



Islamic Republic of Afghanistan
Afghanistan National Development Strategy


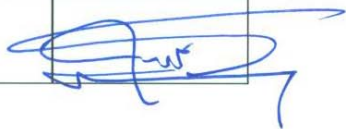
Refugees, Returnees & IDPs Sector Strategy 1387 - 1391 (2007/08 - 2012/13)



Pillar VII, Social Protection

Regional Cooperation Sector Strategy

Approved by:
Sector Responsible Authorities

Prepared & submitted by:		
<i>Ministry/Agency</i>	<i>Name of Minister/Director</i>	<i>Signature</i>
Ministry of Refugees and Repatriation (MORR)	H.E. Mr. Shair Mohammad "Etebari" Minister	
Afghanistan National Disaster Management Authority (ANDMA)	H.E. Dr. Abdul Mateen "Edrak," Director	

Submission Date
30 March 2008

بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ
In the name of Allah, the Most Merciful, the Most Compassionate

Vision for Afghanistan

By the solar year 1400 (2020), Afghanistan will be:

- A stable Islamic constitutional democracy at peace with itself and its neighbors, standing with full dignity in the international family.
- A tolerant, united, and pluralist nation that honors its Islamic heritage and deep aspirations toward participation, justice, and equal rights for all.
- A society of hope and prosperity based on a strong, private sector-led market economy, social equity, and environmental sustainability.

ANDS Goals for 1387-1391 (2008-2013)

The Afghanistan National Development Strategy (ANDS) is a Millennium Development Goals (MDGs)-based plan that serves as Afghanistan's Poverty Reduction Strategy Paper (PRSP). It is underpinned by the principles, pillars and benchmarks of the Afghanistan Compact. The pillars and goals of the ANDS are:

1. Security: Achieve nationwide stabilization, strengthen law enforcement, and improve personal security for every Afghan.
2. Governance, Rule of Law and Human Rights: Strengthen democratic practice and institutions, human rights, the rule of law, delivery of public services and government accountability.
3. Economic and Social Development: Reduce poverty, ensure sustainable development through a private sector-led market economy, improve human development indicators, and make significant progress towards the Millennium Development Goals.

Foreword

For the preparation of the Afghanistan National Development Strategy



In the name of Allah, the most Merciful, the most Compassionate

Six and half years ago, the people of Afghanistan and the international community joined hands to liberate Afghanistan from the grip of international terrorism and begin the journey to rebuild a nation stunned by a long past of violence, destruction and terror. We have come a long way in this shared journey.

In just a few years, as a result of the partnership between Afghanistan and the international community, we were able to draw up a new, Constitution, embracing the values of democracy, freedom of speech and equal rights for women. Afghans voted in their first ever presidential elections and elected a new parliament. Close to five million Afghan refugees have returned home, making it one of the largest movement of people to their homeland in history.

Thousands of schools have been built; over six million boys and girls have been enrolled, the highest level ever for Afghanistan. Hundreds of health clinics have been established boosting our basic health coverage from 9 percent six years ago to over 85 percent today. Access to diagnostic and curative services has increased from almost none in 2002 to more than forty percent now. We have rehabilitated 12,200 km of roads. Our rapid economic growth, with double digit growth almost every year, has led to higher income and better living conditions for our people. With a developing network of roads and a state-of-the-art communications infrastructure, Afghanistan is better placed to serve as an economic land-bridge in our region.

These achievements would not have been possible without the unwavering support of the international community and the strong determination of the Afghan people. I hasten to point out that our achievements should not make us complacent distracting to face the enormity of the tasks that are still ahead. The threat of terrorism and the menace of narcotics are still affecting Afghanistan and the broader region and hampering our development. Our progress is still undermined by the betrayal of public trust by some functionaries of the state and uncoordinated and inefficient aid delivery mechanisms. Strengthening national and sub-national governance and rebuilding our judiciary are also among our most difficult tasks.

To meet these challenges, I am pleased to present Afghanistan's National Development Strategy (ANDS). This strategy has been completed after two years of hard work and extensive consultations around the country. As an Afghan-owned blueprint for the development of Afghanistan in all spheres of human endeavor, the ANDS will serve as our nation's Poverty Reduction Strategy Paper. I am confident that the ANDS will help us in achieving the Afghanistan Compact benchmarks and Millennium Development Goals. I also consider this document as our roadmap for the long-desired objective of Afghanistan, as we transition towards less reliance on aid and an increase in self-sustaining economic growth.

I thank the international community for their invaluable support. With this Afghan-owned strategy, I ask all of our partners to fully support our national development efforts. I am strongly encouraged to see the participation of the Afghan people and appreciate the efforts of all those in the international community and Afghan society who have contributed to the development of this strategy. Finally, I thank the members of the Oversight Committee and the ANDS Secretariat for the preparation of this document.

Hamid Karzai

President of the Islamic Republic of Afghanistan

Message from the Oversight Committee

For the preparation of the Afghanistan National Development Strategy



In the name of Allah, the most Merciful, the most Compassionate

We are pleased to present the Afghanistan National Development Strategy, which reflects the commitment of the Islamic Republic of Afghanistan to poverty reduction and private sector-led economic growth for a prosperous and stable Afghanistan. The ANDS Oversight Committee (OSC) was mandated by the Government to produce a Millennium Development Goals-based national strategy that is Afghan-owned and meets the requirements for a Poverty Reduction Strategy Paper. The OSC met on a regular basis to design, discuss and oversee the development of the strategy, including the identification of the needs and grievances of the people, and the prioritization of resource allocations and actions. To embrace ‘Afghanization’ and ownership, the OSC facilitated inclusive and extensive consultations both at national and sub-national levels.

Sustained fiscal support and continuous evaluation and monitoring are essential now to meet the challenges ahead related to ANDS implementation. The democratic aspirations of the Afghan people are high, yet financial resources remain limited. While much has been accomplished since 2001, more remains to be done as we move from “Compact to Impact”. The Afghan Government with support from the international community must act decisively, strategically, and with an absolute commitment to the ANDS goals and vision.

We look forward to working with our government colleagues, civil society representatives, tribal elders and religious scholars, the private sector, the international community and, most importantly, fellow Afghans to implement the ANDS, to help realize the Afghanistan Compact benchmarks and Millennium Development Goals.

Prof. Ishaq Nadiri
Senior Economic Advisor to
the President
Chair, ANDS and JCMB

Ahmad Zia Masoud
First Vice-President

Dr. Rangin Dadfar Spanta
Minister of Foreign Affairs

Dr. Anwar-ul-Haq Ahady
Minister of Finance

Sarwar Danish
Minister of Justice

Dr. Amin Farhang
Minister of Commerce and
Industry

Dr. Jalil Shams
Minister of Economy

Dr. Zalmay Rassoul
National Security Advisor

Haneef Atmar
Minister of Education

Acknowledgments

For the preparation of the Afghanistan National Development Strategy





In the name of Allah, the most Merciful, the most Compassionate

The Afghanistan National Development Strategy (ANDS) could not have been developed without the generous contribution of many individuals and organizations. The ANDS was finalized under the guidance of the Oversight Committee, appointed by HE President Hamid Karzai and chaired by H.E. Professor Ishaq Nadiri, Senior Economic Advisor to the President and Chair of the ANDS Oversight Committee. The committee included: H.E. Rangeen Dadfar Spanta, Minister of Foreign Affairs; Anwar-ul-Haq Ahady, Minister of Finance; H.E. Jalil Shams, Minister of Economy; H.E. Sarwar Danish, Minister of Justice; H.E. Haneef Atmar, Minister of Education; H.E. Amin Farhang, Minister of Commerce; and H.E. Zalmi Rassoul, National Security Advisor.

We would like to sincerely thank the First Vice-President and Chair of the Economic Council, H.E. Ahmad Zia Massoud. Special thanks are also due to H.E. Hedayat Amin Arsala, Senior Minister and H.E. Waheedulah Shahrani, Deputy Minister of Finance and the Ministry of Finance team. In addition, we would like to thank the Supreme Court, the National Assembly, Government Ministries and Agencies, Provincial Authorities, Afghan Embassies abroad, national Commissions, the Office of the President, Civil Society Organizations, and International Community.

All Ministers, deputy ministers and their focal points, religious leaders, tribal elders, civil society leaders, all Ambassadors and representatives of the international community in Afghanistan; and all Afghan citizens. National and international agencies participated actively in the ANDS consultations. Their contributions, comments and suggestions strengthened the sectoral strategies, ensuring their practical implementation. Thanks are also due to the Ministry of Rural Rehabilitation and Development for their significant contributions to the subnational consultations. Special thanks are further due to the President's Advisors, Daud Saba and Noorullah Delawari for their contributions, as well as Mahmoud Saikal for his inputs. We are also indebted to the Provincial Governors and their staff for their contributions, support and hospitality to the ANDS staff.

Special thanks go to Wahidullah Waissi, ANDS/PRS Development Process Manager, for his invaluable contribution and for the efforts of his team of young Afghan professionals who dedicated themselves tirelessly to completing the I-ANDS, Afghanistan Compact and the full ANDS in consultation with both national and international partners. The Sector Coordinators included Rahatullah Naeem, Farzana Rashid Rahimi, Shakir Majeedi, Attaullah Asim, Mohammad Ismail Rahimi, Zalmi Allawdin, Hedayatullah Ashrafi, Shukria Kazemi, Saifurahman Ahmadzai, and; the Sub-National Consultations Team consisted of Mohammad Yousuf Ghaznavi, Mohammad Fahim Mehry, Shahenshah Sherzai, Hekmatullah Latifi, Sayed Rohani and Osman Fahim; and Malik Sharaf, Naim Hamdard, Saleem Alkozai, Mir Ahmad Tayeb Waizy, Sayed Shah Aminzai, Khwaga Kakar and Mohammad Kazim. Thanks to Nematullah Bizhan for his special contribution from the JCMB Secretariat. We are also indebted to the many national and international advisers who supported this effort. In particular, we would like to thank Zlatko Hurtic, Paul O'Brien, Jim Robertson, Barnett Rubin, Peter Middlebrook, Richard Ponzio, Anita Nirody, Shakti Sinha, Ashok Nigam, Christopher Alexander and Ameerah Haq.

Finally, I would like to thank all who contributed towards this endeavor in preparation of the first Afghanistan National Development Strategy, a milestone in our country's history and a national commitment towards economic growth and poverty reduction in Afghanistan.

Adib Farhadi,
Director, Afghanistan National Development Strategy, and
Joint Coordination and Monitoring Board Secretariat

The complete list of contributors to this Sector Strategy is on the next page.

The Refugees, Returnees and IDP's Sector Strategy was developed as a result of the commitment and efforts of members of key Afghan ministries, UN agencies, donors, NGOs, civil society and the private sector.

The invaluable contribution of H.E. Shair Mohammad Etebari, Minister of Refugees and Repatriation (MoRR); H.E. Ustad Mohammad Akbar, Ex Minister of Refugees and Repatriation (MoRR); H.E. Dr. Abdul Matin Edrak, Director of Afghanistan National Disaster Management Authority (ANDMA); H.E. Abdul Qadir Ahadi, Executive Ministers Refugees and Repatriation (MoRR); H.E. Fazul Ahmad Azimi, Deputy Minister Refugees and Repatriation (MoRR), has been invaluable in the development of this sector strategy.

Finally, we would like to thank everyone who assisted the ANDS Secretariat in working to develop the Refugees, Returnees and IDP's Sector Strategy. We look forward to the firm commitment of all our stakeholders throughout the implementation of this strategy.

Certainly, contributions to the Refugees, Returnees and IDP's Sector will remain key to the success of this strategy in particular, and of the ANDS in general.

Special thanks also go to the following for their valued help and support:

Mr. Abdul Bari Rostae, Mr. Khawja Gharib Fitri, Ex Advisor, Mr. Zia Ahmad Jalal, Advisor Mr. Abdul Qadir Zazai, Chief Advisor, Mrs. Zahida Sahidy, Advisor, of Ministry of Refugees and Repatriation (MoRR), Mr. Sayed Rahim of National Environment Protection Agency (NEPA), Mr. Dr. Mohammad. Yahya Wiar of Ministry of Counter Narcotics (MCN), Mr. Mahmood Saiqal of ANDS Regional Cooperation, Mr. M. Zia Farahmand of General Independent Administration of Anti Corruption (GIAAC), Mr. Mohammad. Daud Panjshiri, Mr. Mohammad Ayoob Erfani, Mr. Seddiq Rasuli of Ministry of Foreign Affairs (MoFA), Mr. Eng. Habibullah of Afghanistan National Disaster Management Authority (ANDMA), Mr. Naseer Ahmad Ayanee of US Embassy, Mr. Khalid Khusbin of Ministry of Finance (MoF), Mr. Ahmad Qais Munhazim, Mr. Malang Ibrahim, Mr. Sardar Wali Wardak, Mr. Mohammad Nadir Farhad, Mr. Salvator Lombardo, Mr. Ewen Macleod of UNHCR BO Kabul.

