



Action plan for integration: Herat
December 2019



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Annexes containing the research methodology, tools, and full data set can be found at www.adsp.ngo

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Abbreviations

ADSP	Asia Displacement Solutions Platform
Afs	Afghani (unit of currency)
ATR	Assess Transform Reach Consulting
CCAP	Citizens' Charter Afghanistan Project
CDC	Community Development Council
CRDSA	Coordination of Rehabilitation and Development Services for Afghanistan
CSO	Central Statistics Organization
DoRR	Directorate of Refugees and Repatriation
DRC	Danish Refugee Council
FGD	Focus Group Discussion
GBV	Gender-Based Violence
HEAT	Household Emergency Assessment Tool
HLP	House Land and Property
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
IDI	In-depth Interview
IDMC	Internal Displacement Monitoring Centre
IDP	Internally Displaced Persons
IOM	International Organization for Migration
IRC	International Rescue Committee
JIPS	Joint IDPs Profiling Services
KII	Key Informant Interview
LAS	Land Allocation Scheme
MoE	Ministry of Economy
MoI	Ministry of Interior
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoRR	Ministry of Refugees and Repatriation
MUDA	Ministry of Urban Development and Arazi
NRC	Norwegian Refugee Council
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ReDSS	Regional Durable Solution Secretariat
RI	Relief International
TVET	Technical and Vocational Education Training
UNHCR	United Nations High Commissioner for Refugees

EXECUTIVE SUMMARY

This assessment is the culmination of an Asia Displacement Solutions Platform (ADSP) project which aims to guide programming and policy interventions of ADSP members, as well as other humanitarian and development partners, to support the early recovery of communities affected by displacement in Herat.

Based on a series of indicators relevant to physical, material, and legal safety, the assessment identifies the disparities between host communities and those who have been directly affected by displacement, serving to highlight the challenges faced by the displaced when it comes to integration. While this is not a needs assessment, and is not meant to serve as a substitute for technical assessments, the Action Plan aims to develop a programmatic strategy to enhance community resilience and integration between host and displaced populations, bringing together a broad coalition of humanitarian and development actors with complementary skills. This report provides an overview of the findings, describing one proxy indicator, and key findings from other supporting indicators. Readers wishing to explore the full dataset should visit www.adsp.ngo, where all findings, including details demographic, geographic and programming data are available.

Herat is host some of the largest numbers of IDPs in Afghanistan. Conflict, lack of economic opportunity and natural disaster have driven displacement over the past decades, leading to the settlement of groups of IDPs, returnees, and economic migrants in and around Herat city. Lack of infrastructure in both urban and peri-urban areas, and poverty in host communities have made support for — and integration of — IDPs challenging.

The Afghan Government launched its National Policy on Internally Displaced Persons (IDPs) in February 2014, followed by the Herat Provincial Action Plan — the first one developed in the country — to guide its implementation in Herat Province. This provides a framework for the provision of humanitarian assistance and identification of durable solutions for IDPs. While some measures have been implemented, the government's efforts have been limited, since the plan relies primarily upon NGOs taking responsibility for delivering assistance. Further, bureaucracy and lack of commitment in some ministries slow down progress at the provincial levels.

IDPs living in Herat city have various profiles. Half of the IDPs come from other districts within Herat Province, while the rest come primarily from Badghis and Ghor provinces. Like the Herat host community, IDPs are poor and struggle to find employment as they lack specific skills and opportunities remain extremely limited in a struggling economy. Still, the overwhelming majority want to stay in the province, where they feel safe and hope to benefit from better living standards than are available in their area of origin. Even though local governance actors do not have resources to meaningfully support IDPs, they have displayed solidarity and reportedly found temporary solutions based on their own or village's resources.

During the crisis phase of the drought a wide range of UN agencies and international and local NGOs, in partnership with Afghan line ministries, provided emergency assistance to recent IDPs. Emergency programmes ended in June 2019 and have not been replaced by programmes aimed at longer term assistance.

IDPs say they are satisfied with the attitude of the government and host communities. Yet, when asked about IDPs, government officials expressed a strong wish to see them return to their area of origin. This reinforces IDPs' precarity. Meanwhile, IDPs' presence has triggered tensions with some host communities who accuse them of committing criminal acts and resent the fact that they receive assistance while residents' basic needs are not met.

In general, IDPs feel safe, with only a few reporting having experienced direct physical or psychological violence. The main protection concerns are early and forced marriages and child labour. While both are common in Afghanistan, they are most likely exacerbated by increased poverty associated with displacement.

IDPs' access to basic services is limited, especially since emergency programmes ended in June 2019. Lack of food is a critical need, and food shortages affect both IDPs and host community. Two thirds of IDPs are hungry at least once a week and a higher proportion of women experience lack of food than men. Additionally, people who do not report food shortages may not have access to an adequate and diverse diet.

The most recently-arrived IDPs face difficulties accessing adequate housing. A third of recent IDPs live in tents, while many others live in rented houses which are not always in a good condition. The majority of IDPs have access to safe drinking water and to sanitation. Those using tap water have complained about its cost and the need to have electricity to access it.

IDPs face obstacles accessing health services, with distance to the hospital, and associated travel costs, being the major barrier. Access to education is also limited for several reasons: many villages do not have a school and parents are reluctant to have their children walk long distances to attend classes; schools are often overcrowded, resulting in students having to study in the open air, with classes running in shifts throughout the day; children needing to work to support their families; and the inability of students to register for school if they do not have identification documents.

In addition, IDPs' access to economic activities is limited. Employment opportunities are rare where they live and their main source of income is self-employment and occasional labour. IDPs do not have sufficient financial resources to start small businesses and they do not have access to loans. The TVET programmes available do not cover the extensive need for skills. This ultimately contributes to a significant difference in terms of standard of living between host and displaced populations, with the proportion of host community who can always afford basic expenses three times higher than IDPs.

Other than challenges associated with strained finances, displaced people do not face specific obstacles to accessing land and property. However, IDPs generally suffer more from insecurity of tenure than host communities. Adult IDPs possess national identity cards in large numbers, though women lack identification documents more frequently than men, and the problem is even more acute for IDP children. While mechanisms to obtain or replace documentation exist in the area of origin they remain largely inaccessible to IDPs, who are unable to travel because of insecurity and associated costs.

Displaced people's level of participation in public affairs is similar to that of host community members. IDPs have the ability to vote and be elected, though their participation is low, especially among women. Similarly, IDPs' involvement in social and political life is limited. In addition, displaced people have access to formal and informal justice systems, but prefer to seek justice informally, as they consider the formal justice system more corrupt. Mechanisms to address complaints specifically relating to displacement and assistance exist, but IDPs are unaware of them and turn instead to village leaders.

Vulnerabilities are exacerbated by displacement and impact on the ability of specific groups to access services. Lack of documentation and difficulties in obtaining/replacing it, and limited personal networks — particularly for new arrivals — affect access to education, economic opportunities, and credit. Female IDPs have additional barriers that prevent them from accessing health services, work opportunities and food. Also, an urban/peri-urban divide has emerged on several issues such as safety perception, trust in the police, lack of food, housing and sanitation.

The full data from which these conclusions were drawn can be accessed at www.adsp.ngo. The annexes detailing the research methodology data collection tools can also be found there.

PART 1 – SCOPE OF THE RESEARCH

Background and Context

Nearly four decades of conflict in Afghanistan have forced large numbers of Afghans to leave their homes and seek refuge elsewhere, either abroad or in other parts of the country. In addition to the outward migration, since 2002 over 5.2 million¹ Afghan refugees have returned to Afghanistan, mainly from Iran and Pakistan. Many of these have returned to displacement. The number of people who are currently displaced because of conflict or natural disaster is estimated to be at least 2 million.² Returns and internal displacement put additional pressure on communities suffering from an already stressed economy and insufficient public services.

Herat city has an estimated 578,305³ people living within the boundaries of its 15⁴ municipal districts or Nahia. Of the municipal land, 36% is agricultural.⁵ Herat Province is home to an estimated 700,000 people,⁶ and the peri-urban area has economic, social and environmental interdependencies with Herat city, where important infrastructure such as the airport and industrial park is located. The province itself is made up of 15 districts and an estimated 245 rural villages.⁷

As of 2016, more than half of Herat's population was aged 17 or younger, with the largest portion of the population aged 0-4, at 15.2%.⁸ The literacy rate of Herat's population aged 10 years and older was 47.9%.⁹ In the same period 808,000 people — 33.4% of Herat's population — were classified as migrants from other areas of Afghanistan.¹⁰ In Herat city itself it is estimated that 47% of its population were migrants in 2016.¹¹ Service and sales workers accounted for the highest proportion of workers, at 22.9%.¹²

Strategically located close to the border of Iran, Herat is among the more economically prosperous provinces of Afghanistan, benefiting from import and export trade with Iran, mining and manufacturing, and traditional artisanal industry relating to carpets, glass, tile-making and embroidery.¹³ However, general insecurity — including the threat of kidnapping — has had a negative effect on businesses and business owners.¹⁴

¹ UNHCR, Solutions Strategy for Afghan Refugees 2018-2019, October 2018, <http://reporting.unhcr.org/sites/default/files/2018-2019%20Solutions%20Strategy%20for%20Afghan%20Refugees%20-%20October%202018.pdf>

² Ibid

³ Afghanistan Statistical Yearbook, 2017-2018, Islamic Republic of Afghanistan National Statistics and Information Authority, [http://cso.gov.af/Content/files/سلسلہٴ آمار ۲۰۱۷-۲۰۱۸/English%20Yearbook%201396-min%20\(1\).pdf](http://cso.gov.af/Content/files/سلسلہٴ آمار ۲۰۱۷-۲۰۱۸/English%20Yearbook%201396-min%20(1).pdf) p.5.

⁴ "Municipal Districts/Nahia," Municipality, Herat Municipality Islamic Republic of Afghanistan, accessed June 14, 2019, <http://herat-m.gov.af/en/page/6087/6113>.

⁵ Breaking the Rural-Urban Divide, Discussion Paper #1, Series Two, January 2016, UN Habitat, http://www.fukuoka.unhabitat.org/projects/afghanistan/pdf/DP1_English.pdf, p.2

⁶ Ibid

⁷ Ibid

⁸ Socio-Demographic and Economic Survey 2016 – Herat, March 2016, Islamic Republic of Afghanistan Central Statistics Organisation, https://afghanistan.unfpa.org/sites/default/files/pub-pdf/SDES_HERAT_FINAL_ENG.pdf, p.1.

⁹ Ibid

¹⁰ Ibid. p.29.

¹¹ Afghanistan Key Socio-Economic Indicators: Focus on Kabul City, Mazar-e Sharif and Herat City, April 2019, European Asylum Support Office, <https://www.easo.europa.eu/sites/default/files/publications/EASO-COI-Afghanistan-KSEI-April-2019.pdf>, p.15.

¹² Socio-Demographic and Economic Survey 2016 – Herat, p.43.

¹³ Afghanistan Key Socio-Economic Indicators, p.29.

¹⁴ Ibid

As host to almost 30,000 households displaced from neighbouring provinces,¹⁵ Herat has some of the highest numbers of displaced people in Afghanistan. Major causes of displacement are related to conflict and, to a lesser extent, natural disasters such as floods and droughts. Within Herat municipality there are several protracted IDP settlements: Karizak, Minaret, Naw Abad, Police Station, Shaidayee and Maslakh.¹⁶ IDPs face significant issues relating to poor access to basic services, severe food insecurity, insecure tenure, lack of jobs and poor job security.¹⁷ Generally, IDPs are more likely to live in and around major cities, and an increasing number of IDPs can be found living in the peri-urban areas surrounding Herat city.¹⁸

Objectives and Main Activities of the Project

The project aims to develop a comprehensive multi-year, multi-sector area response plan to guide the programming and policy interventions of ADSP members (DRC, IRC, NRC, and RI) and other humanitarian agencies, development and government partners, in order to support early recovery of communities affected by displacement in Herat.

