions to address the challenges faced by Afghanistan to improve return conditions, especially in areas of high return. The Government of Afghanistan, as per its commitment in the *Solutions Strategy*¹, with its partners is developing the Return Programme to provide support to the sustainable reintegration of the returning Afghans.

Returnees are not a homogeneous group. In a recent Government of Afghanistan Ministry of Refugees and Repatriation (MoRR)/UNHCR survey, 60% of the people interviewed considered that returnees were worse conditions than local populations, including in terms of access to basic services, land/land tenure and livelihood. However, others come back with new skills, assets and competencies, which if properly assisted, can be mobilized to contribute to economic development of their communities of return.

Given the significant difference between the locations of return (in terms of economic potential, ethnic diversity, percentage of returnees, conflict dynamics, security, etc.), UNHCR is currently undertaking a baseline survey through UNOPS, which will provide the necessary detailed knowledge and evidence per location, to guide the specific interventions required per location. UNHCR is also supporting the ILO to undertake an economic opportunity mapping of the different locations to ensure evidence-based and context specific programming in the locations of return will match available skills and opportunities.

2. Overall objectives and Joint Programme outcome

Programmatic Objective: *To increase access to effective and timely basic services and livelihood opportunities for returnees and their receiving communities, to foster sustainable socio-economic reintegration, peaceful coexistence and local economic development.*

Sustainability Objective: *To set up a nationally managed and implemented programme under the responsibility of the Ministry of Refugees and Repatriation (MoRR) with support of UNHCR, UNDP and other agencies.*

Programme Outcome

Improved standards of living and livelihoods in 48 sites of high return for returnees and their communities, ensuring sustainable socio-economic reintegration, peaceful coexistence and development.

The Programme is expected to increase sustainable reintegration opportunities, thereby diminishing the potential for secondary displacement, return to host countries, and for disenfranchised youth to

¹The Solution Strategy for Afghan Refugees to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries.

join militant groups or criminal networks. The programme will provide them with opportunities to constructively participate in their communities. Improved local conditions in areas of origin will furthermore encourage other refugees to return home from neighboring countries.

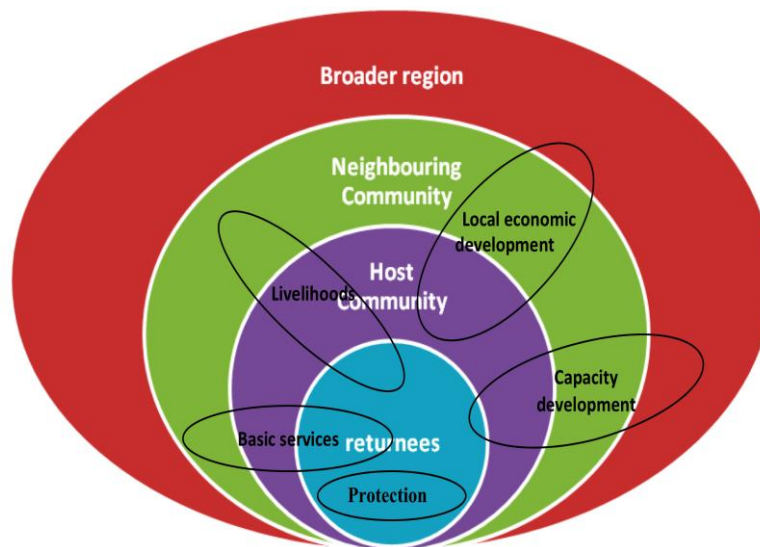
3. The proposed Programme approach

An integrated approach, bridging the gap between humanitarian type of assistance and development oriented support, will be applied through a community-based reintegration approach that is holistic and coherent, targeting returnees and receiving communities simultaneously. Based upon solid assessments, an integrated needs and opportunity-based bottom-up methodology will be developed. By linking local economic development initiatives with targeted reintegration support and humanitarian assistance, it is expected that return and reintegration will become more inclusive, effective and sustainable.

The programme has 4 components namely:

- Access to basic services
- Livelihoods & economic reintegration
- Social reintegration & protection
- Capacity development

The graph below shows which populations will benefit from the different clusters of interventions:



Social assistance will be targeted at the whole community, with particular attention to returnees, IDPs and vulnerable households, including female-headed households. In addition, some limited interventions (such as a water points, access to education, etc.) will also be implemented in neighboring communities to avoid potential tension resulting from sentiments of inequity. In addition, people in the broader region are expected to have increased access to basic services due to boosted capacities resulting from the capacity development component of this Programme.

For economic reintegration support a dual-targeting principle (50/50) will be applied, targeting returnees and selected community members, with a specific focus on the inclusion of local returned IDPs, unemployed youth, people with disabilities and female headed households. Gender balance will be ensured and monitored.