Map of Afghanistan





Afghanistan National Development Strategy (ANDS) Structure

SECURITY	GOVERNANCE	SOCIAL AND ECONOMIC DEVELOPMENT					
Pillar 1	Pillar 2	Pillar 3	Pillar 4	Pillar 5	Pillar 6	Pillar 7	Pillar 8
1 - Security	2 - Good Governance	3 - Infrastructure & Natural Resources	4 - Education & Culture	5 - Health & Nutrition	6 - Agriculture & Rural Development	7 - Social Protection	8 - Economic Governance & Private Sector Development
Sectors							
Security	Justice	Energy	Education	Health and Nutrition	Agriculture and Rural Development	Social Protection	Private Sector Development and Trade
	Governance, Public Administrative Reform & Human Rights	Transportation	Culture, Media and Youth			Refugees, Returnees and Internal Displaced Persons	
	Religious Affairs	Water Resource Management					
		Information and Communications Technology					
		Urban Development					
		Mining					
Cross-Cutting Issues							
Capacity Building							
Gender Equity							
Counter Narcotics							
Regional Cooperation							
Anti-Corruption							
Environment							

Table of Contents

Glossary and Abbreviations

Abbreviation

ANDS Strategy	Afghanistan National Development	MOFA	Ministry of Foreign Affairs
JCMB Board	Joint Coordination and Monitoring	MOSLAMD	Ministry of Labor and Social Affairs, Martyrs and Disabled
MORR	Ministry of Refugees and	MOE	Ministry of Education
Repatriation		MOH	Ministry of Health
AC	Afghanistan Compact	MUD	Ministry of Urban Development
IDP's	Internal Displaced Persons	UNAMA	United Nations Assistance Mission to Afghanistan
UN	United Nations	EVI	Extremely Vulnerable Individuals
AIHRC	Afghanistan Independent Human	RSD	Refugees Status Determination
Rights Commission		PoR	Proof of Registration
WG	Working Group	ANDMA	Afghanistan National Disaster Management Authority
UNHCR	United Nations High	DoRR	Department of Refugees and
Commissionerate for Refugees		Repatriation	
IOM	International Organization for	DRDD	Department of Rural Rehabilitation
Migration		and Development	
NGOs	Non Governmental Organizations	NRC	Norwegian Refugee Council
TA	Tripartite Agreement		
MRRD	Ministry of Rural Rehabilitation and		
Development			

GLOSSARY TERMS:

Amayesh	The registration exercises which has been conducted in Iran in 2005 and 2006 in order to assess and register the exact number of Afghan refugees living there
Tripartite Agreement	This is the type of negotiations/meetings between government of Afghanistan, government of Pakistan, government of Iran, and the United Nations High Commissionerate for Refugees (UNHCR) on the status return of Afghan refugees from neighboring countries.
Pushtoon, Hazar & Tajik	The major national ethnic group who are living in different part of the country especially in eastern, southern, central and northern provinces.
Kuchis	Nomads or tribes changing their location during different seasons



EXECUTIVE SUMMARY

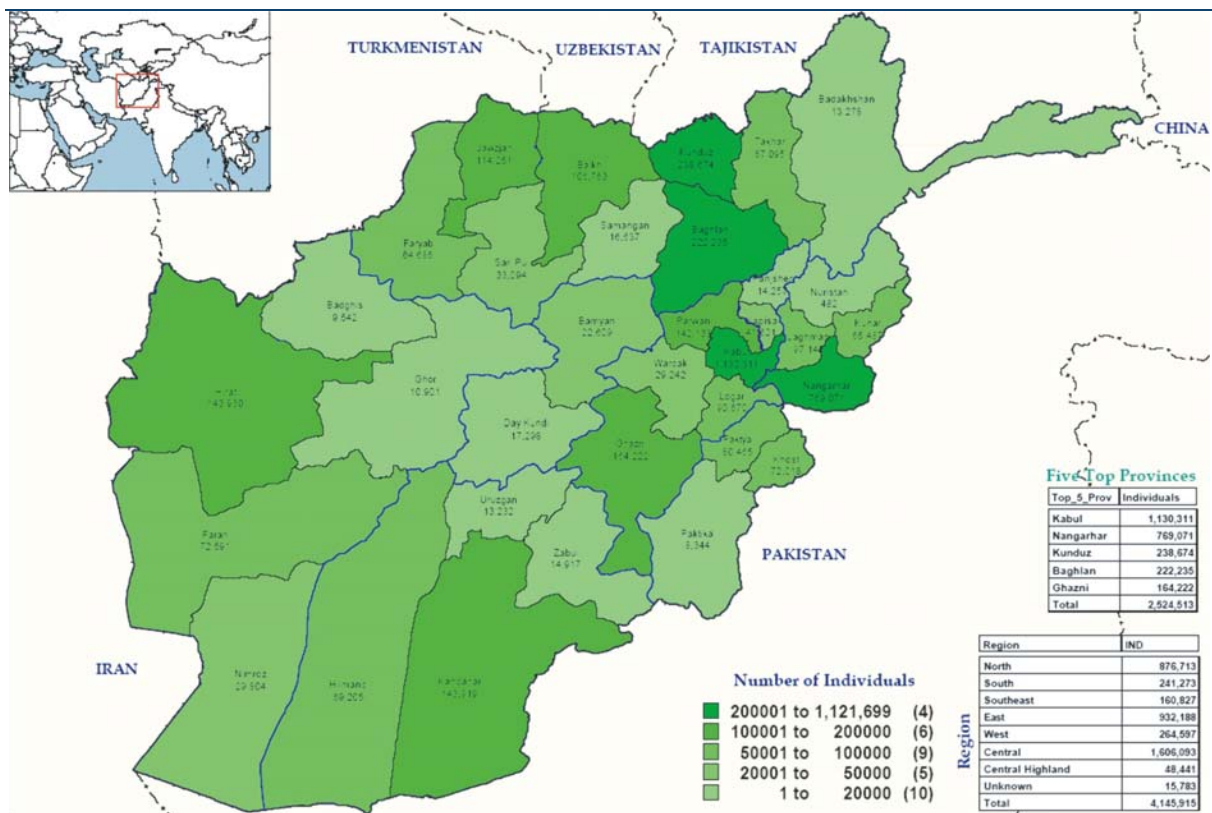
REFUGEES, RETURNEES & IDP'S SECTOR STRATEGY

EXECUTIVE SUMMARY

Since 2002, more than 5 million Afghans have returned home, the vast majority from Pakistan and Iran. This returnee population is composed of, 52% male, 48% female. Three million still remain outside the country, with an exact breakdown of gender and age unavailable at this time. The majority have been absent from Afghanistan for more than twenty years. After four years of exceptionally high returns, the level of repatriation has declined. At the same time, the volume of migration linked to seasonal labour and trade and is growing. In view of its links to the

refugee presence, it raises important questions about the future management of population movements to and from Afghanistan. Despite the achievements accomplished in the return and reintegration of a large number of refugees and Internally Displaced Persons (IDPs) since 2002, internal displacement remains a significant problem largely due to ongoing conflict and natural disasters (drought, floods) and requires a stronger response.

Map1: Assisted voluntary repatriation to Afghanistan, Return by province of destination 02 - March - 02 to 30 - April - 08



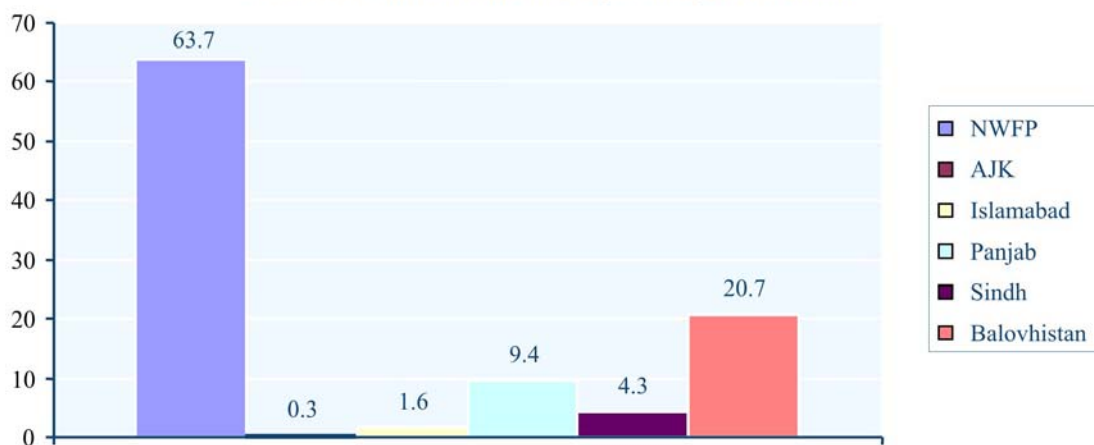
Finding solutions for these remaining populations, and developing broader policy

frameworks for displacement, represents a complex and continuing challenge and exceed

the capabilities of humanitarian agencies alone to address. To secure further progress towards solutions, for issues including right to property, right to life, right to education and the right to liberty and security of person, a significant and visible increase in political

engagement, improved management and coordination, and more substantial investments in programmes enhancing reintegration will be required in the coming years from the Government and the donor community.

Chart 1: Provinces of Residence of Afghan Refugees in Pakistan



Source: UNHCR BO Kabul

During 2006 repatriation trends were affected by three key factors – the deteriorating security situation, the economic and social differentials with the neighbours, and the fact that most of the remaining registered Afghan populations in Pakistan (2.15 million) and Iran (0.9 million approximately) have been in exile for over twenty years. It is very probable that high levels of mass and voluntary repatriation are over. The refugees’ long stay in exile, poverty, and dissuasive conditions in many parts of the country are likely to prove difficult obstacles to overcome in future. Attempts to engineer large scale return risk infringing the critical principle of voluntary and dignified return and jeopardizing the sustainability of return. This is particularly the case for extremely vulnerable individuals, unaccompanied women, unaccompanied minors, women at risk, the elderly, the very poor, those in need of medical care and drug addicted individuals. At the same time maintaining voluntary repatriation movements will certainly assist in reducing bilateral tensions on this issue with neighbours. There is pressure in some quarters for the introduction of formal Refugee Status Determination procedures which could result in many Afghans being obliged to return. The Government and its international supporters will therefore need to develop a range of political and practical solutions and responses

to this complex situation to enable a workable and humane compromise.

INTRODUCTION

The importance in political and socio-economic terms of the return of more than 5 million represents for the process of reconstruction in Afghanistan has been recognized. A population movement of this dimension has substantial implications for political reconciliation, reconstruction, and development. The return and successful reintegration of 3.6 million by the end of 2005 was seen as one the major achievements of the Bonn Agreement. The Afghanistan Compact and Afghanistan National Development Strategy (ANDS) give similar prominence to the issue of refugees and return.

The Afghanistan Compact contains three benchmarks relating to refugees, returnees and IDPs as follows:

- Under the heading Social Protection: “ By end-2010, all refugees opting to return and internally displaced persons will be provided assistance for rehabilitation and integration in their local communities; their integration will be supported by national development programmes, particularly in key areas of return

- Under the heading Regional co-operation: “Afghanistan, its neighbors and countries in the region will reach agreements to enable Afghanistan to import skilled labour, and to enable Afghans to seek work in the region and send remittances home.”
- Under the heading Human rights: “..., human rights monitoring will be carried out by the Government and independently by the AIHRC, and the UN will track the effectiveness of measures aimed at the protection of human rights; the AIHRC will be supported in the fulfillment of its objectives with regard to monitoring, investigation, protection and promotion of human rights.

The decision taken by the Joint Co-ordination Monitoring Board (JCMB) at its session held on May 1st 2007 to establish a specific Consultative Group on “Returnees, Refugees and IDPs” is further testimony to the importance placed by the Government and the international community on the issue. Since its establishment, the Consultative Group on refugees has since met on 24 June 2007 and on 10 September 2007.

Refugees, Returnees and IDPS and Poverty Reduction and Economic Growth

All returnees are not of equal economic status. The Government’s focus will be primarily on the poor and vulnerable; particular consideration will be given to their food security, shelter, and employment.

A significant percentage (approximately 20%) are children and youth below working age. Their return will require additional investments in education and vocational training.

The returnees can be significant source of human capital if properly utilized. Although the majority have a low skill profile, there are many returnees that have acquired skills and expertise during their exile. Through effective manpower planning, returnee capabilities can be put to good use.

Some returnees will require skill development and can gain this through National Skill

Development Program (NSDP) or through vocational training programs. With proper manpower planning and skills development, trained returnees can fill gaps in different sectors. They can also make a positive contribution to the productivity of individual sectors and the economy.