The area action plan is based on the assessment of the current situation in four main urban and peri-urban areas affected by displacement in Herat. The development of the plan considers the existing obstacles and opportunities that will allow the transition from an emergency response to long-term recovery interventions.

The multi-sector action plan includes both programming and policy interventions that can effectively support early recovery and build communities' resilience to shocks while supporting IDPs to achieve durable solutions. The full research methodology and tools can be found in an annex at www.adsp.ngo, as can the complete data set

Notes on the Use of Key Terms in this Report

A full list of key terms relevant to the study and their official definition can be found in the Annex document.

Internally Displaced Persons (IDPs) and economic migrants – In Herat, most IDPs were displaced because of the effects of armed conflict and natural disaster (mostly drought). Migrants that identify themselves as migrating for pure economic reasons not directly linked to natural disasters and conflict are categorised as economic migrants in the report.

Recent and protracted IDPs – Since, in keeping with the 'early recovery' timeframe, the research focus is on those displaced between 6 and 36 months, displaced people are classified as 'recent' when displaced for a period up to 3 years and 'protracted' when they have been displaced for over three years. It should be noted that UNHCR defines protracted displacements as displacements which have last over five years.¹⁹

¹⁵ DRC, Herat.

¹⁶ Profile and Response Plan for Protracted IDP Settlements in Herat, October 2016, Inter-Agency Durable Solutions Initiative, http://www.globalprotectioncluster.org/_assets/files/field_protection_clusters/Afghanistan/files/HLP%20AoR/inter_agency_durable_solutions_report_herat_october_2016_en.pdf

¹⁷ Ibid.

¹⁸ Agency and Choice Among the Displaced: Returnees' and IDPs' choice of destination in Afghanistan, 2015, DACAAR/Samuel Hall, <https://www.dacaar.org/functions/publications/uploads/20180404070053DACAAR%20&%20OSH%20Full%20Report%202015.pdf>, p.11.

¹⁹ UNHCR, 'Protracted Refugee Situations', Executive Committee of the High Commissioner's Programme, Standing Committee, 30th Meeting, UN Doc. EC/54/SC/CRP.14, 10 June 2004, p. 2. <https://www.unhcr.org/40c982172.pdf>

Returnee – While the term also applies to internally displaced persons who return to their previous place of residence,²⁰ in this report the term returnee only applies to former refugees who came back to Afghanistan (voluntarily or not).

Displaced person – In this report the term displaced applies to all people who identify themselves as returnees, IDPs or economic migrants.

Host community – This term applies to people who identify themselves as being long-term/permanent residents in their current place of abode. They may or may not originally come from their current place of residence, or they might have been refugees before, but they have been living in this place for long enough to identify themselves as permanent residents.

²⁰ <http://reporting.unhcr.org/glossary>

PART 2 – FINDINGS

Overview of the Displacement Context

This section provides an overview of the context in which the indicators were measured. It covers the legal, social, and programmatic environment within which the displacement takes place and serves as a reference to better understand the barriers or enablers to progress on the indicators during future iterations of the study. It describes the profile of displacement-affected communities, the programmatic responses to displacement, and the interaction and perception of the various stakeholders (government, host communities, displaced population), analysing key policy documents and quantitative and qualitative data collected under this study.

Implementation of the IDP policy and other solution-oriented frameworks

The review of the legal and policy framework reveals that a strong vision, principles, and best practices are enshrined in a comprehensive legal and policy framework, but that the mechanisms for implementing this framework are weak or lacking, the monitoring system is nonexistent, and the centralised nature of the Afghan governance system slows down good initiatives designed at the provincial level.

The **National Policy on Internally Displaced Persons (IDPs)** was adopted in November 2013 and launched in February 2014. The Policy is a national instrument designed to protect the rights of the displaced Afghans, with the Ministry of Refugees and Repatriation, the Office of the Administrative Affairs of the Council of Ministers and other relevant ministries and entities tasked with its implementation.²¹ According to the Policy, a National Implementation Plan should be prepared by MoRR on an annual basis, as well as **Provincial Action Plans (PAP)**, the development of which should be led by Provincial Governors.²² While the Herat PAP was the first to be developed, the National Implementation Plan is still pending. This lack of national-level planning slowed down the implementation of the PAP in Herat, as there is no national-level mechanism to support provincial actions or monitor implementation. To illustrate this challenge, the Provincial Director of MoRR in Herat reported several actions that have been initiated based on the PAP, but that are now waiting for further action to be taken in Kabul, months or years after requests were made by Herat provincial government.

Notwithstanding the existence of the PAP, it appears that provincial-level line ministries still lack awareness of the policy and, in cases where they know about it, they face difficulties describing its content. Interviewed key informants were able to describe their programmatic approaches to responding to the needs of IDPs but fail to comprehend how their assistance contributed to the wider objective laid out in the IDP Policy

Some measures of the PAP have been implemented, but the extent of the success is not documented and implementation is not properly monitored, making it difficult to assess progress made thus far, or the gaps that remain. The two main successes recorded in the interviews include (i) the coverage of IDP communities by the Citizens' Charter Afghanistan Programme (CCAP), leading to the establishment of Community Development Councils (CDC) in these communities and (ii) the support to IDPs who return to their place of origin through the provision of a financial package to 3,000 families.

²¹ National Policy on Internally Displaced Persons, p.4.

²² <http://reporting.unhcr.org/glossary>

Managing the transition between the humanitarian response and the provision of sustainable solutions remains challenging as it is coordinated by a provincial government relying almost exclusively on the funding received by NGOs from donors.

As a result of the large numbers of returning refugees and the willingness to provide durable solutions for displaced populations, the government drafted the **Policy Framework for Returnees and IDPs** at the end of 2016. The Policy Framework governs humanitarian and development assistance, and has as its aim the transitioning from humanitarian assistance to durable solutions with a “whole of community” approach.

A new Presidential Decree on Land Allocation (Decree 305) was issued in August 2018,²³ with the aim of improving the procedure to allocate land and housing to the most vulnerable returnees, IDPs, and martyrs’ families. Most IDPs and returnees are not aware of this decree, though a few have heard of such a measure. According to two stakeholders, land parcels have been distributed to IDPs. For instance, the government distributed plots behind Joy Sultani to IDPs from Shaidayee in an effort to resettle them permanently, but several key informants reported that the process is slow and cumbersome. Where possible humanitarian agencies continue to provide some emergency support, such as mobile clinics, to IDPs in their current settlements, while they wait to be transferred to the new land.

Background on the host population

Most host communities are poor, lack resources, and have very limited job opportunities. They live in villages with poor infrastructure and rely mostly on agriculture, usually working either in farming or low-skilled jobs. Approximately one third of the surveyed host community members (35%) report being self-employed and another third (33%) earn their income from seasonal or occasional work. Men work on a daily basis on farms or in construction, women weave carpets or do cleaning tasks, and, in some cases, children have to work as well. Almost half of host community families (49%) live on less than 5,000 Afs per month. A further 39% live on less than 10,000 Afs per month. In Herat’s poor urban communities, some people reported living with 10 Afs per day and selling what they possess to survive.

The survey reveals that overall the vast majority (74%) live in their own house. However, a majority of people interviewed in Robat Kablya and Rubat Sulaiman reported living in rented houses, sometimes of a vernacular variety. In Herat’s PD 6 district, the host community lacks basic goods and services and experiences food shortages and barriers to accessing water. In addition, there is neither a school nor a hospital in their village.

“We have weak electricity in our village. We have water, but we have half asphalted streets in our village. Our people work in the agricultural sector or as a daily labourer.”
Female host community member, Ordobagh

²³ It replaces the Presidential Decree on Land Distribution for Housing to Eligible Returnees and IDPs (Decree 104) that was passed in 2005.

Background on the displaced population

55% of the displaced persons surveyed have been living in the the targeted communities for a period of less than three years²⁴ and 45% have been there for longer. The recently displaced who were surveyed have settled mainly in Guzara and Injil peri-urban areas, while those who have been in Herat longer are mainly settled in the urban areas. Half the IDPs (51%) come from other districts in Herat, while the rest come from Badghis (22%) and Ghor (13%), with a small proportion from Faryab (4%) and Farah (2%). Very few have migrated from Kabul and eastern Afghanistan. The majority of returnees come from Iran. Half the displaced people (total 51%, respectively 61% of the recent IDPs and 41% of the protracted IDPs²⁵) left their area of origin because of insecurity and the active presence of insurgents. The second major cause of displacement was a lack of employment and economic opportunities, with one quarter of IDPs (17% of the recent and 36% of the protracted) stating that this was the reason for leaving their village. People were also displaced because of natural disasters such as drought or flooding, although in smaller proportion (in total 16%, 19% of the recent and 14% of the protracted displaced). It should be noted that in rural communities, natural disasters such as drought would have an impact on economic well-being, and therefore these results may be conflated.

IDPs and returnees were poor people in their area of origin and displacement has exacerbated their poverty. Many worked in the agriculture sector before displacement and thus possess no specific skills other than those related to farming. Few people reported owning land in their area of origin. Displaced people did not bring much with them when they left their homes and reported not owning any valuable assets which could be used to re-establish their livelihoods while in displacement.

The overwhelming majority of IDPs — whether recent (91%) or protracted (93%) — want to stay in Herat. IDPs interviewed explained this decision was due to better living conditions than those available in their home areas. Insecurity and lack of livelihood opportunities and/or infrastructure in the place of origin are reported as the major obstacles to return. IDPs who have lost harvests and livestock because of drought have nothing to return to.

“We want to live here. We hope to obtain a land parcel to build a home for ourselves here, because our village is insecure.”

Female IDP, Urd Baq

Response to forced displacement

Many NGOs and UN agencies have provided assistance to IDPs. Government institutions such as the Directorate of Public Health, the Directorate of Education, the Directorate of Rural Rehabilitation and Development, and the National Disaster Management Authority also supported displaced communities. However, they usually provide assistance through, or in partnership with, UN agencies and NGOs. The private sector is not involved in the response to displacement.

²⁴ In this report they are considered recently displaced, while those who have been displaced in Herat for more than three years are considered protracted

²⁵ See p.11 for the definition of recent and protracted displacement.

Interventions have, however, focused on emergency response, have been limited in time and mainly targeted the IDP settlements. In the meantime, there has not been much attention on building the resilience of communities and supporting IDPs in the achievement of durable solutions. According to OCHA, emergency programmes ended in June 2019 and they have not been replaced by programmes focusing on longer-term assistance. However, there have been a few TVET programmes in Gabriel, Kodistan, Maslakh, Shogofan and Shaidayee that have been implemented by NGOs and one programme run by the Ministry of Social Affairs. IDPs living outside of main IDP settlements and hosting communities have not received support to foster resilience. In the meantime, programmes encouraging and supporting IDPs' return to their area of origin are extremely limited and most people remain displaced.

The government considers return to be the main solution for IDPs. According to the Herat DoRR, a programme called "return with honour" has been planned to assist 3,000 IDPs to return to their area of origin, giving 20,000 Afghans to each returning family. In February 2019, OCHA notified the IDPs that assistance in the area of displacement would stop in June, but that they would be provided with food and health services in their area of origin if they returned. However, this offer did not constitute a sufficient incentive for displaced people to return. While the government hints that it intends to provide development projects in areas of origin, the means and concrete plans for this remain unclear. In the meantime, some NGOs have launched projects in areas of origin to foster return.