In addition, based upon solid economic assessments, a community economic infrastructure project will be established to boost the local economy and related livelihood opportunities and which will benefit to the whole population of the site, and where possible, those living in the surrounding communities.

The programme intends to pilot the integrated approach in 48 sites that could consequently be replicated by the Government as soon as the funds supporting the reintegration strategy are mobilized and the ministries have developed the capacity to implement on a larger scale. An important component of the programme is therefore to strengthen the capacities of the different government entities, services and programmes, and to establish the Government of the Islamic Republic of Afghanistan (GiRoA), through its ministry MoRR, as the lead entity for this programme.

The Programme has selected 22 sites for the initial phase of two years, and shortlisted 26 additional sites for the second phase. However, at the end of the first phase this list can be redefined depending on security and concentration areas of new return. This programme will therefore not only address past returns, but also future returns to be expected, through various push and pull factors, in the coming months and years.

The successful implementation of the *Voluntary Return and Reintegration* Programme rests on a number of pre-conditions and is subject to several programmatic risks. To mitigate these risks, the programme will use a conflict sensitive, gender responsive, and evidence-based approach. See Annex 2 for a complete risk log.

4. Programme outcomes

1. The target population in the 48 sites access essential public services such as health and sanitation, education, water, access to land tenure and shelter for the overall population in target locations.
2. Male and female returnees, IDPs, youth and people with disabilities in the 48 sites have access to sustainable income.
3. The target population in and around the 48 sites experience increased protection, social cohesion and peaceful coexistence.
4. The Government is capable to provide effective community based reintegration support to returnees.

5. Expected outputs

- 1.1 Increased access to services and land for returnees and the population in the 48 sites;
- 1.2 Increased access to education for boys and girls in the 48 priority sites.

- 2.1 Increased economic opportunities for men, women and youth in the 48 sites;
- 2.2 Male and female returnees, IDPs, youth and people with disabilities in the 48 sites have developed their employability.

- 3.1 The different population groups in the target locations know their rights and resolve their disputes through peaceful means;
- 3.2 People in the 48 sites have access to State protection and legal remedy through traditional and formal justice systems.

- 4.1 MoRR successfully mobilizes and coordinates continuous delivery of public and commercial services to the targeted 48 sites;
- 4.2 Strengthened institutional coordination and advocacy at the central level on matters contributing to sustainable reintegration of returning Afghans;
- 4.3 The *Voluntary Return and Reintegration Programme* is effectively implemented.

6. Strategic framework

The present *Voluntary Return and Reintegration Programme* is guided by the *Afghan National Development Strategy (ANDS) sector strategy for Refugees, Returnees and IDPs* (under the ANDS Pillar VII – Social Protection). In particular, this programme aims at contributing to the *reintegration* component of the ANDS sector strategy. The Government of Afghanistan, under the leadership of MoRR and with support of UNHCR, is currently updating its national reintegration strategy for returnees (as outlined in ANDS pillar VII-Social Protection) as its integral component of the inter-government policy for finding durable solutions for Afghan refugees. The project's strategic linkages to the United Nations Development Assistance Framework (UNDAF), and to the respective Country Programmes of the partner agencies, are in turn aligned with the ANDS, therefore constituting a single and harmonized strategic reference framework.

In addition, the *Voluntary Return and Reintegration Programme* will be linked to the National Priority Programmes (NPPs) *inter alia* through deliverables and outcomes being streamlined within 13 relevant ones, namely:

Agriculture and Rural Development Cluster: 1) National Water and Natural Resource Development; 2) National Comprehensive Agriculture Production; 3) National Rural Access Programme; 4) Strengthening of Local Institutions. **Infrastructure Development Cluster:** 1) Urban Planning Technical Assistance Facility. **Human Resource Development Cluster:** 1)Facilitation of Sustainable decent work through skills development and Market Friendly labour Regulation; 2) Education for All; 3)Expanding Opportunities for Higher Education; 4) Capacity Development to Accelerate National Action Plan for the Women of Afghanistan (NAPWA) Implementation; 5)Human Resources for Health. **Governance Cluster:** 1) National Programme for Law and Justice for All; 2) Programme for Human Rights and Civic Responsibilities. **Security Cluster:** 1) Afghanistan Peace and Reintegration Programme.