CONTEXT

The most direct impact of war and violence in Afghanistan has been the massive displacement of its people to neighboring countries that occurred initially as a consequence of the Soviet occupation. Between 1979 and 1992, more than a fifth of our population - over six million people - left the country in search of safety, mainly to Iran and Pakistan. Many hundreds of thousands continued to leave during the 1990s as internal factional and ethnic conflict persisted. By 2000, Afghans had sought asylum in more than 70 countries around the world. Internal displacement due to violence drought and poverty was also significant. In the spring of 2001, internal displacement was the fastest growing situation in the world.

Since 2002 more that 5 million have returned home, out of whom 4 million have been assisted by the Government and the Afghan and international partners, namely, UNHCR, IOM, other UN Agencies, local and international NGOs (thereafter referred to as the Partners). This repatriation process made an important political, economic and social contribution to the success of the Bonn Agreement. In overall terms, internal displacement due to violent conflict has declined since 2002 but significant displacement still occurs. Significant secondary movements beyond the region to Europe and elsewhere have largely ceased. Despite these huge and unprecedented repatriation movements, some 3 million registered remain in Pakistan (2.15 million) and Iran (0.9 million). However, population movements now demonstrate more normal migratory patterns. Still large numbers move to and from the neighbouring countries and Afghanistan predominantly for economic and social purposes. Distinctions between refugees and migrants have become increasingly blurred. But policy and regulatory frameworks have not kept pace with these trends. For more detail in the number of

returnees from Pakistan, Iran and other countries per year; please refer to the table – 1.

2002-2007 Assisted returns							
Year	Pakistan	%	Iran	%	Other countries	%	Total
2002	1,565,095	85.31%	259,792	14.16%	9,679	0.53%	1,834,566
2003	332,183	69.84%	142,280	29.91%	1,176	0.25%	475,639
2004	383,322	50.36%	377,147	49.55%	627	0.08%	761,096
2005	452,658	87.17%	65,526	12.62%	1,084	0.21%	519,268
2006	133,338	95.37%	5,264	3.77%	1,202	0.86%	139,804
2007	343,438	98.30%	6,053	1.7%			349,491
TOTAL	3,210,065	78.68%	856,062	20.98%	13,768	0.34%	4,079,895

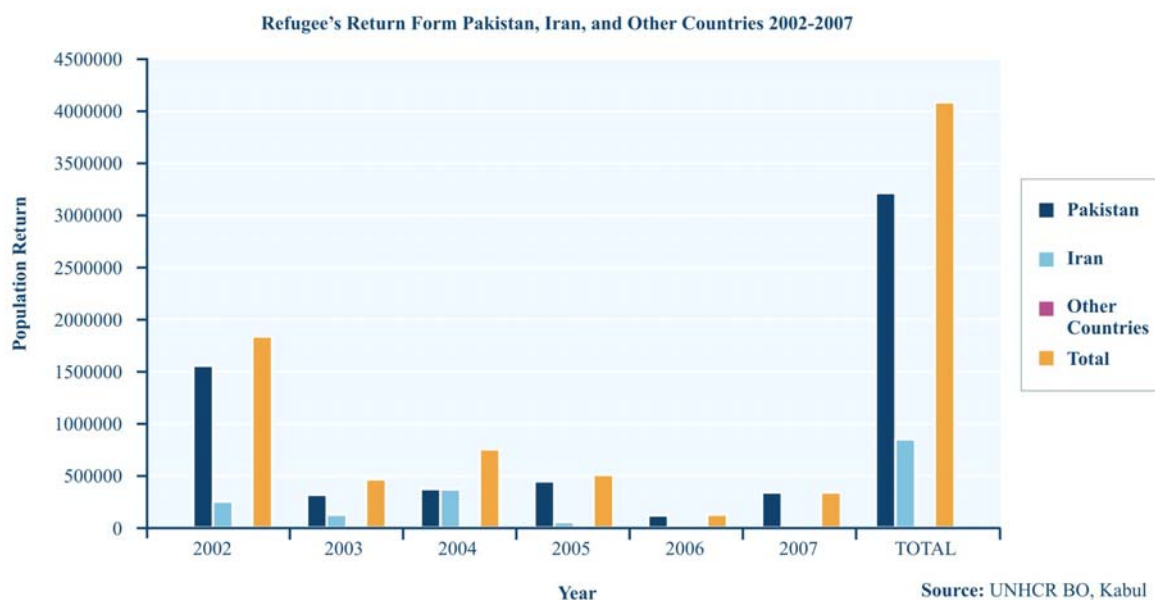
Table – 1 Refugee’s return from Pakistan, Iran and other countries 2002 to 2007

Source: UNHCR BO Kabul

In demographic terms, the number of Afghans currently in Iran and Pakistan are rather modest accounting overall for only 1.3 % of the populations and estimated labour forces in those countries. A balanced and objective analysis of their economic and social impact would need to include data detailing both costs and benefits. Unfortunately, the Afghans refugees have attracted accusations of involvement in smuggling, drugs trafficking,

and involvement with terrorism and the ongoing insurgency. Their longstanding presence often surfaces as an irritant to bilateral relations. This is further exacerbated by the lack of border management and the continuing unregulated movements of people, particularly to and from Pakistan.

Chart 2: Refugee’s return from Pakistan, Iran and other countries 02 – 07



Approximately 80% of the remaining Afghan refugee population in Iran and Pakistan has been in exile for more than 20 years and 50% were born in those countries. The majority originate either from border provinces with Pakistan that are currently affected by insecurity or from impoverished central

highlands and upland areas. Exposure to more developed living conditions has certainly had some impact on the attitude of refugees towards return. However, there is little evidence of improvements in their economic and social circumstances during exile. The majority remain poor and marginalized.

Nevertheless, if given a choice, a considerable proportion would prefer to remain in exile until prospects in Afghanistan or their own personal situation improve. Cross border movement is frequent and substantial. Many families rely on transnational networks that operate between neighbours and throughout the region. These complicate ongoing efforts to apply humanitarian and refugee solutions to an increasingly complex and fluid situation.

Frustrated by the slow pace of recovery and reconstruction, the neighbors have applied a range of pressures and measures to encourage higher return figures. To date, the repatriation operation has by and large maintained its voluntary character. But maintaining this position may prove to be increasingly difficult as repatriation figures decline. The central policy consideration for the government is therefore whether to opt for fixed, time-bound repatriation targets with the consequent risk of unsustainable return and reintegration, or to remain committed to a more gradual approach based on voluntariness and the country's absorption capacity with the prospect of increased pressures for higher levels of return if figures remain modest. A workable compromise will need to be developed that can address both sets of concerns. In either instance, there will be a need for more intensive planning, coordination, and increased support especially for the reintegration component of the sector.

Achieving the sustainable return of all remaining Afghans from the neighbouring countries would ideally require the following: (i) peace and security in areas of refugee origin particularly where there is ongoing conflict, (ii) the improvement of political, economic, social and organisational absorption capacities in key sectors and areas, and (iii) an implementation plan and supporting resources executed over a number of years. Prerequisites for robust progress in this sector will be strong coordination among concerned government ministries and departments, and a significant increase in resources in support of existing national programmes and, if justified, supplementary interventions. A key requirement will also be the emergence of a more predictable and secure operating environment.

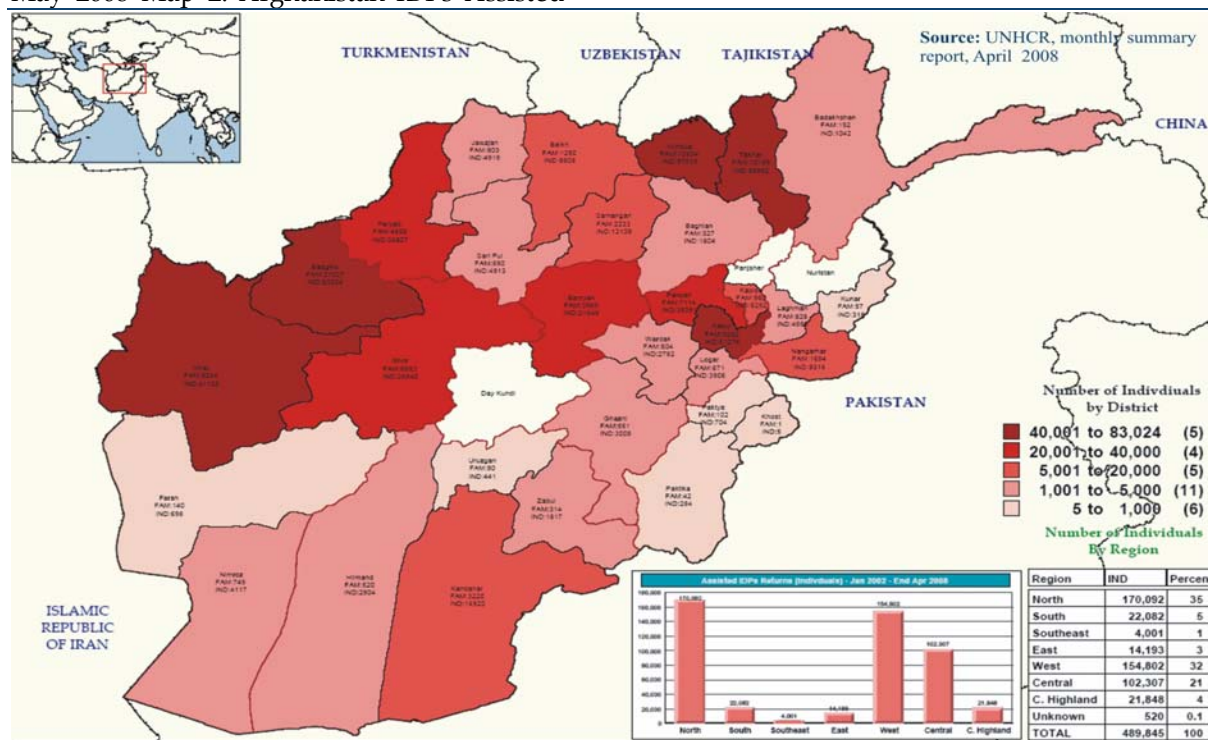
Large numbers of Afghans have already returned voluntarily and reintegrated with relatively few major difficulties. But the arrival of 5 million additional persons since 2002 has certainly put pressure on economic opportunities, encouraged rural to urban migration, depleted local resources, and challenged social and family coping systems. Those remaining in exile have been absent for more than two decades. Their return will be much more challenging. The absorption capacity for unskilled labour is currently very limited, even in urban areas where the economy has grown most substantially.

There is limited formal data on out-migration among former returnees. These movements may not necessarily evidence a reintegration failure but may very likely be part of a diversified livelihood strategy. Available information suggests, however, that has become more pronounced during recent years, especially where repatriation has not been voluntary. This situation points to the need to develop a deeper understanding of what reintegration requires in both urban and rural contexts. temporary labour migration is an important source of household budget support. But to date, no formal policy or legal framework has been developed to manage these movements. In its absence, measures to restrict migration seem simply to encourage illegal movements and an increased reliance on traffickers and smugglers.

From the over 1 million displaced in the late nineties by drought and conflict, there remain today a residual caseload of more than 130,000 individuals, made up of 51% male and 49% female. The majority are located in the southern provinces of Kandahar and Helmand. In 2005, the Government of Afghanistan adopted a national IDP policy placing the emphasis on the active promotion of durable solutions through voluntary return or, alternatively, settlement in locations where IDPs had established themselves. The National IDP Policy also highlighted the importance for national development programmes to fully factor in and address the reintegration of formerly displaced populations keeping in mind the concerns in terms of gender and lack of gender rights equality. In 2007, for the sixth consecutive and last year, the Government of Afghanistan and UNHCR assist those IDPs willing to return to

their places of origin. of origin Jan 2002 to Return to their places
 May 2008 Map 2: Afghanistan IDPs Assisted

Return to their places



In the meantime, heightened conflict in the southern provinces of Kandahar, Helmand, Nimroz, Uruzgan and Zabul has generated new displacements in 2006 and early 2007. Obtaining precise information as to the number of affected persons and their immediate humanitarian needs remains a challenge in the prevailing security environment. A significant number of new displaced have been in position to return to their places of origin. The policy of the Government of Afghanistan with the support of the international community has revolved around the following key principles in relation to new conflict-driven displacement: i) humanitarian responses should be based on proper assessment; ii) the co-ordination and delivery of assistance should take place as close as possible to the point of delivery under the leadership of Disaster Management Committees at the regional, provincial, district levels, iii) in order not to fix civilian populations in displacement, once-off assistance to most vulnerable will be favored whilst encouraging prompt return as soon as security conditions permit it. The increased number of civilian casualties has lately been

an issue of growing concern. The systematic collection and analysis of information concerning new displacement as a result of conflict or natural disasters remain both a concern and a challenge for all actors.