Provincial authorities have also tried to find suitable locations where IDPs could settle in Herat. They have identified areas where there is no land conflict with the host community, allowing IDPs to settle there for an undetermined duration. By gathering displaced people in the same location, authorities aim to maximise the outreach of assistance and improve access to services. At the time of this study, however, the relocation plan had yet to be finalised.

In the absence of NGO or government service provision, Wakil-i-gozaars²⁶ have been primary providers of basic assistance to IDPs and returnees. In several instances it was reported that they found rooms for displaced families, sometimes in their own houses, and gave them food or organised food donations among the host community. While the Wakil-i-gozaar are perceived positively by IDPs and returnees, who see them as very helpful and ready to solve their problems, they cannot assist displaced people further and certainly do not have the capacity to provide long-term solutions. They have very limited resources and are not always able to address their own needs, let alone the needs of others.

Community Development Councils (CDC) have been consulted and have been often a channel to convey complaints but have not been active in supporting resilience and solution.

"I am happy with the current situation. People are nice. The Wakil is a very nice person and he protects us against the government. But if my homeland becomes secure again, I will return."

Male IDP, Shalbafan

"The head of the council gave IDPs food and rooms in his house where they could stay for several days."

Female host community member, Herat PD 6

Funding

Government partners complain about not having enough funds either for emergency or recovery activities. Information about funding was not shared by the respondents.

²⁶ Wakil-i-gozaar is the representatives at the gozar level, the sub-district division in a municipality.

Public Attitude

Analysis of the qualitative data shows that, overall, grassroots governance mechanisms have played a positive role in containing conflicts or tensions and in facilitating dialogue, understanding and support between displaced and host communities. The government and NGOs seem to have had a neutral role in this regard, avoiding doing harm while delivering their interventions.

Displaced communities' attitudes toward government and host communities are good. Displaced people express satisfaction regarding the attitude of Wakils or Shura leaders and feel that they have, at least, been listened to. However, there have been reports of local actors attempting to take advantage of projects targeting IDPs, and cases of nepotism. In some cases, IDPs have accused CDC members of giving assistance meant for IDPs to their constituency. Nevertheless, displaced people are largely satisfied with the host community. One of the reasons why they want to settle is because they feel comfortable among them.

Host communities also appear to be open and tolerant with IDPs. Co-existence has generally been peaceful, although with some notable exceptions, and host communities have displayed a sense of solidarity, especially during the emergency phase. For example, host communities supported IDPs by giving them food. However, they are concerned that if IDPs continue to receive assistance in Herat beyond the initial period of crisis, it will deter them from returning home.

Despite the generally positive picture, there have been some instances of tension between the communities, particularly in poorer areas such as Herat's PD 6 district, where the presence of displaced people has posed a challenge to the host community. They perceive the provision of aid to IDPs as unfair, and provided based on status not on needs. While host community members face comparable poverty-related challenges, they argue that they do not benefit from the same level of assistance as IDPs. IDP presence on host community land was also identified as another source of tension. In some cases, such as in Khadistan area of Injil, IDPs settled on private land were forced by the landowners to relocate to other areas, such as Sharak-e-Sabz. According to the Provincial Directorate of Refugees and Repatriation,²⁷ land has been identified to accommodate some 15,000 families of returnees and IDPs for a period of five years. An agreement for renting 3,000 Jeribs²⁸ of land, east of Bagh-e-Shadayee, from the Herat Directorate of Haj and Religious Affairs for a period of five years has been drafted and sent to Kabul.

Crime has also triggered tension between the groups, with host communities arguing that levels of theft has increased since IDPs/returnees arrived in their areas. They accuse displaced people of being responsible for this increase. In Shadayee, host community members felt that security had deteriorated following their arrival. Some reported a reduction in the value of their land and houses, which has led to demonstrations in front of the Governor's office.²⁹

“Since the IDPs arrived to Herat province, neither the government nor humanitarian organisations have paid attention to the host community population.”

Wakil-i-gozar in PD 6

Also, occasional tensions have occurred where IDPs were not satisfied with the assistance provided by NGOs. This tension has periodically resulted in the suspension of operations.

²⁷ IDI with Head of DoRR in Herat

²⁸ Jerib is a traditional unit of land measurement equivalent to 0.2 hectare

²⁹ KII with DRC Provincial Manager in Herat

Physical, Material, and Legal Safety

This section reviews 27 key indicators, grouped under three categories, as presented in the scoring matrix (see Annex F). The measurement for each indicator is generally done through a mix of qualitative and quantitative data, except for 10 indicators that could not be measured quantitatively. The 27 indicators serve as proxies for the issue under consideration, and are supplemented with key data from the additional indicators measured during data collection. Readers wishing to review the full data set from which the findings were drawn should visit www.adsp.ngo

Physical Safety

Existence of physical, psychological or sexual violence

Quantitative proxy indicator: percentage of population that is aware of cases of physical, sexual or psychological violence

	Displaced		Host Community
	Recent	Protracted	
Male	16%	11%	16%
Female	17%	11%	16%

In general, IDPs/returnees feel safe, and only a few reported having experienced direct physical or psychological violence. On average, levels of violence experienced by IDPs does not differ from those experienced by the host community. However, recent IDPs were more likely to report physical violence. There have been some reports of tensions among IDPs, occasional personal feuds and in two cases IDPs were killed in unclear circumstances. The feeling of safety is higher in peri-urban areas (79%) than in the city (71%), where men in particular feel more unsafe, a trend also seen within host communities.

From the qualitative data, it emerged that the main protection concerns are early and forced marriages and child labour, practices which are widespread. While both issues are common in Afghanistan, they are most likely exacerbated by poverty in the displacement context. In addition, displaced women are more likely to experience psychological and verbal violence. Cases of gender-based violence (GBV), including rape and family violence inside settlements, have been reported in interviews and FGDs. These same interviews and discussions highlighted that such incidents are most likely underreported, probably for fear of repercussions.

Restriction of movement

Quantitative proxy indicator: percentage of population who report being able to move freely in the community most of the time

	Displaced		Host Community
	Recent	Protracted	
Male	75%	68%	68%
Female	67%	79%	77%

On average, IDPs report the same level of freedom of movement as host community members. Women are usually more positive than men when reporting freedom of movement, mostly because their movements are limited by their family and they thus rarely experience external restrictions. On the contrary, men carry out most responsibilities requiring external movement, and are more likely experience limitations placed on them by external factors. The qualitative data highlight that no restriction of movement is imposed by government authorities or local powerbrokers, so restrictions of movement are mostly due to insecurity (whether real or perceived) or economic constraints.

Safety and security

Quantitative proxy indicator: percentage of population who feel safe in the community most of the time

	Displaced		Host Community
	Recent	Protracted	
Male	75%	69%	67%
Female	77%	85%	87%

Quantitative proxy indicator: percentage of population who trust the police

	Displaced		Host Community
	Recent	Protracted	
Male	52%	58%	50%
Female	56%	65%	61%

Most people, whether displaced or host, feel safe in their communities, and more than half of the population trust that the local police can protect them. Both displaced people (57%) and host communities (55%) trust the police to a similar extent. Residents' trust in the police is higher in urban areas (62%) compared to peri-urban areas (49%).

The qualitative data reveal that, overall, people feel safe. Although they generally think that the police fulfil their role in ensuring security, respondents shared criticisms of the ANP highlighting, among other things, their lack of professionalism, their delay in addressing incidents, and the fact that their numbers are too limited for them to fulfil their responsibilities.

Social cohesion

Qualitative proxy indicator: existence of forms of discrimination in regard to physical, material and legal safety

Displaced	Host Community
Discrimination exists in regard to physical, material or legal safety. There are very few measures in place and/or few actions taken to prevent and/or mitigate discriminations	There is generally no discrimination in regard to physical, material and legal safety.

IDPs do not complain about discriminative practices, but discussions with host community members show that IDPs are sometimes negatively perceived because of their socio-economic background, lack of education, and differences in language and customs. In some instances, the host community population prevented IDPs from accessing services for fear of shortage, such as in the case of access to health services, with health centre employees restricting IDPs' access. Government institutions seem to be unable to address discriminatory practices as they are reported to be corrupt and unable - or unwilling - to serve the whole population equally.

Opportunities, obstacles and suggestions for engagement: physical safety

NGOs report that organisations and structures such as clusters, working groups and referral mechanisms exist and should be able to address cases of gender-based violence. However, coordination among actors is reported to be a challenge. The police force is present, and a hotline is available, should people need to call. However, the main challenge remains the general lack of education and knowledge of how to address such sensitive issues, as well as an absence of trust amongst those who would report cases of violence, all of which contribute to a supposed underreporting of incidents.

The IDP Policy does contain some measures designed to improve IDPs' physical safety. According to Article 7.1.1 of the IDP Policy, "the MoI, in coordination with MoRR, will ensure that special measures (e.g. 24 hour hotline numbers, special police patrols) are implemented when circumstances require...; and there are family case units (authorised to register and discuss the family violence cases including rape, forced and child marriages) in police stations in areas where there are concentrations of IDPs, and measures are taken to raise public awareness, including among IDPs, on the existence of these units." However, people's limited levels of trust in the police force does pose an obstacle to the successful implementation of the family case units. Additionally, a lack of proper civil documentation, including marriage certificates, might lead also to the unwillingness of some of the victims to report cases or to seek justice.

Partners involved in the development of the area-based action plans should therefore strengthen their protection activities, including working more closely with communities and promoting greater awareness of rights, and the services which are available to support people to avail of those rights. Key activities would also support education on the prevention of GBV, and would foster an environment in which survivors felt comfortable to report any abuses. GBV referral mechanisms should to be strengthened, providing adequate support to all aspects of the referral pathways. Actors should also ensure that proper follow up is carried out, and that survivors have access to the specialised services they require. There is also a significant need to build the capacity of the police to manage and investigate GBV cases and other rights violations, and to build trust between the police service and the community that they serve.

To further build on the effort made by some community representatives, Community Development Councils (CDCs) could be mobilised to foster social cohesion between the groups and mitigate the risk of conflict. This could be done, for instance, by including representatives of vulnerable groups in development sub-committees, to ensure that projects prioritise the needs of vulnerable residents, with an equal focus on the needs of host and IDP communities. Humanitarian and development agencies should thus work through CDCs (or more specifically the sub-committees) when designing and implementing projects. CDCs will also be involved in resolving conflicts arising from project delivery. Proper conflict analysis must be carried out to ensure that any programming introduced by government, NGOs and UN is conflict sensitive and addresses potential and existing conflicts.

Material Safety

Access to basic services

Emergency programmes designed for IDPs — especially related to food, shelter and cash distribution — ended in June 2019 but provision of some services, such as health care and education, continues in certain areas.

While displaced people in settlements reportedly have access to basic services, IDPs/returnees and village leaders in both urban and peri-urban areas overwhelmingly report a lack of assistance and a very limited access to basic services. Among the localities surveyed, only four villages report having received some kind of assistance from NGOs or UN agencies: two in PD 7 district and two in Guzara district.

“We don’t have anything. We don’t have the things that you need when you’re displaced, such as shelter, basic goods, electricity, water. People who are living here are not rich enough to help us.”