The framework for this programme is also guided by the *Solutions Strategy*, endorsed by the Governments of Afghanistan, Pakistan and Iran in January 2012, providing the broader framework for addressing the regional challenges of Afghan refugees and their host countries and communities. This concept is at the very heart of the Regional Economic Cooperation Conference on Afghanistan, debated in Dushanbe in March 2012, when countries reiterated their determination to promote lasting confidence and partnership for the purpose of securing peace, stability and socio-economic progress in Afghanistan and in the region. It is also in line with the Istanbul process that seeks to support regional security and cooperation for a secure and stable Afghanistan through a series of confidence building measures (CBMs). The *Solutions Strategy*, of which the national reintegration strategy is a key component, and was officially presented and endorsed at the international conference in Geneva (2-3 May 2012). The strategy that was recognized in the Declaration from the first Organization of Islamic Cooperation Conference on 'Protection of Refugees in the Muslim World', Ashgabat May 2012, which looks at intensifying the search for durable solutions, as well as initiatives and conditions necessary for achieving sustainable solutions. By refocusing on modalities leading to improved sustainable development, the Government of Afghanistan is also beginning to position itself for the Tokyo Conference, July 2012, which will discuss sustainable development in preparation for the Transformation Decade.

The strategy for Afghanistan in the *Solutions Strategy* is broader and more ambitious in terms of scope, locations and target beneficiaries than this joint programme, which aims to contribute to the broader initiative. The *Voluntary Return and Reintegration Programme* is one programme under this strategy which is piloting the new integrated approach to return and sustainable reintegration.

In addition, following the *Transitional Solutions Initiative*² the programme blends elements of immediate humanitarian relief with medium to long-term development objectives. Lessons learned from earlier initiatives highlighted the challenges of sustainability of return and reintegration, partially due to lack of livelihoods for returnees. Therefore, UNHCR will partner with UNDP to complement its assistance in protection and increasing access to basic services, with solid economic planning and assistance in the area of economic reintegration. Furthermore, to improve parity and social cohesion among returnees and their communities of return the project will apply a coherent and holistic community based approach, and will create benefit trickle-down effect to neighboring communities through value chain development and economic community infrastructure projects.

MoRR, UNDP and UNHCR are committed to ensure maximum coherence and linking with other programmes such through the signing of MoUs between MoRR and several line ministries and Government entities (e.g. MRRD, The High Peace Council), UNDP with its support to Governance and Area Based Development programming and UNHCR with its broader work on protection and the IDP programming (e.g. IDPs returning to the 48 sites will be targeted and assisted).

7. Stakeholders

H.E. First Vice President Marshal Fahim committed his Office to provide national and regional oversight to support this inter-ministerial coordination and cooperation to the return and reintegration process.

The Ministry of Refugees and Repatriations (MoRR) of Afghanistan is the lead Government institution to coordinate the implementation of the *Voluntary Return and Reintegration Programme*. The *Voluntary Return and Reintegration Programme* will be inter alia implemented through the National Priority Programmes, with the overall leadership of MoRR, responsible for coordination, defining policies, priorities and guidance to the programme. The Ministry fully endorses the Programme concept and the joint management, technical, capacity building and implementation support that will be provided by UNDP and UNHCR.

The programme will work closely with the Ministry of Rural Rehabilitation and Development (MRRD), mainly for rural infrastructure development and community empowerment; the Ministry of Labour Social Affairs, Martyred and Disabled (MoLSAMD) for the purpose of skills training and employment of returnees; and the Ministry of Agriculture, Irrigation and Livestock (MAIL) for Area-Based livelihood promotion.

Through the inter-ministerial committee, and a number of other line-ministries will be crucial to co-implement the Programme, including (but not limited to):

- *Ministry of Foreign Affairs (MFA) for migration-related issues;*
- *Ministry of Urban Development Affairs (MUDA); to address issues of urban returning refugees, especially those living in sub-standard conditions, such as informal settlements.*
- *Ministry of Justice (MoJ) and the Information and Legal Aid Centres (ILACs) for relevant legal services and conducting training for lawyers, judges, local authorities and actors who participate in informal dispute resolution systems;*

² The aim of the Transitional Solutions Initiative is to work towards including displacement needs on the developmental agenda for sustainability of interventions for refugees and IDPs and local community members well into recovery and development programming.

- Ministry of Women Affairs (MoWA), and an important number of civil society organizations for ensuring gender responsiveness; and
- Ministry of Education (MoE) for increasing access to education

Non-governmental partners will include (I)NGOs, Community Based Organizations (CBOs) (such as Community Development Councils or CDCs) and private sector actors. In addition, other agencies (e.g. UNICEF, UNOPS, ILO, UNESCO, UN Habitat, WFP, WHO, UNDOC, UNMACCA, IOM) will be invited to support the different components of the project on the basis of their comparative advantage and presence on the ground. In regions where other UN/Government programmes are being implemented, the project will create optimal linkages and synergies with on-going programmes.

UNHCR and UNDP will provide assistance to MoRR and its partners for the duration of the Programme, during which capacities of MoRR and its district level DoRRs to coordinate with other line ministries to deliver effective services will be strengthened and to ensure that MoRR/DoRR and local Government will continue their support to the sites and surrounding communities.