In summary, there are a range of unpredictable external and internal factors that will shape the context and conditions for sustainable repatriation and reintegration and influence internal displacement during the period of the ANDS. They will make the elaboration of a detailed strategy and measures to address them extremely challenging. Future progress will depend to a significant degree on securing consistent engagement from other government and international actors in sectors that lie beyond the mandate of the Ministry of Refugees and Repatriation (MoRR) and its international partners. As such, the vision and objectives outlined in the present document will require further investment in developing practical programme interventions, and regular updating and adapting as the situation evolves in the coming years.

CHAPTER I

OVERALL STRATEGY FOR REFUGEES, RETURNEES AND IDPS SECTOR STRATEGY

STRATEGIC VISION AND GOAL

Since the first bilateral agreement on return between Afghanistan and Pakistan was signed in 1988, full repatriation has remained the preferred policy solution of all stakeholders. But despite huge return movements in 1992-93 and again since 2002, securing this objective has been complicated by the consequences of long conflict and its impact on politics, economics, and society. It has been made more elusive by the varied effects of protracted exile on such a large portion of the Afghan population.

Furthermore, the dynamics of Afghan migration that existed before the Soviet occupation and mass refugee flight are re-emerging. The international refugee policy framework and arrangements overseen by UNHCR have provided coherence and continuity for millions of displaced Afghans over many turbulent years. But the challenges for solutions have grown more complex both politically and operationally. Working closely with its international partners, the Government of Afghanistan will need to find practical and viable approaches to return and reintegration, to managing contemporary population movements, and to external political pressures for higher and faster levels of repatriation.

To meet these challenges, it will need (i) to upgrade the capabilities of individual Ministries concerned with repatriation (Foreign Affairs, Refugees and Repatriation), reintegration (Rural Rehabilitation and Development, Urban Development, Health, Education) and migration (Foreign Affairs, Labour, Social Affairs, Martyrs and Disabled, Interior), (ii) improve inter-Ministerial policy co-operation and linkages between central

government and provincial/district authorities, and (iii) mobilize substantial additional resources in close partnership with the international community.

With respect to repatriation, the range of political, security, and economic factors that will shape the durable resolution of the Afghan refugee and displacement issue make the setting of quantitative targets a risky exercise. Nevertheless, some broad scenarios for the return and reintegration sector could be envisaged for the period (2008 - 2013) covered by the ANDS. They assume that current trends will be unlikely to deviate dramatically (positively or negatively) from the present situation and that therefore there will still be a substantial number of Afghans remaining outside their country in 2013.

A. Scenario One

Progress towards peace and security, political stability, economic and social development improves on current trend lines. There are no changes to current legal and operational frameworks governing repatriation. Support for reintegration through national programmes benefits from increased and better targeted investments. Afghans continue to enjoy international legal protection as refugees. Internal displacement continues as a consequence of localized conflict. Under these conditions, it may be envisaged that a projected figure of between 800,000 and 1,000,000 Afghans return home voluntarily and sustainably, predominantly to the west, north and central regions of the country.

B. Scenario Two

Progress towards peace and security, political stability, economic and social development remains on its current trend lines. The number of Afghans returning outside the Tripartite

Framework increases as a result of new measures introduced by the neighbouring countries. Support for reintegration through national programmes benefits from increased and better targeted investments and improved response capabilities. The terms and conditions for registered Afghans to remain in the neighbouring countries deteriorate. Conflict induced internal displacement persists, especially in southern Afghanistan. Under these conditions it may be envisaged that a projected overall figure of 600,000 – 800,000 return voluntarily or are returned.

C. Scenario Three

Progress towards peace and security, political stability, economic and social development deteriorate. There are no changes to current legal and operational frameworks governing repatriation. Support for reintegration through national programmes benefits from increased and better targeted investments but implementation is weak due to poor operating conditions (security). Afghans continue to enjoy a measure of international legal protection as refugees though less than before. Internal displacement continues as a consequence of localized conflict. Under these conditions, it may be envisaged that a projected figure of between 400,000 and 600,000 Afghans return home voluntarily and sustainably, predominantly to the west, north and central regions of the country.

Vision:

To provide sustainable reintegration possibilities for all Afghan refugees, returnees and IDPs choosing to return to and in Afghanistan.

Policy Goal

To transition out of a purely refugee and humanitarian framework for managing population movements to a more comprehensive set of policy arrangements that, with due consideration for cross cutting issues, will advance durable solutions for the remaining 3 million Afghans in the neighboring countries, for returnees, and for Internally Displaced Persons (IDPs) including the most vulnerable populations by the end of 2013.

NEEDS ASSESSMENT

With respect to Afghans refugees in Pakistan and Iran and returnees, information has been generated regarding the socio-demographic features of these populations and their most pressing reintegration needs through principally three avenues: i) census and registration exercises, ii) the content of the National Human Rights Report, and iii) studies and researches.

Figure 1: Registration Exercise (Oct – 06 to Feb – 07) in Pakistan



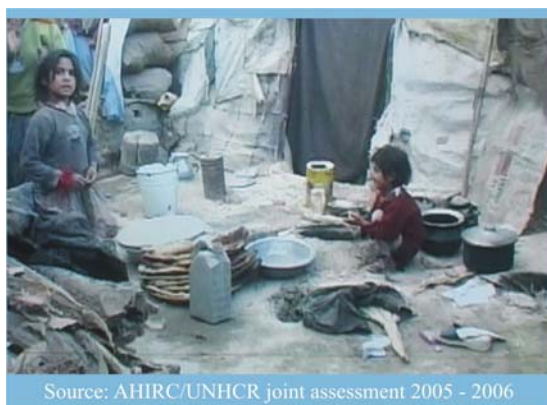
The census (2005) and registration exercises (October 15th 2006 – February 15th 2007) conducted in Pakistan offer a comprehensive profile of the 2.1 million Afghans remaining in Pakistan, including the main reasons for not returning. A similar exercise (Amayesh I & II) was conducted in Iran (2005 and 2006). However, the data obtained from the Iranian authorities regarding the remaining Afghan population so far provided has not been of the same depth and detail as in Pakistan.

Since 2002, a number of studies have been commissioned and conducted regionally in the areas of transnational networks, the socio-economic role(s) of Afghan communities in Pakistan and Iran, cross-border movements, the impact of returnees on local labour markets, and the fate of second generation Afghans in exile as well as in relation to return and reintegration.

In 2005 and 2006, the Afghan Independent Human Right Commission (AIHRC) jointly conducted with UNHCR some 20,000 interviews throughout the country under the National Human Rights Scheme. Through these interviews, AIHRC seeks to identify obstacles to sustainable reintegration in

relation to 11 areas of rights. On the basis of these interviews, the AIHRC published its first report on Socio-Economic rights in 2006 and a second in 2007. In the recent 2007 report areas of essential concern included the lack of essential food, essential primary healthcare, housing, basic education, access to water, and economic vulnerability. These findings will need to be supplemented by deeper analysis of poverty, labour market integration, and mobility.

Figure 2: IDP's in different part of the country facing difficulties due to lack of basic need "Food, Water, Shelter, Access to health posts and etc."



Source: AIHRC/UNHCR joint assessment 2005 - 2006

Continued investments in research and the establishment of a baseline against which to measure progress in poverty reduction among returnees internally displaced persons (IDPs) (particularly with regard to vulnerable groups such as women, children, people with disabilities and the chronically poor as well as kuchis, returnees will be essential in tracking the future sustainability of the return and reintegration process and guiding future design and technical and financial programming requirements.

OUTCOMES

Supporting Policy Outcomes

- Facilitation of the gradual return of all Afghans who wish to return voluntarily from Pakistan, Iran, and other host countries through policy negotiation and coordination;
- Strengthened capacity of the Government of Afghanistan to plan, manage, and assist the sustainable reintegration of Afghan refugees and Internally Displaced

Persons through policy advice, institutional strengthening, training, technical and financial support;

- Improved capacity of the Government to plan for, prepare and respond to internal displacement(s), at the central, provincial and district levels through policy advice, training, and material assistance support;
- Generation of international support for the sustainable reintegration of returning Afghans through mobilization of additional resources to enhance their physical, legal, and material safety;
- Monitoring and evaluation of the return process of both refugees and IDPS to ensure its voluntariness and that their rights are protected through data collection, analysis, and advocacy;
- Promotion of agreements with neighboring countries on improved and more predictable terms and conditions for the continued stay of those Afghans unwilling to return though informed policy advocacy and research;
- Progress towards bilateral agreements on temporary labour migration frameworks, including return arrangements so as to better managed cross border movements though negotiation informed through research and analysis.

KEY POLICIES AND CO-ORDINATION

Within the region, the principle legal and operational framework governing voluntary repatriation is provided by the Tripartite Agreements (TA) signed between Afghanistan, UNHCR, Iran and Pakistan respectively. These agreements are serviced by regular meetings of Tripartite Commissions at both Ministerial and working level. The TA with Iran was renewed for a further year on 27 February 2007; the TA with Pakistan was signed on 2 August 2007 with a duration three years until 31 December 2009; similar agreements with Denmark, France, the Netherlands, Norway, the United Kingdom, Sweden and Switzerland.

The Tripartite Agreement and the Tripartite Commissions have proved useful *fora* for

policy and planning discussions. But since repatriation figures started to decline in 2005, the Government has come under increasing pressure from asylum countries to accept planning figures and measures that implicitly question the voluntariness of return. In particular, the tendency is to propose high planning figures as well as measures that are likely to pressure Afghanistan into agreeing with decisions that are neither in the national interest nor in the interest of the people concerned.

The retention of the Tripartite Agreements is an important tool to ensure policy coordination and respect for refugee law and humanitarian principles. Ensuring the voluntariness of return is also critically important in ensuring sustainability and minimizing humanitarian distress. Experience has indicated that large, unplanned, and essentially involuntary returns have to be managed as emergency influxes and generate a range of negative consequences, especially for those persons returned under such circumstances.

While the repatriation operation was recording high return numbers during the period 2002-2004 there were few controversial policy issues to address. However, as the figures have declined, more difficult questions have emerged. In view of the potential political and humanitarian consequences of large induced returns, and taking into account the need to develop broader policy responses to population movements, it is important that future policy reflections benefit from the active involvement of a wider cross section of government Ministries. More dedicated policy, institutional, and programme arrangements that can mobilise the required resources and advocate for international support are required. Closer coordination among Ministry of Refugees and Repatriation, Ministry of Rural Rehabilitation and Development, Ministry of Urban Development, the Ministry of Education, and the Ministry of Public Health and international donors on medium term reintegration programmes will be critical to reducing some of the pressures on Afghans in Iran and Pakistan



CHAPTER II

REFUGEES, RETURNEES & IDPS SUB-SECTOR STRATEGIES

To respond adequately to the challenge posed by the remaining 3 million Afghans in Iran and Pakistan and to ongoing population movements within the region, the Government will implement strategies that have both political and operational components.

These strategies will support (i) the voluntary return of refugees from Pakistan, Iran and elsewhere, (ii) more visible and performing reintegration programmes and interventions, (iii) improved management of cross border movements and economic migration, (iv) the concerns of long-staying Afghans that prefer to remain in exile, and (v) the capacity of the government to plan, prepare and respond to internal displacement crisis.

RETURN STRATEGY

The government will strive to strike the right overall balance between encouraging the return of its citizens whilst ensuring that this takes place under decent circumstances.

In view of the nature of the remaining population, and in the light of the factors cited above, it is improbable that all Afghans can be persuaded to return voluntarily in the coming years.

In consequence, there will be further pressures for higher levels of return from the neighboring countries both through the tripartite mechanisms and outside them.

Figure 3: Since Jan - 08 to May - 08; 55,000 individual has been assisted through government and UNHCR returned home voluntarily.



The current Tripartite Agreement on voluntary repatriation with Iran and Pakistan has recently been extended for a further year period and three years respectively.

For 2007, the Tripartite Agreement with Iran set out an indicative planning figure of 200,000.

To support this target, the Government of Iran introduced a proposal to grant one year renewable (up to three years) work permits to Afghans provided they first return home with their families. There is as yet no official planning figure proposed in the draft agreement with Pakistan. The Government of Pakistan itself has referred to all Afghans returning over the next three years implying an annual figure of 800,000. In the Tripartite Commission meeting held in Dubai on June 8th 2007, both the Government of Afghanistan and UNHCR indicated that in their views this figure is unrealistic.

The Tripartite Agreement sets out the key principles to be observed governing the repatriation of Afghans from Iran and Pakistan - voluntariness, gradualism, dignity, and safety. The extension of the tripartite accords - and the legal and operational discipline that they bring to the voluntary

repatriation programme - is an important component of the overall strategy. It provides important legal and practical safeguards against unsustainable level of returns. In future the Government will need to enter into bilateral agreements with its neighbors on managing population movements. It will be important to ensure that these are underpinned by legal and administrative arrangements that are compatible with international standards. In the meantime, the Tripartite Agreements should remain the point of reference for all discussions on terms and conditions related to the return of registered Afghans. More vigorous public advocacy by all interested stakeholders to underline their practical application and effects can therefore play a useful role in ensuring continued respect for their provisions.