Male IDP, Herat PD 6

Food consumption

Quantitative proxy indicator: percentage of population who experience hunger³⁰

	Displaced		Host Community
	Recent	Protracted	
Male	73%	53%	30%
Female	75%	64%	41%

Based on the survey, lack of food is the most acute issue in IDP communities. Food shortages affect a large number of people among IDPs/returnees and, to a lesser extent, host communities. A third of host community members and two thirds of IDPs (66%) are hungry at least once a week, including 13% who are hungry more than once a day. Displaced people are three times more likely than host community members to experience hunger more than once a day. A higher proportion of recent IDPs face food shortages compared to protracted IDPs. Women, whether IDPs or host community members, are also more affected by an acute lack of food. 19% of recent female IDPs are hungry more than once a day, compared to 7% of recent male IDPs. Similarly, 8% of female host community members report that they are hungry more than once a day, against 1.5% of male host community members. Female IDPs in Guzara and all women in Herat PD 7 face higher levels of food shortages (once a day or more than once a day). However, these figures may not tell the full story. The representative of the MoPH interviewed in Herat pointed out that, while part of the population might not report hunger, their diet of bread and tea may leave them deprived of essential nutrients. Malnutrition has emerged among IDP children as parents often cannot buy nutritious food.³¹

Based on the qualitative data, it appears that food shortages are directly caused by poverty and unemployment and are therefore more severe in the winter, when opportunities for daily labour are scarce. Poor people prioritise expenses

³⁰ The percentages in the table aggregate respondents who selected one of the three following options: once or a few times a week, every day, several times a day, to the question: How often are you hungry and you don’t have food to eat?

³¹ KII with the Deputy EPHS at the Provincial Directorate of MoPH in Herat province

such as rent, and may have no money left to buy proper food. WFP, NRC and IRC have occasionally distributed food packages and vouchers to IDPs registered with WFP, but such activities were never intended to provide long-term support.

“Our stomachs are growling, even right now. In the worst day, we didn’t have food for three consecutive days.”

Female IDP in PD 6

“If I find a job here and there, I would only get about 500 to 1000 Afghanis and that would go for the rent. Therefore, there is no money left for us at the end of the day.”

Male IDP, Urdobagh

“We cannot say we are not faced with shortage of food, but it is not that common like IDP camps. Shortage of food occurs in winter, when we spend most of the money on other necessities.”

Male IDP, Shalbafan, PD7

Adequate housing conditions

Quantitative proxy indicator: percentage of population that have access to durable housing³²

	Displaced		Host Community
	Recent	Protracted	
Male	46%	89%	93.5%
Female	55%	83%	90%

There are marked differences in access to housing between IDP and host communities. One third of IDPs live in rented houses, which may be made of mud, often sharing the place with other families, while 19% live in tents and 12% live with their relatives. This stands in sharp contrast to the situation for host community members, of whom 80% live in their own houses and only 12% live in rented houses. The survey shows that protracted IDPs have far more secure access to housing than recent IDPs, with a higher proportion owning their own houses. Thirty-five percent of recent IDPs live in tents while none of the protracted IDPs do.

Interviews provided more details on the living conditions of displaced families. Often, displaced people can only afford damaged buildings, without windows or ceilings. A few returnees from Iran were able to build their own houses. In the most extreme cases, displaced families do not have shelter and live in the street.

This indicator also features a sharp urban / peri-urban divide: the majority of recent IDPs live in a tent in Guzara (67%) and in Injil (50%) while none of the IDPs do in PD 6 and PD 7. In Guzara and Injil districts, the government distributed land to IDPs but without the financial resources to build a house they continue to live in tents. The proportion of displaced and host community members renting houses is much higher in urban areas than in peri-urban. Meanwhile host community members and protracted IDPs living in Guzara district are more likely to own a house. For instance,

³² For the purpose of this research, and in line with IASC indicators, the following criterion was used to determine the durability of dwellings: permanency of structure (permanent building material for the walls, roof and floor). The percentages in the table aggregate respondents who selected one of the following options: rented house, or own/family house, to the question: Where do you and your family live?

78% of protracted IDPs own a house in Guzara district and only 8% live in a rented house, while in Herat PD 7, 46% own a house and 40% live in a rented house, which amounts to a 32-percentage point difference.

“Our house doesn’t have a door. We hung a curtain to replace the door. We can barely live there and we have many problems. Our rent is 500 Afs to 1000 Afs a month.”

Male IDP, Urdo Bagh, Guzara district

“We don’t have our own house or garden to work on. We have a mud house and we pay rent for that.”

Male IDP, Herat PD 6

Safe drinking water

Quantitative proxy indicator: percentage of population that have access to safe drinking water

	Displaced		Host Community
	Recent	Protracted	
Male	63%	64%	88%
Female	76%	80%	89%

While the majority of IDPs have access to safe drinking water, there is an 18-percentage point difference between their access and that of the host community. One third of IDPs use public taps or standpipes, 15% use boreholes or tube wells, and 14% protected dug wells. Importantly, 15% of IDPs get unsafe water from unprotected sources, whether unprotected wells or springs.

Differences also exist between protracted and recent IDPs. The former tend to use more protected dug wells, while the later use public taps or standpipes. In urban areas, public taps or standpipes are used by 25% more of the displaced population than in peri-urban areas. In Guzara district, recent IDPs use comparatively more protected dug wells, while in Injil IDPs use more unprotected dug wells, showing that the need for safe drinking water is the highest for IDPs in Injil.

The Directorate of Rural Rehabilitation and Development, with the support of UNICEF and NGOs, has provided water services to displaced people in some areas, such as in Shaidayee, where UNICEF paid to install pipes. Despite a few reports of shortages and unclean water, water is one of the services that both displaced people and host community have the best access to in most urban and peri-urban areas.

The qualitative data further explain that, even though there is piped water in houses across several villages, some families cannot benefit from it because it is expensive or only available for a few hours a day. Running tap water requires electricity to function, implying additional costs for electricity. Altogether, it amounts to 400 to 2,000 Afghanis per month depending on the size of the family. Therefore, some families cannot afford the service and their water gets cut. In such cases, they use wells or get their supply at the mosque. Some IDPs pointed out that they would prefer to use water from a well equipped with a solar panel, rather than pipe water, to avoid the associated electricity costs.

“We do not have piped water here as we cannot afford it. We have to find a different source and bring water. They cut our pipe as we did not have money to pay the water bills.”

Female IDP in Urdobagh

Access to sanitation

Quantitative proxy indicator: percentage of population that have access to adequate sanitation

	Displaced		Host Community
	Recent	Protracted	
Male	60%	91%	88%
Female	72%	92%	94%

Whether in settlements or in villages, IDPs have access to washrooms and latrines. In the overwhelming majority, both displaced and host families have their own facilities and very few share with other families or households, though there is a 14-percentage point difference between groups. The sanitation facilities accessible for the protracted displaced in Herat appear to be similar to those available to the host community. Ninety-one percent of protracted IDP families have their own facilities compared with 65% of recent IDPs. Recent IDPs more frequently share toilets with other families or households inside the compound. In Guzara district, both IDPs and host communities have less access to sanitation compared to the other areas. Furthermore, there is a clear urban/peri-urban divide regarding use of family toilets as host community members and IDPs almost exclusively use family toilets in Herat PD 6 and PD 7.

Availability and access to health services

Quantitative proxy indicator: percentage of population that have access to health services³³

	Displaced		Host Community
	Recent	Protracted	
Male	84%	86%	88%
Female	62%	74%	85%

The vast majority of people surveyed live within an hour of a hospital. While IDPs report being further away from hospital than host communities, the difference probably results from a lack of knowledge of the closest health facility on the part of recently arrived IDPs. Still, 55% of IDPs and host community alike report experiencing some kind of issue accessing health care.

In qualitative interviews it was confirmed that, in settlements such as Shaidayee, displaced people have access to health centres and some mobile clinics that operate inside the settlement as well as in a few remote areas. IDPs and host communities living in small villages report that they do not have direct access to health facilities. Private doctors provide services in villages, but displaced people generally cannot afford these services. Therefore, in order to access healthcare, they are obliged to go to the nearest centre, up to 5 kilometres away. In general, displaced people do not have access to facilities which can treat complex health issues, and would need to be referred to a more distant hospital. The cost of transportation to the hospital is a barrier to healthcare for poor people in both the host and displaced communities.

³³ Note that the discrepancies between men and women is usual with questions relating to distance or time. Women are usually less educated and less exposed to information than men, and tend to face difficulties in responding to such questions. In addition, health services might be understood differently between men and women, depending on their specific needs. Finally, it is possible that recent female IDPs are still unaware of where services are located, hence the greater gender discrepancy in the group of recently displaced households.

*“We don’t have a hospital here. About 8,000 families live here without a health centre. We need to pay 100 Afs to go to the nearest hospital by taxi.”
Host community male member, Herat PD 7*

*“We have one doctor here, but that is private one and we do not have any public hospital here. If you can afford the private doctor, you have access to health care.”
Female IDP, Urdo Bagh, Guzara district*

Availability and access to primary and secondary education

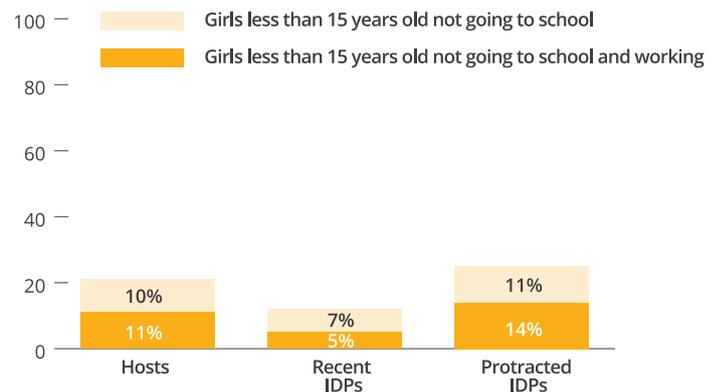
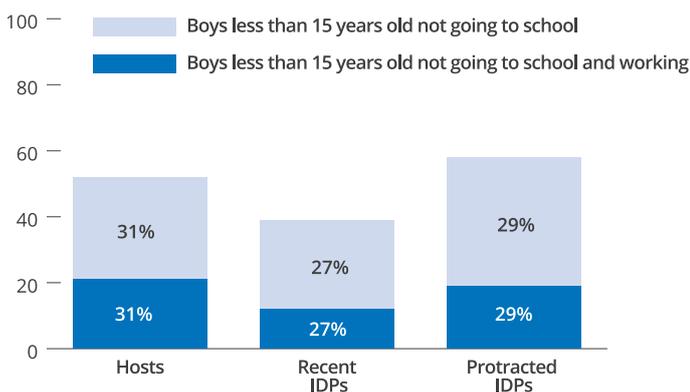
Quantitative proxy indicator: percentage of children that have access to schools (aggregation of primary and secondary school attendance)

	Displaced		Host Community
	Recent	Protracted	
Male	57%	76%	76%
Female	49%	69%	72%

Classes have been established for IDPs and returnees by the Ministry of Education, with the support of UNICEF, World Vision and NRC in main settlements such as Shaidayee. Still, a large portion of school-aged children (6-18 year-old) among recently displaced communities do not attend school (over 50% of girls and 43% of boys). Differences can be found between recent IDPs and all other groups, as well as between girls and boys among displaced people. There is no apparent gender gap among the host community.

According to FGDs, displaced people face difficulties accessing schools, even in urban areas, because there are not always schools close to where they live. This is the case, for instance, on the outskirts of the city in PD7, or in peri-urban areas. Parents are often reluctant to see their school-age children walk long distances, fearing for their safety. This challenge especially affects girls as it means that their families are even more reluctant to send them.