8. Scope and targeting principles

This project will implement an integrated community-based approach in 48 selected communities in areas of high return over a period of four years, as part of the broader reintegration strategy for Afghanistan. Although the priority for this programme is set on the identified 48 priority sites, as when circumstances dictate, flexibility can be applied to include new areas of high return, to address their needs in terms of emergency support, immediate return and reintegration assistance.

In the 48 sites, which will have an approximate total population of 650,000 people including returnees, community based social and economic reintegration support will be provided, based on local needs and opportunities. While this project is focusing on returned refugees, IDPs originating from the sites will equally be assisted.

This Programme will have a phased approach in which, during Phase 1 (the first two years), 22 sites and in Phase 2 (the following two years), the remaining 26 sites will be targeted. The 48 sites have been selected jointly by MoRR and UNHCR adhering to the following criteria: i) areas with high return; ii) areas where basic infrastructure required; iii) accessibility; and iv) regional and ethnic balance. For Phase 2, in response to the possibility of altered circumstances, the selection of sites might need to be updated towards the end of Phase 1, e.g. due to changes in accessibility, security, new areas of high return, as well as due to lessons learned from Phase 1. See map of sites in Annex 1.

The *Voluntary Return and Reintegration Programme* is expected to have a significant number of additional direct and indirect beneficiaries; including the villages around the selected sites and members of the broader surroundings region.

Overall number of target population and beneficiaries

Total population in 48 sites	Estimated population per phase		Approximate number of Returnees	
	Phase 1: 22 sites	Phase 2: 26 sites	Current	Expected
600 000 people	250 000	350 000	250 000	Up to 100 000

9. Implementation modalities

Providing support for sustainable reintegration of the returning Afghans is a long-term engagement for which all possible support must be harnessed. While the Government of Afghanistan has a leading role in advocacy, policy setting and coordination, its capacity to implement reintegration activities must be strengthened. Therefore, an incremental approach will be applied gradually transferring responsibilities, while building capacities until the Government institutions take full accountability and leadership.

The above implementation modalities and related financial modalities are still in draft form and need further discussion with respective Government ministries and donors.

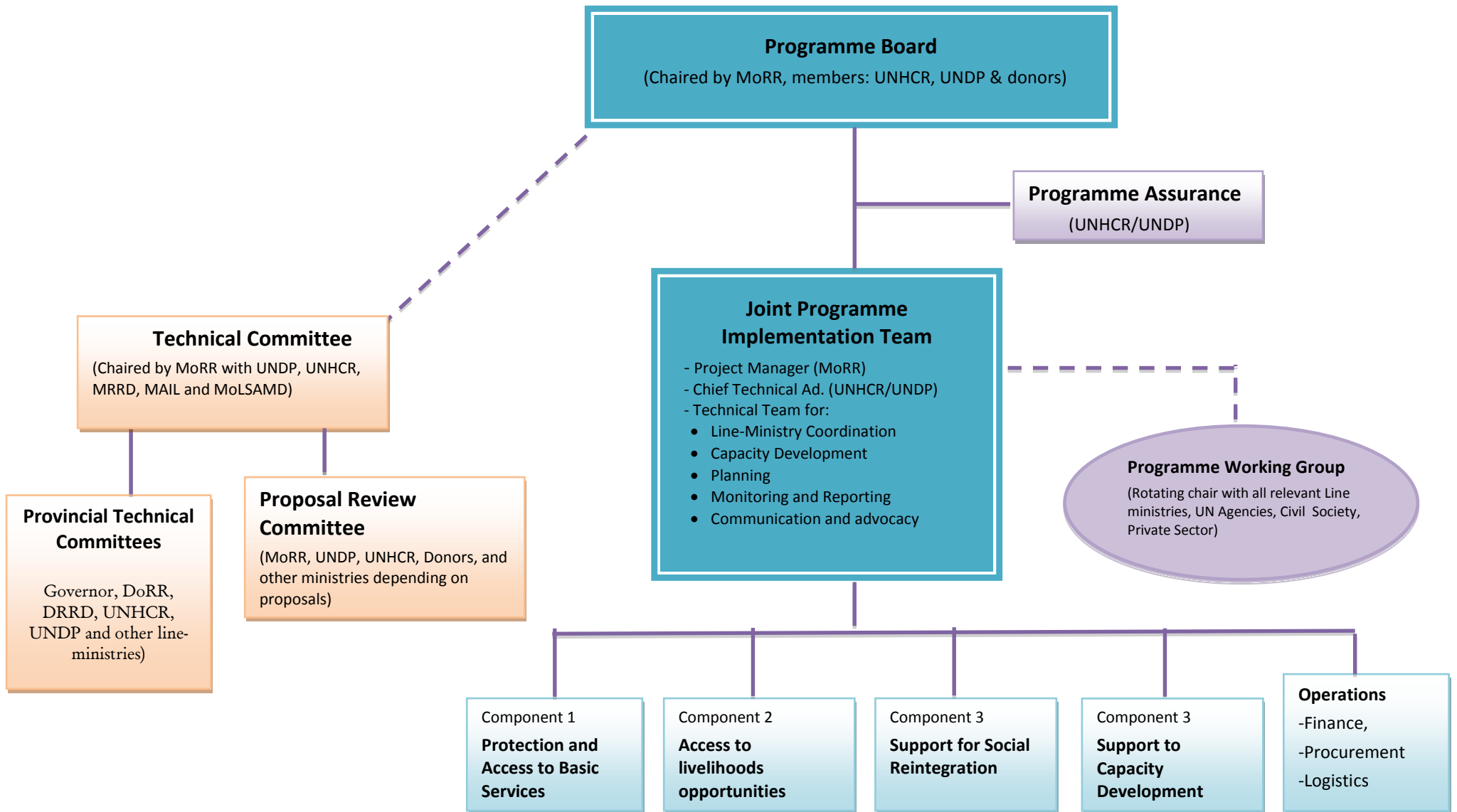
The programme will follow National Implementation Modalities (NIM) in which UNHCR and UNDP will support programme implementation and capacity development of MoRR (and other ministries) at central and local level (e.g. DoRRs). A project team, to be based in MoRR, will be set-up and recruited jointly with MoRR, UNDP and UNHCR, funded by the programme and monitored by the Programme Board (see figure below), in order to ensure transparency and accountability. Selection of IPs will be decided on jointly by the Technical Committee and approved by the joint programme board (MoRR, UNDP, UNHCR, donors).