So far, the return of more than 5 million persons from Pakistan and Iran has been accomplished with few major concerns. The government and its partners have offered direct support in the form of the provision of a repatriation cash grant, monitoring at the border and encashment centers in Afghanistan and assistance to the most vulnerable during the journey back home.

Part of the growing pressures in Iran and Pakistan, and the consequences of these for the Afghan populations themselves in those countries, may be attributed to the perception that insufficient political attention is being paid to the refugee issue in Afghanistan. It is evident that visibility alone will make little material difference and that any public statement will need to be backed up by concrete and achievable actions. But the value of a more proactive public commitment to addressing refugee return and reintegration is clear both politically and operationally.

The strategy will be achieved through the pursuance of the following return objectives:

- Tri-partite agreements between countries of asylum, Afghanistan, and UNHCR, fully reflecting the principles of voluntary, dignified and gradual return, continue to guide the conduct of the voluntary repatriation operation.

- Annual return planning figures, taking full account of the prevailing situation in Afghanistan and its limited absorption capacity, are discussed and agreed upon in Tri-Partite Commissions with the Governments of Pakistan and Iran and reflected in Tri-Partite agreements.
- Refugees and returnees have access to information to make informed decisions on return, through bulletins, Q&As, radio-programmes as well as, where necessary, Go and See and Come and Talk visits;
- Refugees, returnees and former IDPs have access to information and legal services to enable them to resolve obstacles to reintegration and settlement, particularly concerning land and property restitution through traditional or formal conflict-resolution and justice mechanisms.
- Obstacles to safe and dignified return and reintegration continue being identified and the national capacity, particularly of the Afghan Independent Human Rights Commission (AIHRC), to monitor, document and intervene to address these is enhanced, in close co-operation with human rights and rule of law actors, including UNAMA.
- Each returning refugee receives a transport grant averaging US \$ 17 per person according to final destination.

REINTEGRATION STRATEGY

The Afghanistan Compact of January 2006 sets out the key objectives to be secured to allow progress in critical areas - security, governance social and economic development - up until 2010. The objective for assisting the reintegration of returning refugees is only articulated in general terms. To date, the unwritten assumption has been that continued progress towards political stability and economic growth, the scaling up of ongoing national development programmes, direct assistance from MoRR and UNHCR, and the resilience of returnees themselves will prove sufficient to address the challenge of refugee reintegration. However, as the preceding account makes clear, this supposition does not take into account the growing political pressures in the neighbouring countries for

accelerated repatriation, the profile of the remaining Afghan population, deteriorating security conditions in many parts of the country, and the nature of contemporary population movements.

The Afghan Independent Human Rights Commission (AIHRC) will continue its returnee monitoring role which has been instrumental in addressing reintegration challenges, in particular those related to land and property. In addition, with the possibility of involuntary return, the nature of return will be consistently and regularly monitored; thus any changes in motivation to return will be signaled promptly, allowing for immediate advocacy of human rights actors towards the countries of asylum.

The Government of Afghanistan and its international partners will continue to provide initial reintegration assistance to returnees in the form of the provision of an average US \$ 83 cash reinstallation grant per person, shelter assistance to most vulnerable families (targeting 25 % most vulnerable returnee families) and attend to the needs of the most destitute returnees from a social and economic stand points through Extremely Vulnerable Individuals (EVI) and Women-at-risk project.

Beyond the above immediate reintegration assistance, the greatest impact for returnees as for communities in general, would derive from more investment in urban development, housing, employment, water management, energy, and infrastructure. Access to land, security of tenure, and property rights remain of serious concern.

A start has been made in tackling these challenging issues through a land allocation scheme for those without land. In order to ensure settlements are sustainable, particular attention should be paid to improving site appraisal and selection, environmental issues, procedures to choose beneficiaries, enhancing employment opportunities, and the provision of basic services. MoRR's capacity to coordinate this process will be enabled through a Programme Implementation Unit. The short term aim should be to establish workable pilot schemes on existing settlement sites which, technical and financial support permitting, could be replicated and scaled up in future.

Figure 4: Under the reintegration 169,611 shelter units implemented and 9,091 water points has been completed since 02 to end April 08 in all regions.



Support for the initial reintegration requirements of returning refugees in critical sectors like housing, employment/livelihoods, water, and sanitation will still need to be a major focus of government activity. To make more substantial progress in these areas, however, national capacities for policy and program development, management, and implementation will be strengthened, especially at local level.

In principle, the current range of national development programmes covers most key sectors and geographical areas of potential interest to returning Afghans. It is very probable that many returnees have already benefited from many of these interventions. But as returnee involvement is not specifically monitored it is hard to judge programme impact either quantitatively or qualitatively. In any event, in order for these programmes to make a measurable contribution to future return and reintegration, some adjustments or additions to their design and operation will be necessary.

Such modifications would have to take into account both geographical (places of origin) and sectoral/technical criteria. They would also have to determine how best to incorporate returning Afghans into their planning process. This will be an important task for the Government to initiate with its international development partners over the next twelve months.

The places of origin according to table – II; of the remaining Afghan populations may not

bear a strict resemblance to where they may return. Due to their long exposure to urban or semi-urban environments in exile, many (40% of all returns) may prefer to repatriate or eventually move to Afghanistan's cities.

Places of origin (district level) of Afghans living in Pakistan and Iran are known. With respect to sectors and technical interventions, recent reintegration studies have highlighted the need for business/enterprise development training, access to credit, vocational training/skill development linked to labour market needs, public works employment

programmes, and support for vulnerable individuals. Particular attention may need to be paid to returnees with drug related problems.

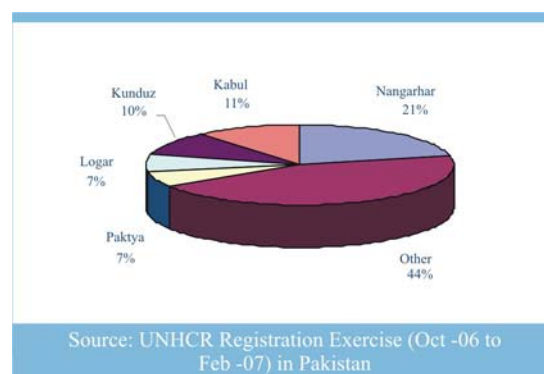
Table - II: Refugees places of origin which still living in Pakistan

Province	IND	IND %
Nangarhar	451,200	21.0
Kabul	240,544	11.2
Kunduz	208,471	9.7
Logar	142,415	6.6
Paktya	141,859	6.6
Others	968,599	45.0
Total	2,153,088	100.0

Source: UNHCR Registration Exercise (Oct - 06 to Feb - 07) in Pakistan

For Afghans in Pakistan, three main places of origin are the southern and eastern provinces along the frontier with Pakistan (Ningahar, Kunar, Paktia, and Kandahar), central region provinces (Kabul, Logar) and two Northern provinces (Baghlan, Kunduz.) A major concern with those provinces in the south and east is access due to poor security. The latter is one of the main reasons for Afghans for not returning. It also a critical obstacle for national and international agencies to operate in areas of potential returns especially in South and Southern-East where access is limited to few Districts. For Afghans in Iran, the main provinces of origin are in the west (Herat, Farah), the north (Faryab, Balkh, and Baghlan) and centre (Kabul and Ghazni). The majority of Afghans in Pakistan are Pushtun; in Iran they are Hazara and Tajik.

Chart 3: Places of origin of those Afghans still living in Pakistan



As far as design issues are concerned, government ministries and programmes will need to establish more systematic linkage between returnee destinations and resource allocation decisions. They will also examine the possibilities for providing these areas (1) supplementary funding channeled through existing programmes, (ii) a dedicated line of credit accessible to returnees and local populations to finance micro-finance lending and small business development, and, (iii) allotting places on training and skill development courses (especially for young returnees). All such programmes will need to be equipped with additional management support to ensure that the inclusion of returnees can be factored into their planning cycle and the impact tracked and monitored systematically. It is important the government attaches sufficient importance to this issue in its dialogue with donors and requests specific and additional support for refugee reintegration for the period of the ANDS. The international conference on return and reintegration endorsed by the sixth meeting of the Joint Coordination and Monitoring Board (JCMB) foreseen for Kabul in 2008 will represent an important opportunity to coordinate policy and secure such assistance.

The strategy will be achieved through the pursuance of the following reintegration objectives:

- The government of Afghanistan's capacity to plan, manage and assist the reintegration of returning Afghans and Internally Displaced persons is strengthened through, inter alia, closer coordination among the Ministry of Refugees and Repatriation, the Ministry of Rural Rehabilitation and Development,

the Ministry of Urban Development, the Ministry of Education, and the Ministry of Public Health on reintegration programme is critical

- Current reconstruction and development policies are adjusted to make more explicit provisions for returning refugees and Internally Displaced Persons. Such modifications take into account places of origin of returning refugees and sectoral areas like housing, micro enterprise, certification of education, skills etc.
- Budget allocation under core and national development budgets to provinces and districts takes full account of population growth as a result of return.
- National initiatives addressing the needs of returnees and local host communities will be developed and enhanced in housing, area and community development, access to micro credit and training programmes including business and enterprise development by the end of 2008;
- Subject to improved site and beneficiary selection, technical preparation, sufficient financing, and security, the current pace of implementation of the National Land Allocation sites may be scaled up by 2008 to ensure the opening and development of 5 to 10 new sites per year in priority areas of return.
- For the land allocation programme, proper institutional arrangements within the lead co-ordination ministry MoRR (establishment of a Project Implementation Unit) as well as with respect to inter-ministerial co-ordination (inter-ministerial agreement, creation of Oversight Committee) will be in place by the beginning of 2008.
- Subject to confirmation following an external review, each returning refugee will receive a reinstallation grant of US\$ 83 upon arrival in Afghanistan.
- Most vulnerable returnee families (25 % of total return population target) having access to land are assisted to rebuild their shelter.
- National and provincial mechanisms, both governmental and non-governmental, to assist and facilitate

solutions for extremely vulnerable persons (EVIs), including women exposed to risk, are functioning and able to absorb a growing number of medical, social and other vulnerable categories, identified at the border, at encashment-centers as well as in areas of return.

- An increased number of returnees and former IDPs are provided with short-term employment opportunities through cash-for-work, income generation, including those contributing to community assets, or access to skills development programs.

STRATEGY FOR CROSS BORDER MOVEMENTS

In overall terms, the government's future strategy must be to enable and improve the opportunities for its citizens to travel and work abroad under more regularized and decent conditions. The experiences of a number of other South Asian countries demonstrate the positive benefits of having a pro-active labour migration strategy. Best international practices, including regulation of labour recruiters, will be followed. Currently, too many Afghans are forced to take risks and expend valuable resources on irregular movements. To counteract this trend will require eventual negotiations over bilateral agreements on temporary migration. An important first step of strategy development is for the government to recognize and understand the scale and nature of cross border movements to and from the neighbouring countries. This would be greatly assisted by dedicating more resources to the establishment of effective border management, infrastructure, processes, and personnel.

The current Tripartite Agreement with Iran contains provisions for the issuing of work and residence visas (renewable for up to three years) to registered Afghans provided they first return home and settle their families and apply to return to Iran through official channels. The scheme is still in its infancy and there are few details or even precedents to analyse so far. But the opportunity for Afghans to live and work legally in Iran is an important breakthrough. The Government of Afghanistan will further encourage and build on this opening since it may well provide the

opportunity to advance to a broader agreement on seasonal labour migration in the years to come. It should provide valuable experience and a platform on which to initiate both policy and technical discussions on issues such as employment conditions (contracts, rights, insurance).

For this purpose, the Ministry of Foreign Affairs (MoFA), Ministry of Refugees and Repatriation (MoRR), Ministry of Women's Affairs (MoWA) and the Ministry of Labour and Social Affairs, Martyrs and Disabled (MoLSAMD) will need to cooperate in order to elaborate a clear policy line and strengthen institutional knowledge and expertise. A useful step will be to devote more resources to strengthening the capacities of Embassies, Consulates and Representative Offices of MoRR to monitor and analyse developments.

In Pakistan, an important priority is to disentangle normal cross border movements from refugee return, and to differentiate between persons moving for economic, commercial or social purposes and refugees. In the case of the many hundreds of thousands of Afghans originating from adjacent provinces, the distinctions have become very blurred. Many notionally refugee families have members on both sides of the border. Exchanges are regular and substantial as there are virtually no controls or verification procedures currently in place at even the main border crossing points. It will be important to identify who is moving and why. Bilateral cooperation will be required to introduce some measure of regularisation.