In addition, schools often do not have the capacity to accommodate all the students who seek to access education. Children have to study under a tent and classes may operate up to four shifts a day. For instance, in Shalbafan, PD 7 district, there are as many as 4,500 boys and almost as many girls who attend the only existing school.³⁴ Moreover, a shortage of teachers, absenteeism and lack of study materials constitute additional obstacles to the provision of education. Host communities and displaced people are affected in the same way and both urban and peri-urban areas face the same difficulties. According to quantitative data, regardless of the location, child labour is a major obstacle to education across all groups, with almost one out of every three boys below 15 years old working instead of going to school. While far fewer girls are reported to be working, in reality, girls are often expected to do domestic labour, which may not be considered work. If this was counted, the proportion of girls not going to school in order to fulfil these tasks is likely to appear higher.



³⁴ Key Informant Interview with the Wakil-i-Gozar of Shalbafan

In addition, some children cannot register with schools because they do not have valid identification documents. Displaced parents' perception that they are only settled for a short period of time deters them from undertaking the administrative tasks necessary to register their children in school.

"I have a seven-year-old daughter and I wanted to send her to school but since school is very far, I did not. If we had a school in our village, I would send her to school."

Male host community member, Herat PD 6

"There is primary and secondary school. It was built 25 years ago for 200 students. But now there are 4,000 boys and girls studying there. A second school was built by an NGO. Still, there are twelve classrooms and students are studying in three shifts."

Community leader, Karizak

Existence and access to safety nets/social protection programmes

Qualitative proxy indicator: existence and access to safety net/social protection programmes

Displaced	Host Community
There are no safety net programmes	There are no safety net programmes

Key informants report the existence of a few projects in Herat targeting IDPs, especially widows, during winter to allow them to buy food. These interventions are, however, limited in time and no safety net programmes aimed at reducing poverty appeared to be implemented in the area at the time of the assessment.

Access to employment and job creation

Market accessibility

Qualitative proxy indicator: access to markets

Displaced	Host Community
There are a few markets in the neighbourhood but opportunities for generating income are limited	There are a few markets in the neighbourhood but opportunities for generating income are limited

According to most respondents in FGDs, there are markets in many areas where displaced people live. They can buy and sell products, which provides them with a small income, but the existence of markets is not systematic. For instance, in Shalhafan and a village in Urdu Bagh, there is no market. Opportunities to work are limited, in particular in peri-urban areas where people have to commute to the centre of the city to find a job.

"We do not have a market in our village. There is no opportunity for employment or establishment of business in our area."

Female IDP, Urdu Bagh, Guzara district

Access to TVET opportunities

Qualitative proxy indicator: access to TVET opportunities

Displaced	Host Community
Very few TVET programmes are available in the area and/or few opportunities for apprenticeship.	Very few TVET programmes are available in the area and/or few opportunities for apprenticeship.

There have been some TVET programmes in Herat in areas affected by displacement, such as in Gabriel, Kodistan, Maslakh, Shogofan, and Shaidayee. However, with the exception of Shaidayee, none of the respondents in the other locations where the qualitative data was collected reported having benefited from TVET programmes.

The TVET programmes which were offered focused on sewing and tailoring, but also covered poultry-raising, entrepreneurship, and the creation of small businesses and green houses. Reportedly, programmes implemented by NGOs focused on IDPs, while programmes implemented by the government included the host community. The skills provided, however, do not always allow people to generate an income and respondents acknowledge the need for more marketable skills.

“There are no vocational training programmes here. There is not even a sewing course allowing ladies to participate and learn this skill.”

Female IDP, Herat PD 7

Existence of legal or administrative obstacles to economic activities

Qualitative proxy indicator: existence of legal or administrative obstacles to access employment and self-employment

Displaced	Host Community
There are some legal or administrative obstacles that prevent people accessing employment or self-employment, including access to credit/loans	There are no legal or administrative obstacles to people accessing employment or self-employment, including access to credit/loans

Qualitative data show that the main obstacle to economic activities is linked to access to credit, as IDPs/returnees do not have sufficient financial resources to start their own small businesses. In order to obtain a loan, displaced people need to provide some kind of guarantee, for example on property they own, and valid identification documents. Some stakeholders believe that banks would be more reluctant to grant a loan to an IDP than to members of the host community. Another obstacle to credit is the lack of awareness, as a large number of IDPs/returnees have not heard of loans. There is also a resistance to it, as many people reject the idea of paying interest as forbidden by Islam. Yet, CRDSA, a local NGO, is supporting the creation of small businesses and MoLSAMD has provided some grants (not specifically targeting displaced people).

“We had a loan system here in our village but our people rejected it because the interest system is “haram” in our religion.”

Male host community member, Herat PD 7

Existence of employment opportunities

Qualitative proxy indicator: access to employment and self-employment³⁵

	Displaced		Host Community
	Recent	Protracted	
Male	47%	49%	49%
Female	31%	40%	49%

In the survey, both displaced people and host community members listed the lack of education (43%) and lack of assets (45%) as the main obstacles to finding employment. Lack of knowledge (19%) and lack of access to credit also emerged as important barriers for IDPs. These obstacles are similar in every surveyed location. IDPs do not possess specific professional skills (besides in agriculture) and sustainable employment opportunities are rare in Herat, including for the host community. Therefore, IDPs engage in low-skilled jobs and work as day labourers, either in farming or in construction, while women work as tailors or carpet weavers — when they possess such skills. Displaced women report facing more barriers than men. They are twice as likely as men to report lack of education as a barrier and there is a 14-percentage point difference regarding assets as an obstacle to obtaining a job. Lack of local networks is a concern for 20% of men. Children also work, selling goods, washing cars, or polishing shoes. Some displaced people have opened small shops, but the majority of people pointed to the lack of financial support to start a business.

DoRR was reported to have supported some IDPs to find short-term job opportunities in hotels and restaurants, but these jobs are available on an irregular basis, which severely limits their income. No other government measures were reported.

“We do not have any main source of income. People are here working per day. Sometimes, they find work and sometimes they do not.”

Female IDP, Herat PD 6

In FGDs, IDPs often highlighted the precarity of their situation, explaining that even if they have access to the market or capital, finding a job is extremely difficult and income remains insufficient.

I have a rickshaw, and am working on it. But It is not a reliable source of breadwinning and I face a lot of difficulty with this single source of income. The market is nearby but I don't think there are many employment opportunities.

Male IDP, Shalbafan, PD 7

³⁵ The gap between men and women accounts for the lack of awareness from women, in the most conservative communities, of what their husbands do outside the house.

Source of income and financial stability

Quantitative proxy indicator: percentage of population who are able to afford basic expenses most of the time

	Displaced		Host Community
	Recent	Protracted	
Male	27%	31%	48%
Female	34%	25%	40%

Overall, displaced people lack a source of income and financial stability. Self-employment is the main source of income for both host community (35%) and IDPs (36%). Occasional labour (27%) and short-term employment (13%) also provide income to IDPs, while host community members are more likely to have long-term employment (14% – a ten percentage point difference compared to IDPs) or do seasonal work (15%). The difference between protracted and recent IDPs is marginal when it comes to sources of income. Women rarely have a stable source of income.

The qualitative data provide details on the livelihood strategies used by displaced people. Some IDPs received cash from the government and NGOs for a while. In addition to the occasional labour they might find, they sometimes benefit from remittances sent by family members living in Iran. The income of the majority of both host community members and displaced people is below 5,000 Afs a month. Host communities are comparatively better off than IDPs but remain poor overall.

Displacement undoubtedly affects people’s standard of living, as the proportion of host community members who can always afford basics (24%) is three times higher than the proportion of IDPs (7.8%). There is a 12-percentage point difference between IDPs and host community members who report never being able to cover their basic needs.

“IDPs are jobless and they do not have any source of income. They rely on support provided by various humanitarian organizations.”
 AIHRC, Herat

Housing, land, and property

Access to housing, land, and property rights

Qualitative proxy indicator: access to housing, land and property rights

Displaced	Host Community
Everyone has right to rent or buy houses land	Everyone has right to rent or buy houses land

Key informants and IDPs all confirmed through qualitative data that displaced people own and rent property. The only obstacle is the lack of money. Women generally face barriers in accessing their right in relation to property, including claiming inheritance and to accessing justice to defend their rights.³⁶

³⁶ For more details see “Strengthening Displaced Women’s Housing, Land and Property Rights in Afghanistan” <https://www.nrc.no/globalassets/pdf/reports/strengthening-displaced-womens-housing-land-and-property-rights-in-afghanistan.pdf>

Land tenure

Quantitative proxy indicator: Percentage of population having security of tenure

	Displaced		Host Community
	Recent	Protracted	
Male	61%	80%	89%
Female	60%	75%	85%

Recently displaced people are at risk of being evicted. 77.5% of protracted IDPs reported that they can stay as long as they want in the place they currently live, and 60.5% of recent IDPs report being in the same situation. However, it should be considered that, in the case of Guzara, while 84% of the IDPs reported having security of tenure, only 56% of them reported living in durable housing, meaning that also respondents living in tents do not fear evictions. Some IDPs/returnees have settled on private land, built a house and sometimes cultivate that land. This has happened more in Gahdistan, Shaidayee and Karistan, for instance, where families got evicted from the land they were illegally occupying. These families have reportedly been relocated to Shahrak-i-Sabz.

“We used to live in other place, but the owner of the land forced us to leave the place and he settled there.”

Female IDP, Shalbafan

Opportunities, obstacles and suggestions for engagement: material safety

While some organisations provide health services, including mobile clinics, in under-served areas affected by displacement, poor coordination, limited resources, and the poor commitment of health workers present a challenge. Vaccinations are, however, provided to all children. Improving coordination among health providers, identifying more services for patient referral, and improving the quality of services provided by mobile health clinics should be among the priorities considered in the development of the action plan. The provision of first aid training and first aid kits to communities that do not have immediate access to proper health services, should also be considered.

Community-Based Education projects are implemented in several areas where displaced households are settled and organisations are supporting the capacity development of local teachers and increasing the number of schools. However, support should be expanded to allow more children to access education and reduce overcrowding. Organisations should build on their experience and enhance formal education activities in communities affected by displacement, ensuring that emergency support such as temporary schools, make the transition to permanent structures. They should also consider alternative methods of supporting education, including through private scholarships, or distance learning. Existing global initiatives regarding Higher Education in Emergencies (HEiE), including digital collaborative scholarships, should be explored to identify locally relevant, flexible, and high-quality models of education. Efforts should be made, both through programming and advocacy, to address the gaps in childrens’ civil documentation which reduce access to education services.

TVET structures exist but need to be renovated, and the number and quality of local trainers needs to be increased, with a particular focus on recruiting female trainers. TVET services should include the provision of ToT on new skills or upgrading of existing skills. While some opportunities to attend TVET exist, they are not sufficient and the skills provided are not always marketable. While post-training support need also to be provided, the need to provide a specific assistance to displaced who lack networking or civil documentation should be considered.

TVET and Employment Round Tables are organised in Herat by the Department of Labor and Social Affairs, with the aim of supporting Herat to become Afghanistan's TVET capital, and creating sustainable structures. This coordination mechanism could also be used as a forum in which to share programme evaluations, market assessments, and value chain analyses, in order to inform TVET programme design so they are more in line with market needs. Broader involvement of the private sector, including through consultations and partnerships (such as an internship or mentoring programme), is crucial for the development of a skilled and marketable workforce. The renting of government agricultural land to IDPs is reportedly currently taking place in Herat, an approach which could be expanded to those displaced who have skills related to farming. Peri-urban communities whose economy relies on agriculture should be assisted, carrying out assessments and value chain analyses and addressing constraints related to agricultural infrastructure, inputs supply, post-harvest treatment, marketing, and credit to farmers. Greater coordination and collaboration is required between the implementation of short-term emergency projects, such as cash-for-rent, and activities which support the self-reliance of economically vulnerable families.