Reintegration is a multi-dimensional process requiring synergies between many different ministries and a wide range of other stakeholders. A coordinated approach to service delivery, especially at the local level, will require appropriate coordination mechanism and capacities, to which both UNHCR and UNDP will make significant contributions, especially in the first phase of the programme. In this, the MoRR has an important coordination role to play in order to operationalize support for the *Voluntary Return and Reintegration Programme* from other ministries. Coordination capacities of the MoRR will be strengthened through the Programme in order to ensure the mainstreaming of reintegration issues into national development plans and processes, and to secure timely and coordinated support of the different line-ministries at the 48 sites.

The *Voluntary Return and Reintegration Programme* will not set-up any additional or parallel structures but will work through existing structures. In particular, the *Voluntary Return and Reintegration Programme* foresees establishing close partnership with the National Area-Based Development Programme (NABDP), National Solidarity Programme(NSP), the Afghan Peace and Reintegration Programme (APRP), the Afghan Rural Enterprise Programme(AREDP), the Afghanistan Sub-National Programme Governance Programme(ASGP), the Justice and Human Rights for Afghanistan Project(JHRA) and the National Skills Development Programme(NSDP) of MoLSAMD.

Institutional framework

At the national level, a *Programme Board*, a *Technical Committee* and a *Project team* will be established in MoRR. At the provincial level, provincial *Technical Committees* will coordinate service delivery to the sites (see chart below).



In terms of **interagency collaboration between UNHCR and UNDP** it is foreseen that UNHCR will provide support to the MoRR to strengthen its coordination role, with other line ministries for the implementation of *protection* and *access to basic services* components of the Joint Programme. Under the leadership of the MoRR, their provincial representatives (DoRRs), local government services, civil society and community-based organizations, assessments and local plans will be developed to provide the basics conditions for sustainable reintegration.

To the maximum extent possible and where available, support for livelihoods will be provided **through on-going Government and National Priority Programmes (NPPs)**. While MoRR will retain its coordination role, UNDP will work closely with relevant ministries and civil society organizations to build their capacities in the area of service delivery for livelihoods and economic sustainable reintegration and to target activities to the reintegration sites. Technical support and capacity development measures will be provided to enable relevant line ministries, and through them, different programmes to play a leading role in delivering livelihoods support in the selected sites. This support will be provided on the basis of thorough opportunity mapping and analysis of sectors identified as conducive for sustainable reintegration.

Other UN agencies will be brought in to co-implement activities under these objectives.

At the provincial and district levels, coordination will be aligned to existing structures. The programme will work through the DoRRs, especially for coordination of service delivery. UNDP intends to base livelihood specialist within these DoRRs. Close collaboration will also be ensured with the **Provincial Development Councils (PDCs)** and **District Development Assemblies (DDAs)** as established by the National Area Based Programme(NABDP).

At the local level, where **Community Development Councils (CDCs)** exist, the CDCs will be used as the main interlocutor of the Programme for addressing the needs of the community and for developing local development plans to support sustainable reintegration. The Programme will contribute to strengthening their capacities and where the structure does not exist the Programme, in collaboration with NSP, will support their establishment.