A fee paying system linked to cross border permits could be introduced without jeopardizing the important economic and social linkages that the current *laissez faire* situation permits. Technical expertise from appropriate international agencies such as the ILO and IOM should be called upon to advise on how government capacities to address economic and other forms of migration can be developed.

The strategy will be achieved through the pursuance of the following **cross-border movements' objectives**:

- Bilateral cooperation between Afghanistan and its neighbors is further developed in order to better manage

cross border movements and reduce human risks through increased dialogue and exchanges;

- The government of Afghanistan's policy on population movements receives higher political attention and support by various governmental actors (Presidency, Ministry of Foreign Affairs etc) and is informed through research and policy analysis;
- The Government of Afghanistan's ability to address the challenges of seasonal labor migration is strengthened through improved inter-ministerial cooperation and informed through international technical assistance and know-how.
- The return of Afghans residing illegally in Pakistan and Iran is addressed on a bilateral basis but incorporates legal and administrative arrangements and procedures based on international principles and standards.

STRATEGY FOR LONG STAYING POPULATIONS:

The Government of Afghanistan up to the level of the President has repeatedly expressed its wish for Afghan citizens to return home. The policy is formally enshrined in a Presidential Decree. Extensive monitoring of the return and reintegration process to date has not revealed any systematic pattern of discrimination. As referred to earlier, returnees largely face the same economic and social challenges as other Afghans. However, the deterioration in security in the southern and eastern provinces during 2006-7, and the targeting of government personnel and aid workers, has increased protection concerns among the remaining Afghan populations, especially in Pakistan. Many have established viable livelihoods in their host countries which they are reluctant to give up. It therefore needs to develop a clear strategy on how to position itself on these questions.

In recent years most surveys indicated that the Afghan populations in Iran and Pakistan were primarily preoccupied by economic and social issues related to return and reintegration - housing, land, employment, health and education - rather than hard protection and

security concerns. It is evident that living conditions for most Afghans remaining in exile – despite their lack of status and security – remain broadly preferable to returning to Afghanistan. Neither Iran nor Pakistan accepts this as a justifiable premise for refugees to remain on their territory. Iran has indicated that it would like to introduce a Refugee Status Determination (RSD) procedure the main purpose of which would be to encourage further repatriation and eventually to provide the legal basis upon which, if necessary, it will be authorized to deport those not accepted as refugees. However, the continuing insecurity and instability in many parts of Afghanistan suggest that this policy may not be easy to implement.

The upsurge in violence during 2006 has rekindled refugee concerns about security, political stability, and the future prospects of the reconstruction programme. This is particularly the case among those Afghans who originate from the southern and eastern provinces adjacent to Pakistan. These have witnessed the majority of security incidents. Following the recent registration exercise in Pakistan, Afghans holding Proof of Registration (PoR) cards have been granted the right to remain in Pakistan for a three year period (2007-2009). The data from the registration exercise will be helpful in providing a sharper profile of the population and in helping to craft appropriate solutions for them. It is not anticipated that the Government of Pakistan will introduce any mechanism such as that envisaged for Iran during the next three years.

It will therefore be necessary for the government to continue to demonstrate its determination to make it possible for more Afghans to return home voluntarily in the years to come as outlined in the reintegration strategy section. It can further enhance these prospects by encouraging donors to fund skill development programmes in Iran and Pakistan to better equip potential returnees for the reintegration challenge.

Given current circumstances in Afghanistan, eligibility for continued international protection and assistance remains justified, especially for vulnerable persons and those

originating from insecure areas. The Government will need to call upon international solidarity and advocacy to discourage premature attempts to end the refugee protection regime before workable and humane solutions have been agreed upon. It may, however, be necessary for preparatory bilateral dialogue on how an orderly return programme might be managed at some point in the future if it proves difficult to avoid the introduction of formal RSD mechanisms.

The strategy will be achieved through the following objective pertaining to long staying Afghan populations:

- The government of Afghanistan identifies those security, economic, social and humanitarian factors that impede return or which contribute positively to host communities, develops a profile of the remaining population and their circumstances in exile, and enters into negotiation with their host countries on more predictable terms of stay on behalf of its citizens.

EMERGENCY PREPAREDNESS (NEW INTERNAL DISPLACEMENT)

Over the past two years, Afghanistan has witnessed new instances of internal displacement as a result of military activities, particularly in the southern region, and natural disasters (drought, floods). As of November 30th, the mass deportation by the Government of Iran of Afghans residing illegally on its soil of some 330,000 persons has resulted in many deportee families being stranded in the provinces of Nimroz and Farah, in need of humanitarian assistance.

In response to situations of new displacement, the Regional, Provincial and District Disasters Management Commissions under the national guidance of the Afghan Disaster Management Authority (ANDMA) and related National Emergency Commission have played a key role along with concerned provincial authorities, notably the Departments of Refugees and Repatriation (DoRR) and

Departments of Rural Rehabilitation and Developments (DRDDs).

In the past year, marked improvements have been witnessed in the management by the relevant government authorities, at both national and provincial levels - of displacement crises. Notwithstanding, some areas relating to preparedness and response require close attention and continued improvement, namely: i) the collection of information in relation to high-risk areas and monitoring of key indicators (early warning system), ii) the quality, timeliness of assessments , iii) the mapping and co-ordination of response, iv) the collection and retention of information on current displacements.

The government will continue to pursue its policy that emergency preparedness and response related to internal displacement should take place as close as possible to the point of delivery and under the co-ordination of the relevant authorities, primarily the National Disasters Management Commissions, ANDMA with the full support of DoRRS and DRRDs.

The Afghan government will continue to count on the support of UNAMA to co-ordinate the United Nations capacity-building and response support at both national and provincial levels. This effort will indeed be guided by the National Disaster Management Plan and related Compact Benchmark (by end 2010, and effective system of disaster preparedness and response will be in place).

Figure 5: 98,919 families (489,845 individuals) has been assisted to return to their places of origin since Jan - 02 to end Apr - 08. But still there are thousands families that have been displaced due to the recent conflict in southern provinces.



The strategy will be achieved through the pursuance of the following **preparedness and response objectives**:

- In identified high risk areas, information is collected by the government in accordance with standard operating procedures and set of indicators approved by the ANDMA;
- Assessments are conducted in areas of displacement by the authorities with the full support of its Partners and results communicated in accordance with standard operating procedures and set of indicators approved by the ANDMA;
- In areas of displacement, the response is co-ordinated by the National Disaster Management Committees with the full support of DoRRs, DRRD, the UN under the leadership of UNAMA and other Partners of the Government;
- Information on current internal displacement will be collated at both National and Provincial levels under the leadership of ANMDA with the full support of MoRR, MRRD, the UN under the leadership of UNAMA and other Partners of the Afghan Government, notably the Norwegian Refugee Council (NRC).

CHAPTER III

CROSS CUTTING AND OTHER SECTOR RELATED ISSUES

CROSS-CUTTING ISSUES:

Regional Cooperation: Both regional and bilateral cooperation on population movements and migration will be required in future, given the different challenges and circumstances within the countries concerned and the varied composition of the populations. This will be important in developing complementary alternatives to the international refugee protection regime when circumstances in Afghanistan permit. The Government will build up its knowledge of international experience and strengthen its abilities to develop appropriate policies for Afghanistan. It will also need to prepare a more proactive communications strategy in order to present its policies and programmes to the neighbouring countries.

Gender: With respect to gender and age, particular attention is paid to the protection of children, women and the elderly during the return process, the specific challenges these population groups face to reintegrate upon their return home and their specific vulnerabilities. As noted earlier, half of the refugee population outside Afghanistan has been born in exile.

In the conduct of the National Human Rights monitoring, continuous efforts have been exerted to ensure that women's voices are heard; in 2007 44% of the field monitoring interviews conducted jointly by the AIHRC and UNHCR were with women. Though challenging, the participation of women in community-based project committees constitutes another area of distinct attention.

Environment: Environmental issues, especially in view of the additional strains on urban and municipal infrastructure and services occasioned by the returning

population, merit greater focus. In addition, these issues will need to be factored into the process of site appraisal and selection in the MoRR-led land allocation scheme and supporting programmes.

The return of almost 20% of the known population has placed pressure both on natural resources, economic opportunities, and urban environments. The return of a further 3 million persons will add to existing tensions. The Government will therefore need to pay particular attention to the potential for conflicts over land and access to natural resources (land, pasture, water, forests) especially in ethnically mixed provinces.

Anti - Corruption: In the design of reintegration programme components such as land allocation, shelter and housing, attention will be paid to anti-corruption measures by providing full transparency on beneficiary selection processes, entitlements, technical and financial specifications, and by offering opportunities for individual and community grievances and concerns about the programme to be voiced and to seek redress.

A. Capacity Building

Capacity building determines the ability of institutions and agencies to implement projects and sustain reforms. Refugee reintegration present complex challenges due to the need for an inter-Ministerial approach. This requires particular mechanisms to be developed. To date MORR has largely addressed the returnee issue alone and has experienced difficulties during the implementation of some funded projects/programs. The draw down of funds from Ministry of Finance has been slow. A program/project implementation unit (PIU) has been established within MORR to assist with the Land Allocation Scheme.

B. Counter Narcotics

Drug abuse and its socio-economic repercussions on families and communities in Afghanistan is aggravated by the large numbers of refugees returning to Afghanistan. They have been exposed to drugs during their stay abroad. The difficulties of economic and social reintegration also place them at particular risk of drug abuse and use on their return. Their employment prospects require measures to ensure that they do not either contribute to drug production or become drug users-calls for special measures to avoid them becoming producers or workers in the drug industry as well as syringe users

C. Integration of PDP's

PDP's: A further socio-economic concern will be the transhumant nomadic pastoralists (*kuchis*) whose (migratory), production mode (livestock dependent) and cultural identity present particular challenges.¹ Whether they have retained or abandoned their former way of living, displaced *kuchis* have distinct socio-economic features and expectations that may need affirmative action to integrate within the framework of existing development programmes. *Kuchis* face particular problems, such as accessing land under the Land Allocation Scheme.

The situation of the *kuchi* IDPs in the Southern provinces will require particular attention. The Ministry of Rural Rehabilitation and Development will have an important role to play in designing longer term solutions.

SECTOR RELATED ISSUES

Coordination and Effectiveness: Achieving the sustainable return of all remaining Afghans from the neighbouring countries would ideally require the following: (i) peace and security in areas of refugee origin particularly where there is ongoing conflict, (ii) the improvement of political, economic, social and organisational absorption capacities in key sectors and areas, and (iii) an implementation plan and supporting resources executed over a number of years. Prerequisites for robust progress in this sector will be strong coordination among concerned government Ministries and departments, and a significant increase in resources in support of existing national programmes and, if

justified, supplementary interventions. As referenced above, these challenges are complex and the strategic and operational responses to them will need to be gradually developed by the Government in partnership with its international supporters.

In view of the potential political and humanitarian consequences of large induced returns, and taking into account the need to develop broader policy responses to population movements, future policy reflections should also benefit from the active involvement of a wider cross section of government Ministries. More dedicated policy, institutional, and programme arrangements that can mobilise the required resources and advocate for international support are required. Closer coordination among MoRR, Ministry of Rural Rehabilitation, and Development, Ministry of Urban Development, the Ministry of Education, and the Ministry of Health and international donors on medium term reintegration programmes will be critical to reducing some of the pressures on Afghans in Iran and Pakistan. This will require improved communication between Kabul and key provinces of return.

Government ministries and programmes will need to establish more systematic linkage between returnee destinations and resource allocation decisions.

They will also examine the possibilities for providing these areas (1) supplementary funding channeled through existing programmes, (ii) a dedicated line of credit accessible to returnees and local populations to finance micro-finance lending and small business development, and, (iii) allotting places on training and skill development courses (especially for young returnees). All such programmes will need to be equipped with additional management support to ensure that the inclusion of returnees can be factored into their planning cycle and the impact tracked and monitored systematically.

It is important the government attaches sufficient importance to this issue in its dialogue with donors through the Consultative Group mechanism and requests specific and additional support for refugee reintegration for the period of the ANDS. The international conference on return and

reintegration endorsed by the sixth meeting of the Joint Coordination and Monitoring Board (JCMB) foreseen for Kabul in 2008 will also represent an important opportunity for the Government and donors to coordinate policy and secure such assistance.

MONITORING AND EVALUATION

As evidenced above, the setting of measurable indicators for the refugee, returnee and IDP challenge provides particular difficulties for a sector that is sensitive to a range of complex external and internal factors beyond its purview. This is particularly the case for reintegration given the varied interventions and support that contribute to successful outcomes, the dimension and characteristics of the potential returnee population, and the level of coordination required.

The main reference for monitoring and evaluation for the sector strategy is the ANDS itself, particularly in relation to the three Compact benchmarks relating to “Refugees, Returnees and IDPs”². These provide the benchmarks for following progress at the overall strategic level during the period 2008-2013

It is anticipated that the proposed international conference on return and reintegration referred to above and expected to take place in Kabul in 2008 will provide an opportunity to refine policy, sectoral, and programme design. It will also assist in the subsequent formulation of more precise and measurable objectives.