After several years, some informal sites in Herat were eventually formalised and proper services provided to residents. The IDP Policy, the Framework for Returnees and IDPs, the Presidential Decree 305, and the Herat Action Plan all discuss options to protect the displaced from forced evictions and provide land to landless displaced people. The local government has, however, interpreted Decree 305 in a restrictive manner, ensuring that only those IDPs displaced for five years or more are eligible to receive land. Humanitarian and development stakeholders should continue to monitor land allocation processes to ensure transparency and fairness, and should continue advocacy activities to bring about the equitable and timely distribution of land to landless displaced people.

Legal Safety

Access to documentation

Documentation availability

Quantitative proxy indicator: percentage of population who have a national identity card³⁷

	Displaced		Host Community
	Recent	Protracted	
Male	91%	98%	99%
Female	77%	92%	88%

National identity cards and voter identification cards are the two official documents held by the majority of displaced people. Eighty-nine percent of IDPs, and a similar number of host community, have national ID cards. However, displaced children frequently lack such documentation. In addition, only one third of respondents from any of the groups have birth certificates and few have marriage certificates.

Women, whether displaced or not, more frequently lack identification documents than men. This is an area where gaps are consistent and deepest. For instance, the ratio of female IDPs who have a national identity card is 10 percentage points lower than those of men. The difference is especially stark as far as passports and title deeds are concerned. There is a 40-percentage point difference between host community men and women who possess title deeds.

Not possessing identification documents incurs a range of negative consequences. Qualitative data show that many children without identification documents cannot enrol in school. In addition, adults who do not have a national ID card cannot vote. To address this issue, the government distributed specific voter identification cards for IDPs (non-IDPs have a sticker on the back of their national ID), but only half of IDPs report having such a card. The lack of identification documents and of titles of deeds may be an obstacle to accessing land when IDPs return to their area of origin.

Availability of mechanisms for obtaining or replacing documentation

Qualitative proxy indicator: access to mechanism for obtaining or replacing civil documentation

Displaced	Host Community
There are no mechanisms available in the area for people to obtain or replace civil documentation	There are mechanisms available in the area for people to obtain or replace civil documentation and there are no difficulties to access them or to have the needed documentation

Mechanisms to obtain or replace documentation exist in areas of origin, but displaced people face difficulties returning because their areas of origin are often insecure. The journey can also be long and expensive. The other option, to travel to Kabul to obtain their documentation, would be too costly for any IDPs.

³⁷The fact that a higher percentage of female protracted displaced have valid documents compared to female host community members merits further examination.

Family reunification

Qualitative proxy indicator: access to mechanisms for family reunification

Displaced	Host Community
There are mechanisms available in the area to reunite separated family members but they are not accessible to all groups	There are mechanisms available in the area to reunite separated family members but they are not accessible to all groups

Family separation is very rare and mostly affects families of returnees who have been deported from Iran. There are mechanisms in place to reunite those separated family members but not to reunite IDPs family members.

Participation in public affairs

Ability to vote and stand for election

Qualitative proxy indicator: availability of mechanisms allowing people to vote and being elected

Displaced	Host Community
Everyone has the possibility to vote and stand for election, although cultural barriers exist for some groups	Everyone has the possibility to vote and stand for election, although cultural barriers exist for some groups

There are no specific obstacles to IDPs participation in elections, as voters or as candidates. In most cases, however, lack of documentation, education and the fact that voters should cast their vote where they were registered prevents their participation. Some IDPs reported they could not vote because they did not have valid identification documents, even though the government had distributed temporary identification cards for the parliamentary elections. As women noted, cultural barriers exist which prevent them from participating in elections.

Participation in CDC elections

Proxy indicator: percentage of population that participated in the last CDC elections

	Displaced		Host Community
	Recent	Protracted	
Male	42%	54%	61%
Female	26%	22%	28%

28% of the displaced and 14 % of the host community members were not present in their community at the time of the CDC elections. Lack of awareness (especially in Herat PD 7) appears to be a major obstacle to participation, with 29% of displaced and 27 % of the host community reportedly unaware of the process. Women’s participation appears quite low compared to men, especially among host community members. Very few displaced people ran as CDC candidates. Displaced people can be elected as members of CDCs and some have been. IDPs and returnees who live in places where they make up the majority of the population have their own elected representatives. Some CDCs have also been established in displaced communities and consist exclusively of IDPs/returnees. But in general, CDC members are elected from among the host community.

“We don’t let other people to be our leader, we do have our leader and we select our own people.”
Female host community member, Herat PD 7

Involvement in social and political life

Quantitative proxy indicator: active participation in social or political life

	Displaced		Host Community
	Recent	Protracted	
Male	31%	20%	25%
Female	3%	2%	5%

Involvement in social and political life appears to be higher among recently displaced people than host community members or those facing protracted displacement. This might be due to the fact that IDPs, especially those living in settlements, have shuras representing them and allowing them to participate in political life and decision-making. The majority of IDPs/returnees expressed satisfaction with their level of consultation and inclusion. There is a large gap between men and women's involvement. Outside of the settlements, IDP involvement drops considerably, with rates close to zero in Guzara district and in Herat PD 7.

Access to remedies and justice

Availability of mechanisms to address complaints

Qualitative proxy indicator: access to and responsiveness of complaint mechanisms

Displaced	Host Community
Mechanisms exist to address complaints but their response is limited	Mechanisms exist to address complaints but their response is limited

Displaced people can raise complaints to the Directorate of Refugees and Repatriation. They can also call 410, a phone number created specifically so that IDPs/returnees can share grievances. In addition, some NGOs have their own complaint mechanisms, including complaint boxes. However, IDPs/returnees are usually unaware of these mechanisms and, like host communities, they submit complaints to village leaders or CDCs.

Access to formal or informal justice systems

Qualitative proxy indicator: access to formal or informal justice systems

Displaced	Host Community
Formal and informal justice systems are available in the area but their function is limited	Formal and informal justice systems are available in the area but their function is limited

Formal and informal justice systems are usually available and functioning in the area of displacement. IDPs/returnees have similar access to the host community, even though some female IDPs have less understanding of the process. However, displaced people tend to opt for the informal system because they prefer a "traditional" approach and do not trust the formal justice system, which they perceive to be corrupt.

Availability and responsiveness of formal and informal justice system

Quantitative proxy indicator: percentage of population who believe that existing justice system can defend their rights

	Displaced		Host Community
	Recent	Protracted	
Male	26%	33%	31%
Female	33%	44%	39%

The formal justice sector is not trusted among any of the groups in Herat. Considering the relatively similar level of trust among all groups, it can be assumed that the justice sector does not discriminate against certain groups. However, it also confirms that, whether in the city or in rural areas, citizens prefer the informal justice system which is regarded as more faster, fairer and more transparent than the formal system. In the FGDs, participants of all origins complained about the high level of corruption of the formal justice system.

Opportunities, obstacles and suggestions for engagement: legal safety

Currently, displaced persons still face many obstacles in obtaining a Tazkera, including navigating complex administrative procedures and the need to apply to the Population Registration Department (PRD) either in their place of origin or in Kabul. According to the IDP Policy “The MoI will prioritise IDPs who do not have tazkeras for receiving the E-Tazkera and will authorise all central and provincial departments of the DPR to prioritise IDPs for issuance of the E-Tazkera”. It also states that the “MoI will modernise the record-keeping of its DPR and centralise in Kabul data that is currently only held in provincial capitals, so that it is not necessary for IDPs to travel to their home provinces to verify their identity, as this is expensive and can be both difficult and dangerous. It will also ensure that the new system allows for the issuance of tazkeras in any provincial capital”. This has, however, not yet happened and mechanisms to obtain or replace documentation exist only in the area of origin or in Kabul. A civil registration database is reported to exist in Kabul but is not linked with the provinces. Advocacy should focus on encouraging the government to meet its obligations under the IDP Policy in this regard.

With regard to the displaceds’ representation in community-based decision making mechanisms, the IDP Policy prioritises “Enhancing representation in community-based decision making structures through allocation of a fixed percentage of urban CDCs to informal settlements with high number of IDPs and/or returnees, provision of a legal basis for representation of newly arrived returnees and/or IDPs in CDCs and Ghozars, ensuring IDPs’ and returnees’ representatives are included in city governance structures and municipal advisory boards, ensuring the right to information for all citizens on services, including and especially IDPs and/or returnees.” As with the obligations pertaining to civil documentation, the government should be encouraged to deliver upon these commitments.

In the meantime, the Citizens’ Charter provides the opportunity for returnees and IDPs to participate in local governance and to voice their concerns. Some have been elected as community representatives. However, lack of awareness and limited trust in the inclusiveness and effectiveness of the process hampers the participation of both displaced and host community members. Efforts to strengthen coordination between humanitarian actors and CDCs need to be made, including strengthening humanitarian workers’ knowledge of the Citizens’ Charter and the processes relating to the inclusion of displaced in CDC elections. This will help them participate in awareness-raising activities.

Complaint response mechanisms that address issues relevant to communities affected by displacement do exist. Awaaz Afghanistan, implemented by UNOPS on behalf of WFP, UNHCR, the Afghanistan Humanitarian Fund, and the EU is a nationwide, inter-agency call centre which allows Afghans to request information and humanitarian support by calling a toll-free number or submitting a message on their website. The centre was established in May 2018 and is staffed by male and female multi-lingual operators. Services are available in Dari, Pashto, Urdu, and English. According to reported call metrics, more than one-third of calls are outbound (including 32% labelled as “follow-up”). This suggests that the centre has established mechanisms for actually responding to the concerns of citizens and reporting the information back to them. The call rate from host communities appears to be nearly double that of IDPs, with the overwhelmingly majority of callers being adult men.

Beyond Awaaz, however, there is generally a limited capacity to take action with regard to the complaints made and provide callers with feedback. Other factors, such as limited awareness of and lack of trust in the confidentiality and transparency of such mechanisms, limited resources and coordination challenges hamper the effectiveness of such mechanisms.

According to workshop participants, displaced populations are often unaware of local justice mechanisms. Increasing community-level training for duty bearers on dispute resolution and providing awareness to IDPs on local justice mechanisms will help enhance IDPs’ access to justice.

Early marriage remains one of the most commonly reported rights violations, but it is not sufficiently addressed as it is still widely culturally acceptable. Agencies should consider advocating for the Ministry of Hajj and Religious Affairs to validate/issue marriage certificates,³⁸ which could help to prevent the early or forced marriage practice, ensuring that all marriages comply with Afghan law.

³⁸ Article 70 of the Afghan Civil Law sets the legal age of marriage to be 16 for females and 18 for males; Article 71 (subsection 1) gives a girl's marriage rights to her father or guardian before the legal age of 16, and marriages for minors under the age of 15 are not allowed under any circumstance.

Impact of Displacement on Different Groups

There is no significant difference between the host community and IDPs regarding security, trust in police and freedom of movement. Similarly, both communities mostly rely on self-employment and they face similar barriers in accessing healthcare and education. However, displaced people are disproportionately affected when it comes to food security, housing, and access to safe drinking water and sanitation. Lack of documentation and limited social networks impact on their capacity to access work and education.

Although host community members appear better off with regard to housing conditions and sanitation, and are in many cases the first providers of assistance, offering shelter and food to the displaced, they feel that the presence of the displaced obliges them to share their limited resources without receiving anything in return.