Afghanistan has a vibrant **Civil Society** with a large number of small and medium size NGOs. This resource will be mobilized to a maximum extent possible. NGOs can be mobilized to co-implement the services, but are also an important source of monitoring and outreach and communication. One example is the crucial role of the network of Afghan Women's organizations to develop a monitoring system to monitor gender mainstreaming and gender responsiveness of the Return Programme. INGOs will have a crucial role to play in capacity development of Afghan NGOs.

In addition, the **Afghan private sector** can play a major role and is crucial for sustainable economic development, also at the micro-levels. They can be mobilized through different channels, e.g. through the ministries, through the Afghan Chambers of Commerce, sectorial associations, and setup transparent procedures (for tendering) for contracting. Private firms can provide services such as labor-based reconstruction projects that include training, vocational training, design of curricula, apprenticeships and business placements in existing businesses. In addition the local private sector can be assisted as a target group, as increasing their capacities and addressing their needs will immediately result in increased economic reintegration opportunities and will revitalize local communities (in terms of accessibility of supplies and inputs).

Potential Financial mechanism

Choosing the most relevant financial management modality still depends on a number of factors such as the exact implementation modalities, donor preference, number and type of Government implementing partner's involved, inter-agency dynamics, and more. There is a multitude of possible arrangements, and while discussions to identify most relevant mechanisms are underway, the main

funding mechanism that is being discussed is the set-up of a finance mechanism that allows for National Implementation Modalities (NIM), specifically channelling funds from UNDP and UNHCR through the Ministry of Finance (MoF), to be then disbursed to the relevant implementing partners, such as existing National programmes, as implementation will take place to a maximum extent through existing programmes such as those of MRRD, MoLSAMD, MAIL, etc. While implementation will take place, to a maximum extent possible, through existing national programmes, additional resources for these programmes are required.

In addition to the support to other ministries that will implement certain activities under this programme, financial support will also be provided to MoRR in order to be capacitated to perform their coordinating role effectively.

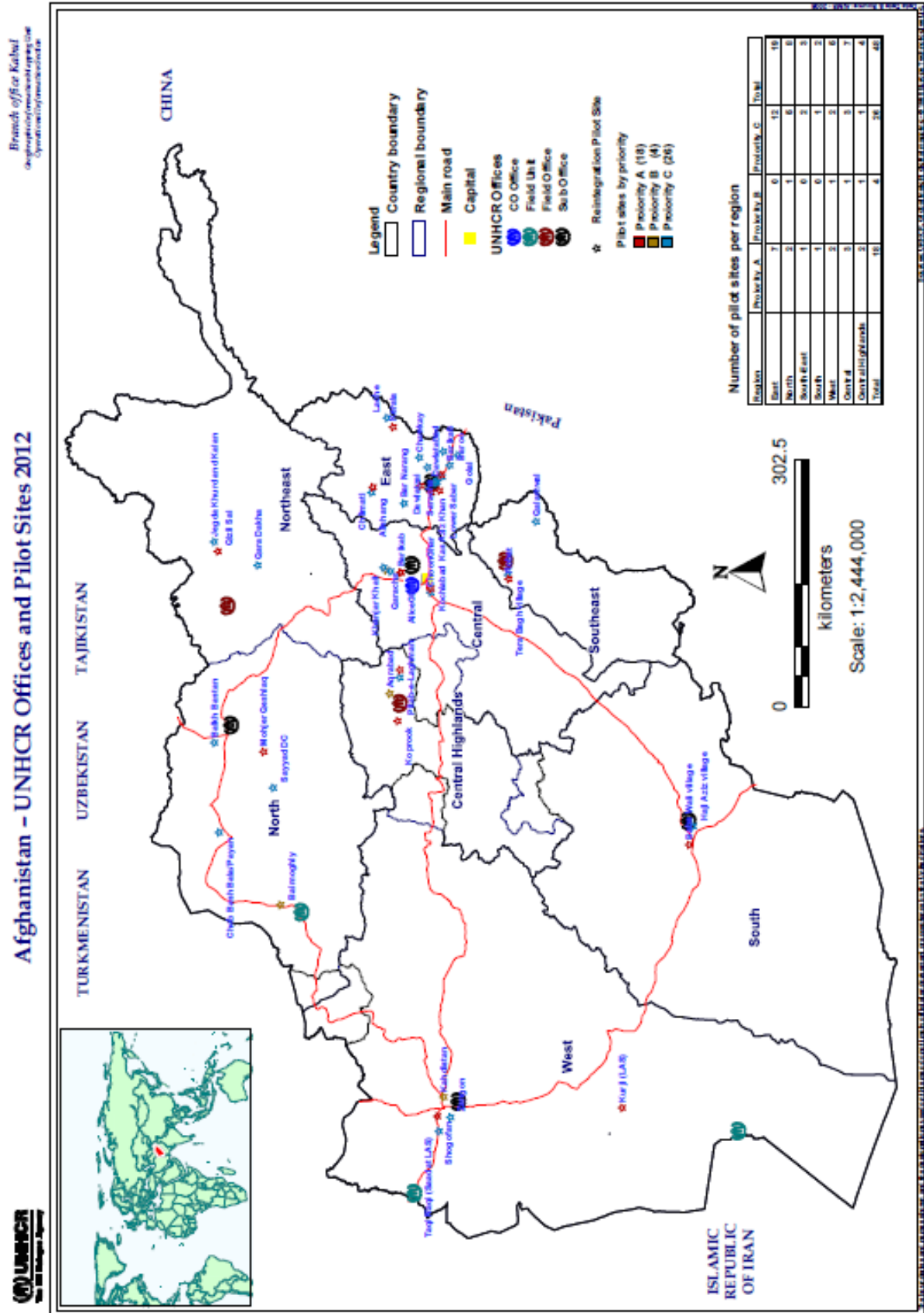
In the start-up of the programme there might be a mix between national on-budget execution (Donor money will come to UNDP and then UNDP will hand it over to MoF) and a number of targeted direct interventions, in order to ensure synergies and an integrated and timely approach. For example, in the early stages, it is foreseen also to work directly with NGOs, in coordination with line ministries, to identify and execute improvements to basic services. Also, a combination with National execution off-budget, and incrementally on-budget will be designed for a number of outputs under the social reintegration component, especially in case of partnerships with existing programmes.