The ANDS Consultative and Working Groups for the sector will provide the mechanisms to review overall policy directions as contained in the ANDS and to track progress towards the goal and objectives set out in this strategy

It is anticipated that individual national programmes contributing to reintegration will establish their own internal processes to monitor and evaluate their progress and contribute analysis and assessments to the Consultative and Working Groups.

During the period of the ANDS the commissioning of specific research on the

sustainability of reintegration, socio-economic status of returnees, and of the movements of Afghans from and to Afghanistan will continue to inform overall policy directions.

A. Overall Strategic Objectives

Short-term

- Facilitation of the gradual return of all Afghans who wish to return voluntarily from Pakistan, Iran, and other host countries through policy negotiation and coordination and humanitarian assistance;
- Enhanced policy development through greater inter-Ministerial mechanisms and exchanges;
- Provision of immediate reintegration assistance to returning refugees and IDPs;
- Improved coordination of Government interventions aimed at enhancing medium to longer term reintegration and development for returning Afghans and of mobilizing additional international support;
- Strengthened capacities to respond to rapid, on-set displacement caused by deportations, forced returns and internal conflict;
- Monitoring and evaluation of the return process of both refugees and IDPs to ensure its voluntariness, that their rights are protected through data collection, analysis, and advocacy, and that resource allocations are guided by improved knowledge and research;

Medium Term

- Strengthened capacity of the Government of Afghanistan to plan, manage, and assist the sustainable reintegration of Afghan refugees and Internally Displaced Persons through policy advice, institutional strengthening, training, technical and financial support;
- Improved capacity of the Government to plan for, prepare and respond to internal displacement(s), at the central, provincial and district levels through policy advice, training, and material assistance support
- Generation of international support for the sustainable reintegration of returning

² For full text please refer to paragraph II, page2.

- Afghans through mobilization of additional resources to enhance their physical, legal, and material safety;
- Stronger government engagement in the search for improved conditions of stay for those Afghans remaining in the neighbouring countries.

Longer term

- Transition from dependence on purely refugee and humanitarian frameworks and arrangements for managing population movements to more diversified policies and support;
- Promotion of agreements with neighboring countries on improved and more predictable terms and conditions for the continued stay of those Afghans unwilling to return though informed policy advocacy and research;
- Progress towards bilateral agreements on temporary labour migration frameworks, including return arrangements so as to better managed cross border movements though negotiation informed through research and analysis. .

RISK ASSESSMENT

The most influential factors likely to impact on the implementation of the sector strategy will be (i) the policies and measures taken by asylum countries, (ii) security and political stability in Afghanistan during the period of the ANDS, and (iii) limited institutional and organizational capabilities. There is a possibility that the asylum countries will look

increasingly to forge bilateral arrangements for the return of Afghans outside the current framework for voluntary repatriation provided by the Tripartite Agreements. An increase in involuntary returns will erode the prospects for sustainable reintegration especially since domestic labour markets for unskilled workers (who comprise the bulk of remaining Afghans of working age still in exile) are already saturated. Economic and social constraints within Afghanistan will likely drive an increase in out-migration during the period of the strategy. If regional labour markets do not remain accessible, and no policy, legal, and operational framework is elaborated within which Afghans can migrate to find work, there will be negative impacts on household living standards, human trafficking, and criminality.

The quality of security conditions and political stability during the period of the ANDS will determine whether return and reintegration prospects improve or decline. There is a risk that the situation may not get better - especially in the provinces bordering Pakistan - thereby constraining the Government's ability to implement the strategy and its supporting programmes. Government capacities at both central and provincial level to design, coordinate, and manage programmes that enhance reintegration prospects in key returnee provinces may remain insufficiently developed to ensure relevant and cost effective outcomes. These shortcomings could discourage donor support for national programmes and other reintegration related interventions.

BIBLIOGRAPHY

- Afghanistan Independent Human Rights Commission, *Economic and Social Rights in Afghanistan*, Kabul, May 2006
- Aftab Opel, Bound for the city: A study of rural to urban labour migration in Afghanistan Afghanistan Research and Evaluation Unit, Kabul, April 2005
- Altai Consulting, Integration of Returnees in the Afghan Labor Market. Kabul, October 2006
- Collective for Social Science Research, Afghans in Quetta: Settlements, livelihoods, support networks and cross-border linkages. Afghanistan Research and Evaluation Unit, Kabul, January 2006
- Collective for Social Science Research, Afghans in Peshawar: Migration, settlements and social networks Afghanistan Research and Evaluation Unit, Kabul, January 2006
- Collective for Social Science Research, Afghans in Karachi: Migration, settlement and social networks Afghanistan Research and Evaluation Unit, Kabul, March 2005
- Faculty of Social Sciences University of Tehran, Return to Afghanistan? A study of Afghans living in Zahedan, Islamic Republic of Iran. Afghanistan Research and Evaluation Unit, Kabul, October 2005
- Faculty of Social Sciences University of Tehran, A study of Afghans living in Mashhad, Islamic Republic of Iran. Afghanistan Research and Evaluation Unit, Kabul, October 2005
- Faculty of Social Sciences University of Tehran, Case Study Series: Return to Afghanistan? A study of Afghans living in Tehran. Afghanistan Research and Evaluation Unit, Kabul, June 2005
- Gulbadan Habibi and Pamela Hunte, Afghan Returnees from NWFP, Pakistan, to Nangarhar Province. Afghanistan Research and Evaluation Unit, Kabul, April 2006
- Ministry of States & Frontier Regions Government of Pakistan, National Database & Registration Authority (NADRA), United Nations High Commissioner for Refugees (UNHCR) Pakistan, Registration of Afghans in Pakistan. Islamabad, May 2007.
- Piyasiri Wickramasekara, Jag Sehgal, Farhad Mehran, Ladan Noroozi and Saeid Eisazadeh, Afghan Households in Iran: Profile and Impact. ILO/UNHCR, Geneva, October 2006
- Saiko Mamiko, Hunte Pamela, To Return or to Remain : The Dilemma of Second-Generation Afghans in Pakistan. Afghanistan Research and Evaluation Unit, Kabul, June 2007
- Stigter Elca, Monsutti Alessandro, Transnational networks: Recognising a regional reality. Afghanistan Research and Evaluation Unit, Kabul, 2005
- Stigter Elca, Transnational networks and migration from Faryab to Iran. Afghanistan Research and Evaluation Unit, Kabul, February 2005
- Stigter Elca, Transnational networks and migration from Herat to Iran. Afghanistan Research and Evaluation Unit, Kabul, January 2005
- Sustainable Development Policy Institute (SDPI), Report on Stakeholder Consultations on the Future of Afghan Refugees in Pakistan. Islamabad, September 2006
- Sustainable Development Policy Institute, Assessment and recommendations for the rehabilitation of refugee hosting areas in Balochistan and the North-West Frontier Province (NWFP). 2003

- United Nations High Commissioner for Refugees Islamabad, Population Census Organization Statistics Division, Ministry of States & Frontier Regions, Census of Afghans in Pakistan 2005. Islamabad, 2005
- UNHCR, Statistical Summary Overview: Afghans in the Islamic Republic of Iran. Geneva.



ANNEX I: POLICY MATRIX/ACTION PLAN

PILLAR: SOCIAL PROTECTION & REFUGEES				
SECTOR: REFUGEES AND INTERNALLY DISPLACES PERSONS				
Objectives or Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agencies
Refugees and Internally Displaced Persons (IDPs) return voluntarily according to agreed principles and procedures	Identify bottlenecks (political, security, economic, social and legal) facing returnees (refugees and IDPs) and promote sustainable solutions for them with special focus on chronically poor women, disabled and widows. (dispute settlement mechanisms land tenure, pasture management, rehabilitated livestock, productive infrastructure, vocational skills, shelters and etc	Legislation/ Gender Cross Cutting Issues	2008 – 2013	MoRR, MoFA
	Civil registry law with regards to the Kuchis implemented in close cooperation with Ministry of Interior, Border and Tribal Affairs	Legislation	2008 – 2013	MoRR, MoFA
	Tri-partite agreements are concluded between countries of asylum, Afghanistan, and UNHCR, fully reflecting the principles of voluntary, dignified and gradual return, continue to guide the conduct of the voluntary repatriation operation.	Legislation	2008 – 2013	MoRR, MoFA
	Tripartite Commissions are convened as the key policy arena within which decisions on the conduct of voluntary repatriation operations are taken	Other Measures	2008 – 2013	MoRR, MoFA
	Annual return planning figures, taking into account Afghanistan's absorption capacities are discussed and agreed upon in Tri-Partite Commissions, especially with the Governments of Pakistan and Iran.	Other Measures	2008 – 2013	MoRR, MoFA
	Monitor border movements, interview returnees and document violations of articles of agreements, due attention to be given to counter narcotics issues	Other Measures/ CN Cross Cutting Issues	2008 – 2013	MoRR, MoFA, MCN, Mol
	Ensure continued donor support for initial reintegration assistance in critical areas like housing, water/sanitation, and financial support	Other Measures	2008 – 2013	MoRR, MoFA, MRRD
	Continued emphasis on social protection (e.g. establishment of referral systems, centers, networks for vulnerable groups and individuals with focus on women)	Other Measures	2008 – 2013	MoRR, MoFA, MoLSAMD, MRRD, MD, UNHCR, ILO, IOM and partners
	Implement programs for improved employment opportunities, skill development, basic literacy and numeracy, access to health care	Other measures	2008-2013	MoRR, MRRD, MoUD, MoE, MoPH, MoISA
Government's capacity to manage and support return and reintegration programmes is strengthened	Policies adjusted to make provisions for returning refugees and IDPs in national programs	Legislation	2008-2009	MoRR, MoFA, MRRD, UNHCR
	Enhance capacity to prepare and reach out information to Afghans either in or outside of the country.	Institution Building	2008 – 2013	MoRR, MoFA
	Computerize all HRM and project activities to strengthen Human Resource and Project Management	Institution Building/ AC Cross Cutting Issues	2008-10	MoRR

PILLAR: SOCIAL PROTECTION & REFUGEES

SECTOR: REFUGEES AND INTERNALLY DISPLACES PERSONS

Objectives or Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agencies
	Strengthened public management capacity to develop policy and negotiate agreements and strengthen anti-corruption measures	Institution Building/ AC Cross Cutting Issues	2008-10	
	Management and implementation of Land Allocation Scheme is improved and supported to increase number of sites (5-10) in key returnee provinces. Land allocation and registration monitored for anti-corrupt practices	Institution Building/ AC Cross Cutting Issues	2008 – 2013	MoRR, MoFA
	Reforms to the structure, organization and work processes of the Ministry and provincial Departments of Refugees and Repatriation are completed.	Institution building	2008-210	MoRR, Civil Service Commission
	Capacity building and technical assistance	Institution Building	2008-2013	MoRR, Civil Service Commission
	Enhance communications and interactions between Kabul and provinces	Institution Building	2008-2010	MoRR, Civil Service commission
	Data collection, analysis (disaggregated by gender) and knowledge generation	Institution Building/ Gender Cross Cutting Issues	2008-2010	MoRR
	Policy advice to provincial authorities,	Institution Building	2008-2013	MoRR, MoFA, UNHCR
	Coordination of interventions and material assistance support.	Institution Building	TBD	
	Improved internal coordination mechanisms by establishing joint committee (ministries and related agencies) for policy and operational planning and development on land Allocation program	Other Measures	TBD	MoRR, MRRD, MHUD, MoLSA
	Data on Afghans in neighboring countries (Iran and Pakistan) is analyzed and Afghanistan’s absorption capacity is assessed Analysis to be gender and children sensitive	Other Measures/ Gender Cross Cutting Issues	2008-2009	MoRR, UNHCR
	Budget allocations to sectors and provinces takes account of population expansion as a result of returns	Other Measures	2007-2010	MoRR, MoF
	National initiatives addressing returnee needs (both Male and Female) and local host communities developed and enhanced in housing, area-based and community development programs with particular emphasis on employment, livelihoods, and skill development.	Other Measures	By end-first half of 2009	MoRR, MoUD, MoFA, MRRD, MoE, MoPH
	Monitoring and evaluation mechanisms for tracking the reintegration process are established	Other Measures	By end of 2009	MoRR, ANDMA, MRRD, provincial authorities
Improved terms of stay and conditions for Afghans in neighboring countries	Research and analysis to support policy advocacy	Other Measures	By end of 2013	MoRR, MoFA
	Negotiations with neighboring countries led by Ministry of Foreign Affairs and Ministry of Refugees and Repatriation for more predictable and clearer legal status and renewable documentation	Other Measures	2009-2013	MoFA, MoRR, MoLSA