Newly displaced and protracted displaced

On some issues a gap between recent and protracted IDPs emerges, as the situation of protracted IDPs is often indistinguishable from that of the host community. Protracted IDPs' feelings of safety are similar to those of members of the host community. Protracted IDPs live in their own house in higher proportion than newly arrived IDPs and they have better access to food, sanitation and medical facilities. Men are more likely to have identification and to vote than recent IDPs, in a way that is similar to host communities.

The review of the various indicators shows that protracted IDPs have integrated relatively well and have succeeded in accessing income, formalising their housing situation, and gaining access to services and political life. On the contrary, recent IDPs face more barriers to access services, are poorer and live in situation that are more fragile, including when it comes to housing.

Specific issues faced by urban and peri-urban residents

An urban/peri-urban divide has emerged on several issues such as safety perception, trust in the police, lack of food, housing and sanitation. The feeling of safety is higher in peri-urban areas than in the city. This is a common issue encountered in cities: residents often perceive their personal safety at risk mostly because of criminality. In addition, quantitative data indicate that lack of food is more severe in urban areas, especially in PD 7, as it is easier to get food supplies (in exchange for work in some cases) or grow crops in peri-urban areas.

An urban/peri-urban divide is also visible when considering housing. Half of recent IDPs in peri-urban areas live in a tent while none of the IDPs do in PD 6 and PD 7. They are more likely to live in rented houses. This stems from the fact that housing in semi-rural areas is rapidly saturated. Linked to this, access to sanitation is better in urban areas where family toilets are used almost exclusively, unlike in peri-urban areas.

Gender

As highlighted throughout the report, there are significant gaps between men and women, reflecting the general gender imbalance in Afghanistan. In some instances, differences only affect female IDPs, which leads to the conclusion that displacement increases women's vulnerability and/or that the gender gap was more significant in the place of origin than the place of displacement.

Female IDPs are less confident than their counterparts in host communities when it comes to accessing jobs. They feel they lack education, assets and skills to access jobs. Further, their access to food is lower than male IDPs, who might have a chance to get a decent meal in the middle of the day when they do daily labour.

Similarly, a lower proportion of women have identification documents than men, especially passports and title deeds, which points at other cultural inequalities, such as Afghan women being less likely to travel and to own property than men. Women also vote in lower proportion and are less likely to get involved in any political or social activity. These inequalities might be exacerbated by displacement but are mainly cultural in origin.

Minors

Children face several vulnerabilities that are exacerbated by displacement. First, qualitative data highlight that they often have to work to support their family, which prevents them from attending school. While it is difficult to precisely assess the extent of the phenomenon, it is reported as common. Children sell food, wash cars, polish shoes and collect plastic, among other things. While child labour is common in Afghanistan, it is most probably exacerbated by poverty in the displacement context.

Second, many displaced IDP children do not have national identity cards. As explained above, parents have to go to their area of origin in order to obtain documentation, which is too costly and/or unsafe. As a consequence, without an ID card, children cannot enrol in school. This constitutes an additional barrier to education for displaced children.

Overview of findings

HERAT – ALL POPULATIONS

PHYSICAL SAFETY

PROTECTION

Quantitative proxy indicator: Percentage of population that is aware of cases of physical, sexual or psychological violence

DISPLACED

HOST

Percentage of population who can move freely in the community

DISPLACED

HOST

SAFETY AND SECURITY

Percentage of population who feel safe in the community

DISPLACED

HOST

Percentage of population who trust the police

DISPLACED

HOST

SOCIAL COHESION

Existence of forms of discrimination

DISPLACED

HOST

MATERIAL SAFETY

ACCESS TO BASIC SERVICES

Percentage of population who experience hunger

DISPLACED

HOST

Percentage of population who have access to durable housing

DISPLACED

HOST

Percentage of population who have access to safe drinking water

DISPLACED

HOST

Percentage of population who have access to adequate sanitation

DISPLACED

HOST

Percentage of population who have access to health services

DISPLACED

HOST

Percentage of children who have access to schools (primary and secondary)

DISPLACED

HOST

Existence and access to safety net/social protection programmes

DISPLACED

HOST

ACCESS TO EMPLOYMENT AND JOB CREATION

Access to markets

DISPLACED

HOST

Access to TVET opportunities

DISPLACED

HOST

Existence of legal or administrative obstacles to access employment and self-employment

DISPLACED

HOST

Access to employment and self-employment

DISPLACED

HOST

Percentage of population who are able to afford basic expenses most of the time

DISPLACED

HOST

HOUSING LAND AND PROPERTY

Access to housing land and property rights

DISPLACED

HOST

Percentage of population who have security of tenure

DISPLACED

HOST

LEGAL SAFETY

ACCESS TO DOCUMENTATION

Percentage of population who have civil documentation

DISPLACED

HOST

Access to mechanisms for obtaining or replacing civil documentation

DISPLACED

HOST

FAMILY REUNIFICATION

Access to mechanisms for family reunification

DISPLACED

HOST

PARTICIPATION IN PUBLIC AFFAIRS

Availability of mechanisms that allow population to vote and be elected

DISPLACED

HOST

Percentage of population who participated in the last CDC elections

DISPLACED

HOST

Active participation in social and political life

DISPLACED

HOST

ACCESS TO REMEDIES AND JUSTICE

Availability and responsiveness of mechanisms to address complaints

DISPLACED

HOST

Access to formal or informal justice system

DISPLACED

HOST

Percentage of population who believe that existing justice system can defend their rights

DISPLACED

HOST

HERAT – DISPLACED ONLY

PHYSICAL SAFETY



PROTECTION

Quantitative proxy indicator: Percentage of population that is aware of cases of physical, sexual or psychological violence

RECENT
PROTRACTED

Percentage of population who can move freely in the community

RECENT
PROTRACTED

SAFETY AND SECURITY

Percentage of population who feel safe in the community

RECENT
PROTRACTED

Percentage of population who trust the police

RECENT
PROTRACTED

SOCIAL COHESION

Existence of forms of discrimination

ALL DISPLACED

MATERIAL SAFETY



ACCESS TO BASIC SERVICES

Percentage of population who experience hunger

RECENT
PROTRACTED

Percentage of population who have access to durable housing

RECENT
PROTRACTED

Percentage of population who have access to safe drinking water

RECENT
PROTRACTED

Percentage of population who have access to adequate sanitation

RECENT
PROTRACTED

Percentage of population who have access to health services

RECENT
PROTRACTED

Percentage of children who have access to schools (primary and secondary)

RECENT
PROTRACTED

Existence and access to safety net/social protection programmes

ALL DISPLACED

ACCESS TO EMPLOYMENT AND JOB CREATION

Access to markets

ALL DISPLACED

Access to TVET opportunities

ALL DISPLACED

Existence of legal or administrative obstacles to access employment and self-employment

ALL DISPLACED

Access to employment and self-employment

RECENT
PROTRACTED

Percentage of population who are able to afford basic expenses most of the time

RECENT
PROTRACTED

HOUSING LAND AND PROPERTY

Access housing land and property rights

ALL DISPLACED

Percentage of population who have security of tenure

RECENT
PROTRACTED

LEGAL SAFETY



ACCESS TO DOCUMENTATION

Percentage of population who have civil documentation

RECENT
HOST

Access to mechanisms for obtaining or replacing civil documentation

ALL DISPLACED

FAMILY REUNIFICATION

Access to mechanisms for family reunification

ALL DISPLACED

PARTICIPATION IN PUBLIC AFFAIRS

Availability of mechanisms that allow population to vote and be elected

ALL DISPLACED

Percentage of population who participated in the last CDC elections

RECENT
PROTRACTED

Active participation to social and political life

RECENT
PROTRACTED

ACCESS TO REMEDIES AND JUSTICE

Availability and responsiveness of mechanisms to address complaints

ALL DISPLACED

Access to formal or informal justice system

ALL DISPLACED

Percentage of population who believe that existing justice system can defend their rights

ALL DISPLACED

PART 3 – CONCLUSIONS AND RECOMMENDATIONS

The present assessment offers a case study on the challenges and opportunities for the government and humanitarian and development actors when working with large IDP populations in Afghanistan. Overall, the legal and policy framework is relatively strong and coordination mechanisms exist, but implementing the framework is less successful. The central government does not provide sufficient support to the provincial level and even slows down the implementation of local initiatives.

The programmatic responses to the Herat IDP crisis seem to have been relatively well aligned to the emergency needs, but the transition between emergency and recovery remains limited and insufficiently coordinated across actors and activities. In 2018, to respond to the arrival of a considerable number of displaced, many agencies focused their interventions on emergency response. However, less attention has been placed on building communities' resilience and supporting IDPs in the achievement of durable solutions. Short-term emergency programmes ended in June 2019, but have not been replaced by longer-term programmes aimed at supporting communities' recovery.

While residents — whether hosts or IDPs — can access most services, the quality of these services remains very poor. The report highlights the fragility of the IDPs' situation, but it should be noted that the situation of host community members remains precarious, especially in relation to food security and access to a long-term job and stable source of income. The presence of IDPs and returnees put additional stress on already insufficient public services and a fragile economy.

Differences exist between displaced and host communities in accessing food, housing (including security of tenure) and safe drinking water. Access to economic opportunities is similar although the displaced suffer from lack of documentation and networking that reduces their chance of employment or access credit to start a business. Obtaining civil documentation is also a main problem for the displaced as opposed to host community members, as they can only renew them in their area of origin. For those who have been in displacement for more than three years, the situation appears more similar to that of the host community members in regard to housing, including security of tenure, sanitation and health.

Considering the risk of tension between host and displaced communities, and the relatively high level of poverty even among host communities, it is important to design comprehensive and conflict-sensitive programmes that consider the needs of both displaced and host community members and strengthen both the quality and quantity of service delivery. More specifically, the following is recommended:

Advocacy and institutional support

- While recognising that return remains a solution, engage in advocacy and programming to ensure that integration in places of displacement remains an option for the displaced. This would include assisting MoRR in planning, coordination and resource allocation of initiatives to support the integration process.

- MoRR should be further supported at national and sub-national level in its **coordination** role, with an emphasis on better synchronizing the interventions of multiple actors, at different levels. Coordination in Herat should involve civil society networks and the private sector, as they have the potential to foster peaceful coexistence and economic empowerment.
- Advocate with DoRR to play a more prominent role in sharing information and managing IDPs' expectations, which are usually high and unmet, increasing raises frustration toward the government and service providers. This could be done through properly designed communication efforts, including organising regular meetings with IDPs and host community representatives and using a grievance management mechanism.
- Ensure that communities affected by displacement take an active role in **decision making processes**, including the design and monitoring of interventions aimed at supporting recovery.
- Follow up on **land allocation** in Herat and advocate for the fair and timely distribution of land to landless displaced who have opted for **local integration**. Review the land allocation experiences in Herat and the assistance provided to formal settlements with the aim of improving future support, including in other areas of the country.
- Many of the indicators are linked to the issue of **civil documentation** for IDPs. Advocate with the government at national level to issue Tazkeras locally, linking the civil registration database in Kabul with the one in Herat and provinces of high displacement. Explore the possibility of providing/extending support to the government in implementing such activities.