10. Estimated resources required

Objective	Amount (USD)	Lead Government and UN Agency
1. Based on needs assessments, to provide access to essential services such as health and sanitation, education, water, land and shelter for the overall population in the 48 sites;	50 000 000	MoRR/UNHCR
2. To increase local economic opportunities and enhance employability of the male and female returnees and vulnerable youth in the communities of return;	72 200 000	MoRR/UNDP
3. To stimulate peaceful coexistence, provide protection and social reintegration at local levels;	15 000 000	MoRR/UNHCR
4. To strengthen national capacities at the central and local levels to effectively assist returnees (including operational costs).	90 300 000	UNDP/UNHCR
Total	227,500,000	

The estimated budget above will be fine-tuned based on the baseline study currently underway by UNOPS. The above results reflect an estimated USD 3.6 million per reintegration site targeting approximately 13,500 people as direct beneficiaries and many other indirect beneficiaries around the sites. However, depending on the current situation on the ground, the size of the site, the number of returnees etc. some sites will require more inputs in basic services while in others more resources will be devoted to the promotion of livelihoods.

Annex 1 – Selected reintegration sites



Annex 2 – Risks and mitigation measures

RISK	Probability(P) Impact (I)	MITIGATION MEASURES	Options for PROGRAMME RESPONSE
OPERATIONAL RISKS			
Insecurity prevents access to some programme locations	P: 4/5 I: 4/5	<ul style="list-style-type: none"> Regular assessments of the political and security situation are used to inform project decisions Improved security measures put in place in strict coordination with GoIRA, UNDSS and other international partners as appropriate Increased volume of activities / delivery through partners which can operate with lower risk and less restrictions (most likely Afghan civil society partners) Maintain flexibility to shift geographical focus from one area to another within those selected 	<ul style="list-style-type: none"> √ Shift of geographical focus within the selected programme areas √ Suspension / termination of programme activities in some areas is possible √ Remote implementation through civil society
Difficulties in management of programme assets and infrastructure / equipment maintenance at the local level.	P: 3/5 I: 3/5	<ul style="list-style-type: none"> Adequate maintenance budget included Regular asset / equipment monitoring and verification visits by UNDP/UNHCR and partners during programme operation 	<ul style="list-style-type: none"> √ Government and Community representatives involved in the project are specifically trained in asset/ equipment / infrastructure management
PROGRAMMATIC RISKS			
Capacities of National Programmes to deliver at local level insufficient and inefficient	P: 3/5 I: 4/5	<ul style="list-style-type: none"> UNDP and programme partners use existing mechanisms / fora to revive policy discussion Programme emphasis on the <u>sub-national</u> level allows strong delivery within existing policy context Tailor made capacity development 	<ul style="list-style-type: none"> √ Implementation modalities are shifted towards more direct implementation √ Programme focuses on areas where National Programme can deliver √ Secondment/twinning of staff
Limited capacities of national implementing partners hinders implementation of programme activities and quality of outputs	P: 4/5 I: 3/5	<ul style="list-style-type: none"> Capacity building, direct support and coaching, and close monitoring by the programme of implementing partners performance 	<ul style="list-style-type: none"> √ Programme hires INGOs as capacity incubators for local partners √ Programme enhances the capacity development component of the programme.
Slow UN operational procedures hinders the implementation of the programme	P: 2/5 I: 4/5	<ul style="list-style-type: none"> Improved operational procedures within UNDP and UNHCR remains highly committed to delivering the outputs according to the schedule. 	<ul style="list-style-type: none"> √ Programme staff recruited as quickly as possible to allow for a smooth start-up process and quick implementation of the activities.
Coordination among different GoIRA bodies and external partners proves unwieldy	P: 3/5 I: 2/5	<ul style="list-style-type: none"> UNHCR/UNDP and programme partners identify the most suitable counterparts for the programme (including those at the subnational level) and focus collaboration on a more restricted number of GoIRA bodies. 	<ul style="list-style-type: none"> √ Increase involvement of key government sectors in the planning and implementation of the programme.
Lack of interest and commitment by Government partners at the National and Subnational level	P: 1/5 I: 2/5	<ul style="list-style-type: none"> Sustained advocacy; 	<ul style="list-style-type: none"> √ Preferential partnerships established and strengthened with more committed/responsive GoIRA counterparts