PILLAR: SOCIAL PROTECTION & REFUGEES

SECTOR: REFUGEES AND INTERNALLY DISPLACES PERSONS

Objectives or Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agencies
	Identification of program interventions to support policy objectives	Other Measures		
Bilateral agreements on temporary labor migration progress	Research and analysis to support policy and public advocacy (Labor migration flows identified and quantified, cross border commuting assessed)	Other Measures	TBD	MoRR, MoISAMD, MoFA, MoI
	Negotiations with neighboring countries led by Ministry of foreign Affairs and Ministry of Labor and Social Affairs (Agreements with neighboring and countries in the region that accept laborers)	Other Measures	End of 2013	MoRR, MoFA, MoLSA
	Strengthened public management capacity to develop policy and negotiate agreements	Other Measures	End of 2013	MoRR, MoFA, MoLSAMD, MRRD, MD, UNHCR, ILO, IOM and partners
	International conference on "Return and reintegration in Afghanistan"	Other Measures	2008	MoRR, MoFA, MoLSAMD, MRRD, MD, UNHCR, ILO, IOM and partners
	Tripartite commissions with Pakistan and Iran meet four times a year	Other Measures	2008-20013	MoRR, MoFA UNHCR
	Tripartite agreement renewed with Iran on Annual basis and signed with Pakistan for three years	Other Measures	2008	MoRR, UNHCR

ANNEX II: MONITORING MATRIX

PILLAR: SOCIAL PROTECTION SECTOR: REFUGEES & IDPs			
Expected Outcomes	Indicators	Baselines	Targets
Refugees and Internally Displaced Persons (IDPs) return voluntarily according to agreed principles and procedures	# of returnees (male, female)	3 million refugees (Pakistan 2.1 million, Iran 900,000), 140,000 IDPs (estimated)	Scenario One Present trend lines improve permitting 800,000 – 1 mill returns Scenario Two Current trends continue permitting 600,000-800,000 returns Scenario Three Current trends deteriorate permitting 400,000-600,000 returns
Government's capacity to manage and support return and reintegration programs is strengthened	The index on the progress of the process of strengthening government's capacity to manage and assist them	No measurable indicators currently available, existing capabilities are varied but generally extremely limited countrywide	By 2010, the first phase of reform within the Ministry of Refugees and Repatriation should have been completed and inter-ministerial mechanisms for reintegration assistance should have been established and operating
Improved terms of stay and conditions for Afghans in neighboring countries	# of tri-partite agreements signed	TPA signed with Iran Feb 2007 for one year	Agreement with Iran to be renewed annually during the period 2008-2013
		TPA signed with Pakistan in Aug 2007 for three years	Agreement with Pakistan to be extended from 2009-2103
Bilateral agreements on temporary labor migration progress	# of Bilateral Agreements	Currently there are no bilateral agreements covering temporary labor migration	Agreement reached with Iran on temporary labor migration by 2013, Agreement reached with Pakistan on management of cross border movements by 2013

ANNEX III: LIST OF PROJECTS

S.No	AFG Bud Ref	Project Title	Project Duration		Breakdown of Requirements (US \$ Millions)						Total Requirement (US\$ Million)	Total Funding (US\$ Million)	Gap (US\$ Million)	Donor	External	Responsible Agency
			Start	End	1387	1388	1389	1390	1391	1392+					Core	
1	AFG/0642601	Ensuring of technical and basic social services for established towns for returnees	1387		2.000	30.00	40.00	0.00	0.00	0.00	72.00	0.00	-72.00	AFG	Core	MORR
2	AFG/0684401	Regional Program in Support of Afghan Refugees in the Islamic Republic of Iran and Pakistan, and to returnees in Afghanistan.	1387		1.25	0.00	0.00	0.00	0.00	0.00	1.25	1.25	0.00	EC	External	MORR
3	AFG/0684701	Solutions for Afghans in Neighboring Host Countries.	1387		0.73	0.00	0.00	0.00	0.00	0.00	0.73	0.73	0.00	EC	External	MORR
4	AFG/0777201	Afghanistan Population and Housing Census Phase II	1387		0.58	0.00	0.00	0.00	0.00	0.00	0.58	0.58	0.00	NOR	External	MORR
5	AFG/0825901	Humanitarian Relief Fund	1387		3.00	0.00	0.00	0.00	0.00	0.00	3.00	3.00	0.00	USAID	External	MORR
Total											77.563	5.57	-72.00			

ANNEX IV: PROVINCIAL PRIORITY PROJECTS

No.	Project Name	Project Location	Responsible agency	Project Duration (year)		Funding (US\$ Millions)		
				Start	End	Total Req	Funded	Gap
1	Distribution of shelter for refugees and vulnerable in Nili (5000 families as beneficiaries).	Daikundi	MoRR	1388				
2	Establishment of town and shelter for refugees. In Kapisa.	Panjshir	MRR	1388				
3	Construction of shelter for refugees in centre of province.	Pajshir	MRR	1388				
4	Establishment of town for refugees in Nilli (1160 shelters).	Daikundi	MoRR	1388				
5	Construction of refugees department building in centre of province. (10 rooms)	Daikundi	MoRR	1388				
6	Construction of colony for kuchis (40 plots 200 families as beneficiaries).	Hilmand	MoRR	1388				
7	Distribution of residence plots for returnees on 18000 jiribs land, Panjaw area.	Hilmand	MoRR	1388				
8	Distribution of shelters for 2500 internally displaced in centre and districts.	Hilmand	MoRR	1388				
9	Construction of town for refugees and indigenous people in centre and next to the Mosakhil district main road (1000 families.)	Khost	MoRR	1388				
10	Construction of town for refugees and indigenous people in Bak district (1000 families.)	Khost	MoRR	1388				
11	Construction of town ship in Khas Kunar, Gato Qala, Chenari Tango districts for refugees.	Kunar	MoRR	1388				
12	Construction of shelter for refugees in centre and districts (10,000 beneficiaries).	Kunar	MoRR	1388				
13	Construction of homes for homeless people in Laja Managal district (300 families).	Paktia	MoRR	1388				
14	Creation of shelter for disabled and families of martyrs, in centre of Waras district.	Bamyan	MoRR	1388				
15	Construction of shelter in provincial centre(10 Rooms)	Pajshir	MoRR	1388				
16	Construction of New town in Nawor district for 100 families.	Ghazni	MoRR	1388				
17	Construction of New town in centre of province for 2200 families.	Ghazni	MoRR	1388				
18	Construction of New Town in Muqur district for 1200 families.	Ghazni	MoRR	1388				
19	Construction of New Town in Andar district for 800 families.	Ghazni	MoRR	1388				

No.	Project Name	Project Location	Responsible agency	Project Duration (year)		Funding (US\$ Millions)		
				Start	End	Total Req	Funded	Gap
20	Creation of a town for refugees & returnees in Jaghato district. (2000 beneficiaries).	Wardak	MoRR	1388				
21	Distribution of residential plots in Medan Shar (2000 families, 2000 homes).	Wardak	MoRR	1388				
22	Creation of a town for refugees, martyred, orphans and disabled people in all districts. (1500 people in each town).	Wardak	MoRR	1388				
23	Construction of a town for refugees, orphans & relatives of martyred in Qasamabad District Behsood (1000 jiribs land, 1900 beneficiaries).	Nangarhar	MoRR	1388				
24	Construction of a refugees town in Gambery & Shakh Misry (10,000 jiribs land, 20,000 people).	Nangarhar	MoRR	1388				
25	Creation of a drinking water system in the refugees town as well as in Sharana City, Paktika (100,000 beneficiaries).	Paktika	MoRR	1388				
26	Construction of a Refugees Directorate in central Sharana (10 rooms 12,000 beneficiaries).	Paktika	MoRR	1388				
27	Construction of shelter for Refugees & Returnees in Sharana City & in all districts.	Paktika	MoRR	1388				
28	Distribution of land to refugees, orphans and Widows in Bermal district (3000 beneficiaries).	Paktika	MoRR	1388				
29	Provision of small cities (Shaharak) for refugees in the provincial centre and districts.	kundoz	MoRR	1388				
30	Provision of shelter for IDP's and returnees, in Dara-i-Suf Bala district, (87,000 beneficiaries).	Samangan	MoRR	1388				
31	Construction and gravelling of the IDP's Shaharak (city) (15 km).	Samangan	MoRR	1388				
32	Construction of Refugees and Returnees Affairs Department in Mahmud Raqi.	Kapisa	MoRR	1388				
33	Distribution of shelter for immigrants, in the centre and the province, (1000 families as beneficiaries).	Sari pul	MoRR	1388				
34	Distribution of 5000 tents or shelter for refugees of this province.	Logar	MoRR	1388				
35	Construction of Refugees Directorate (on 5 jiribs land, 2000 beneficiaries).	Laghman	MoRR	1388				
36	Construction of a refugees town in Qalat city for refugees of this province.	Zabul	MoRR	1388				
37	Construction of refugee Town	Urozgan	MoRR	1388				
38	Construction of Department for Refugees in centre of Chighchiran.	Ghor	MoRR	1388				
39	Distribution of shelter for refugees at central and district level (2000 families).	Ghor	MoRR	1388				
40	Construction of shelter for refugees and returnees in centre of province (1000 shelters).	Nimroz	MoRR	1388				

No.	Project Name	Project Location	Responsible agency	Project Duration (year)		Funding (US\$ Millions)		
				Start	End	Total Req	Funded	Gap
41	Construction of town for refugees and disabled in centre of province and districts.	Nimroz	MoRR	1388				
42	Return of internally displaced people to their own villages in Kamdish district (710 families).	Noristan	MoRR	1388				
43	Construction of shelter for internally displaced families in Kashtooz district, Kamdish, (710 families).	Noristan	MoRR	1388				
44	Construction of a Directorate for Refugees in central Paroon (8 rooms).	Noristan	MoRR	1388				
45	Construction of clinic in refugee town	Bghlan	MoRR	1388				
46	Construction of school in refugee town in Baghlan e Jadid	Bghlan	MoRR	1388				
47	Creation of a city (Shahrak) for immigrants in Yakawlang district.	Bamyan	MoRR	1388				
48	Construction of a refugee town in Faizabad and districts of Share Buzarg (2500 beneficiaries).	Badakhshan	MRR	1388				
49	Construction of Department for Refugees and Returnees in Maimana city.	Faryab	MRRD	1388				
50	Construction of Department for Refugees and Returnees in central Shibirghan.	Jawozjan	MoRR	1388				
51	Construction of Refugees and Returnees Directorate, provincial centre.	Parwan	MoRR	1388				
52	Construction of shelter for poor IDPS and returnees.	Parwan	MoRR	1388				
53	Construction of Refugees and Returnees Directorate,	Takhar	MoRR	1388				
54	Digging of deep wells in the refugees town.	Farah	MoRR	1388				
55	Construction of shelter in center of province.	Farah	MoRR	1388				
56	Construction of training centers for refugees.	Farah	MoRR	1388				
57	Construction of town for refugees and indigenous people in Taraki district. (1000 Families.)	Khost	Social Protection	1388				
58	Establishment of vocational centers for internal returnees (500 beneficiaries).	Hilmand	MoLSAMD	1388				
59	Establishment of infrastructure in Chighchiran's refugee town (1000 families).	Ghor	MoLSAMD	1388				
60	Construction of refugee town in Gizab in Chora (20 or 25).	Urozgan	MoRR	1388				
61	Construction of a Directorate for Refugees and Returnees in Qalat City (16 rooms).	Zabul	MoRR	1388				
62	Digging of deep wells for the refugee camp in Qalat City (3 wells).	Zabul	MoRR	1388				
63	Provision of food items, clothes, tents & other daily requirements for refugees & displaced in Ghorak district (1000 families as beneficiaries).	Kandahar	MoRR	1388				
64	Construction of a well-equipped hospital in the refugees town in Salijano village,	Kandahar	MoRR	1388				

No.	Project Name	Project Location	Responsible agency	Project Duration (year)		Funding (US\$ Millions)		
				Start	End	Total Req	Funded	Gap
	Panjwai district (50000 refugees & displaced).							
65	Construction of shelter for refugees and displaced in the provincial centre & all districts, (each shelter 102m2, plus essential items for each family).	Kandahar	MoRR	1388				
66	Provision of drinking water network and digging deep water well in the Shahrak (city) of returnees.	Sari pul	MoRR	1388				
67	Provision of drinking water for the Shahrak (city) of immigrants, (500 returnee families as beneficiaries).	Samangan	MoRR	1388				
68	Creation of a town for disabled people in Medan Shar (1000 families).	Wardak	MoRR	1388				
69	Digging of 200m deep wells with related construction in Baharak district (2000 families as beneficiaries).	Takhar	MoRR	1388				



Islamic Republic of Afghanistan
Afghanistan National Development Strategy Secretariat
Gul Khana Palace, (Sedarat)
Kabul, Afghanistan
www.ands.gov.af