Inadequate level of coordination and synergies with projects/programmes in lead to duplication and competition instead of optimal efficiency	P: 1/5 I: 3/5	<ul style="list-style-type: none"> The programme will map relevant programmes and projects in the region in close coordination with MRRD and MoRR, and establish mechanisms to ensure effective synergies with other programmes and organizations. 	<ul style="list-style-type: none"> ✓ MOUs between MoRR and line ministries ✓ Programme management seeks active collaboration at local levels ✓ Capacity development of MoRR/DoRR on coordination and M and E
Policy changes in Countries of Asylum create significant push factors and large-scale, rapid and involuntary returns	P: 1/5 I: 5/5	<ul style="list-style-type: none"> Programme partners (particularly UNHCR) assess regularly the situation, policy environment and prospects in Countries of Asylum UNDP and partners (particularly UNHCR) maintain contingency capacity for high return flows 	<ul style="list-style-type: none"> ✓ Programme maintains flexibility to shift geographical focus if needed ✓ In agreement with donors, rapid scaling up of intervention
Unintended Market distortions due to the project	P: 2/5 I: 3/5	<ul style="list-style-type: none"> Detailed assessments studies at the start of programme and continues monitoring in communities of livelihood indicators will minimize risks of distortions Staffing programme with relevant level and amount of expertise on Livelihoods. 	<ul style="list-style-type: none"> ✓ Adaptation of project activities to reduce distortions
Inadequate addressing of Gender issues possibly resulting in draw-backs on women's rights, positions and gender balance	P: 4/5 I: 3/4	<ul style="list-style-type: none"> Assessment and mapping exercises provide disaggregated data (e.g. by gender) and relevant information for gender responsive programming and results. Identification and capacity development of NGO working on women's issues and relevant ministries. Staff programme with relevant human resources and gender balance. 	<ul style="list-style-type: none"> ✓ Allocate women specific resources in programme budget. ✓ Invest further in innovative approaches for women's equity and access to livelihood for women. ✓ Further develop studies on the economic situation of women ✓ Training on gender and related issues for staff and stakeholders
Insufficient conflict sensitivity in the design and implementation of community development programmes possibly leading to increased tensions and conflicts (e.g. ethnic).	P: 2/5	<ul style="list-style-type: none"> Conflict and Development Analysis before engaging with investments. Training of staff on Conflict Sensitive development approach Include conflict indicator in monitoring framework. Identify and contract NGO with capacities in conflict management and transformation Strengthen capacities of Shuras in conflict mitigation and transformation 	<ul style="list-style-type: none"> ✓ Focus activities of programme where social cohesion is conducive to development activities. ✓ Strengthen capacities of NGO and Shuras on conflict mitigation and transformation. ✓ Stop programme where it might fuel existing tension and divert resources to other sites until issues have been addressed.
Natural calamities exacerbate the situation in part or all of the project areas	P: 2/5 I: 2/5	<ul style="list-style-type: none"> Program partners follow regularly on the impact of natural disasters Strengthening of resilience mainstreamed through programme activities in high risk areas 	<ul style="list-style-type: none"> ✓ Geographical and programmatic focus is flexible enough to direct resources to new vulnerable groups in case of natural disasters, within the programme area and groups of interest (returnees, IDPs, host communities)
Donors' support falls short of programme budget	P: 3/5 I: 5/5	<ul style="list-style-type: none"> Programme partners adopt a single, unified resource mobilization strategy for this specific project. A multi-agency approach to resource mobilization seems more likely to be effective 	<ul style="list-style-type: none"> ✓ Shortage of financial resources will imply a reduced number of sites covered. Drastic shortages will also imply reduced project scope in terms of Outputs and Activities. ✓ Programme continuously develops operational plans to match the availability of funds, which will enable programme to deliver some outputs even if not fully funded.