Programming

- The transition between emergency aid and assistance to recovery and durable solutions should be better designed, with development actors involved from the beginning.
- Host communities have similar needs to IDPs, and programming should target both IDPs and host communities. Programme design should be **needs-based** and consider how possible tension or disputes could be addressed or mitigated through the use of conflict sensitivity approaches.
- The government and aid agencies should prioritise **food security** in their programme and set clear goals to reduce food insecurity.
- Strengthen **protection** activities which raise awareness on the rights of the victims, education on prevention and reporting of GBV. GBV remains taboo and reporting levels remain low, and as a result, programmes should involve men, instead of focusing solely on women. Measures such as establishing safe spaces for women to speak, strengthened referral mechanisms and awareness-raising programmes will, in time, encourage the development of an environment in which survivors might feel comfortable to report. Ensure that proper follow ups are carried out and that adequate support is provided to referral pathways.
- Review current **shelter** programming and identify ways to improve IDPs' security of tenure and housing conditions, including the condition of rented houses, providing assistance that can benefit both displaced and host community.
- Enhance formal **education** activities in communities affected by displacement, ensuring that emergency support, such as temporary schools, transitions to permanent structures, building classrooms and developing new teachers' capacities as required. Explore alternative methods of supporting primary and secondary education, including through private scholarships, distance learning, or linking Herat University with universities in other countries.
- Strengthen **livelihood activities** to support self-reliance. Emergency measures, such as cash for rent, can be linked to activities that support the self-reliance of economically vulnerable families. More linkages with — and

involvement of — the private sector should be explored from the start to develop a skilled and marketable workforce, ensuring that TVET and post-training support is provided and that it corresponds to the actual needs of the market. Specific support to IDPs should be provided when access to employment or credit are hampered by a lack of social networks or civil documentation.

- Assist peri-urban communities whose economy relies on **agriculture**. Further research including market assessments and value chain analysis targeting peri-urban areas is needed. Assistance can be provided not only in identifying and investing in high value agricultural products, but also in addressing constraints related to infrastructure, input supply, post-harvest treatment, marketing and credit to farmers. Additionally, the possibility that government land could be rented for farming could be explored to support displaced with farming skills.
- Reinforce **complaint mechanisms**, enhancing awareness and ensuring timely and proper follow-up. Provide feedback to communities.
- The **Citizens' Charter** Programme seems, thus far, to be the most inclusive system to provide services equally to IDPs and host communities, although more can be done to better support resilience and permanent solutions. Ways to enhance collaboration with CDCs need to be further explored as they have a great potential to foster social cohesion between the groups and mitigate the risk of conflicts.
- Enhance IDPs' **access to justice**, increasing coverage of community-level training for duty bearers on dispute resolution and providing awareness to IDPs on local justice mechanisms.
- Evaluate initiatives aimed at supporting the process of **IDP returns**, including initiatives undertaken in the area of displacement as well as origin, to understand challenges and opportunities in replication/expansion.³⁹ Ensure that such evaluations are widely shared, especially with MoRR, and used to design future activities to support return.

³⁹ADSP is currently undertaking a study "Learning from IDPs' Experience of Return"

PART 4 – ACTION PLAN

The Action Plan provides an initial list of priority programmatic and policy/advocacy actions that ADSP members could take into consideration in the development of their strategic planning for the next three to five years to support, in coordination and collaboration with other partners, the early recovery and resilience of communities affected by displacement in Herat.

Overall the actions proposed consider communities as a whole, including both displaced and host. However, where a problem only affects one community, targeted actions are suggested. When IDPs live in settlements, particularly in peri-urban areas, activities should also target or provide benefits to the surrounding host community

PHYSICAL SAFETY				
Objectives	Actions	Expected outcome	Risks and assumptions	Implementer
<p>Create an environment conducive to improved GBV reporting and response, and foster an environment in which survivors rights are respected</p>	<ul style="list-style-type: none"> • Carry out a thorough gender audit to identify structural risks and capacities for resilience. Also review existing services, coordination and referral mechanisms, and actors' capacities with regard to prevention and case management of GBV cases. Use findings of gender audit to inform coordinated development of GBV programmes. • Engage with whole communities, including men and boys, to address harmful cultural beliefs and practices in ways which are culturally appropriate. • Engage with police, justice and government duty-bearers to develop appropriate capacity-building programmes focusing on international and Afghan legal and normative frameworks, and reporting and response processes. • Work with rule of law actors to strengthen programmes which build trust between displaced communities and police forces • Evaluate awareness, reporting and capacity development interventions to inform design of possible next phases. 	<p>Survivors feel better able to report GBV abuses, and communities as a whole have improved understanding of the impact of harmful cultural practices and how to address them</p>	<p>Taboos and limited trust</p> <p>Potential safety risks associated with GBV service provision and programming addressing harmful cultural practices</p> <p>Lack of funding</p> <p>Lack of police and community engagement</p> <p>Limited number of NGOs involved in providing services</p>	<p>Protection Cluster (lead)</p> <p>Humanitarian agencies delivering projects to assist GBV survivors in displacement-affected communities</p>

Objectives	Actions	Expected outcome	Risks and assumptions	Implementer
Strengthen social cohesion through the design of conflict sensitive programmes	<ul style="list-style-type: none"> • Carry out conflict risk analysis prior to programme design • Share conflict risk analysis with partners and agencies engaged in activities that support communities affected by displacement • Design and implement projects that are needs-based and consider how possible conflict could be addressed or mitigated • Design and implement projects to promote awareness of IDPs' rights, and social and cultural activities that enhance understanding and promote peaceful coexistence, particularly in communities affected by displacement. • Monitor and regularly evaluate the impact of coexistence activities and share with partners and agencies results and lessons learned. • Design and implement projects in collaboration with host and displaced communities • Support to Herat DoRR in planning, coordination and resource allocation of initiatives that can support return and local integration processes 	Programming is conflict sensitive and addresses potential and existing conflicts	<ul style="list-style-type: none"> Lack of funding Limited specific expertise for conflict risk analysis among humanitarian actors Resistance by local administration and communities to integrating IDPs 	Humanitarian and development agencies implementing projects targeting displacement affected communities
Enhance collaboration with Citizens' Charter Programme (CCAP) and Community Development Councils (CDC)	<ul style="list-style-type: none"> • Advocate with CCAP to enhance support to communities affected by displacement. • Identify mechanisms for coordination and coordinate/ collaborate, including sharing data and information and jointly prioritise areas and sectors of interventions and follow up on results and lessons learned. 	Social cohesion is fostered through an inclusive programme	<ul style="list-style-type: none"> Limited funding in communities affected by displacement Lack of CDC collaboration 	ADSP members (lead) and humanitarian actors working in communities affected by displacement

MATERIAL SAFETY				
Objectives	Actions	Expected outcome	Risks and assumptions	Implementer
Engage development actors in the design of programmes that enhance access to basic services for communities affected by displacement	<ul style="list-style-type: none"> • Map development programmes targeting areas affected by displacement in Herat. • Initiate/strengthen dialogue and coordination with development agencies with the aim of linking humanitarian short-term interventions to development long term programming. • Advocate for inclusion of areas affected by displacement in development programmes/projects and follow-up. 	Programmes have a long-term and sustainable outcomes for the whole community	The action requires a high level of engagement, and flexibility from both humanitarian and development actors. Development projects/ funding will need to target communities affected by displacement	ADSP members (lead), Humanitarian and development Agencies
Support communities affected by displacement in accessing adequate and diverse diet, especially during winter	<ul style="list-style-type: none"> • Liaise/advocate with agencies working on food security to monitor food security situation of communities and vulnerable individuals affected by displacement. • Advocate for inclusion of particularly vulnerable communities and individuals in food security programmes/projects or design and implement projects to address urgent gaps ensuring that link to longer-term interventions 	Communities affected by displacement are supported in increasing food security	Lack of funding or existing programmes to target specific communities or individuals	ADSP members, Food Security Cluster and Nutrition Cluster (lead), Humanitarian agencies working on food security
Increase access to durable housing and security of tenure	<ul style="list-style-type: none"> • Advocate with MoRR, MUDL and Herat Municipality for proper implementation of the Presidential Decree 305 on land allocation; formalisation of protracted IDP settlements on state land; and provision of occupancy certificates/title deeds. • Review current shelter programming and identify innovative, transitional shelter and housing support for displacement affected communities. Consider repair/ improvement of rented houses, to also provided benefit to host community members. • Liaise with livelihood agencies in Herat to link cash for rent beneficiaries with employment opportunities to increase resilience. • Liaise with private sector housing developer and explore collaborative opportunities for affordable housing in displacement affected communities 	Landless members of communities affected by displacement enjoy improved security of tenure and legal protection against eviction and have access to durable housing	Land is a sensitive issue and allocation to landless families might face obstacles. A review of the challenges faced so far (see Maslakh and other experiences) can help identify ways of mitigating obstacles. Lack of funding for shelter programming can be an obstacle for the provision of housing.	ADSP members, Emergency Shelter and NFI Cluster (lead), Humanitarian agencies implementing shelter programmes

Increase access to water and sanitation in communities recently affected by displacement	<ul style="list-style-type: none"> • Carry out/review WASH assessments in areas affected by displacement where sanitation is reported as insufficient, and design programmes to address urgent gaps. • Advocate for inclusion of communities affected by displacement in WASH development programmes. • Advocate with Afghan Urban Water Supply and Sewerage Corporation (AUWSSC) HQ in Kabul and its office in Herat to explore ways to reduce water costs for particularly vulnerable community members 	Access to affordable WASH services is increased for communities recently affected by displacement	Lack of funding or programmes to target communities affected by displacement. Legal or institutional obstacles to reducing water tariffs.	ADSP members and WASH Cluster (lead), Humanitarian partners providing WASH services in urban and peri-urban areas
Increase access to health services in communities affected by displacement	<ul style="list-style-type: none"> • Carry out/review health assessments in areas affected by displacement, including current coordination and referral mechanisms, and actors' capacities • Advocate for inclusion of communities affected by displacement in health development programmes, including increasing number and improving quality of mobile clinics and strengthening communities' first aid capacities • Design and implement programmes to address urgent gaps in the provision of health services in communities affected by displacement, ensuring they link to longer-term interventions • Review existing coordination among health providers, and patient referral mechanisms and provide support for improvement. 	Access and quality of health services is increased in communities affected by displacement	Lack of funding or programmes to target communities affected by displacement.	ADSP members and Health Cluster (lead), Humanitarian partners providing health services in communities affected by displacement
Enhance access to formal education in communities affected by displacement	<ul style="list-style-type: none"> • Carry out/review education assessments in areas affected by displacement, with special consideration to initiatives that support transition from emergency to permanent structures. • Advocate for inclusion of communities affected by displacement in education development programmes, including increasing number of facilities and enhancing teachers' capacities. • Design and implement programmes to address urgent gaps in the provision of education services in communities affected by displacement, including enhancing parents' awareness of the benefit of education and incentive packages, ensuring links to longer-term interventions. • Review global or local experiences of alternative methods of education support, including through private sponsorships, or distance learning and assess their potential of being piloted in Herat. 	Male and female children affected by displacement access to primary and secondary education is enhanced, including through the use of innovative and alternative education methods	Lack of programmes targeting communities affected by displacement. Lack of infrastructure, land interest from private sector and sponsors	ADSP members and Education in Emergency Working Group (leads), Humanitarian partners providing education services in communities affected by displacement

<p>Enhance access to employment and self-employment</p>	<ul style="list-style-type: none"> • Advocate with public and private transport providers to link communities affected by displacement with markets. • Support coordination mechanisms such as the local DoLSA TVET Round Tables to share information, market assessments and studies, and to advocate for inclusion of communities affected by displacement • Advocate with MoRR to coordinate and monitor the implementation of the National IDP's Policy's TVET provisions • Design/implement programmes to address gaps in TVET, and links to market assessments and post-training support, and long-term development interventions • Review global and local practices in supporting undocumented IDPs in accessing TVET, employment and credit and design and implement pilot activities. • Support the establishment or development of TVET and employment centres in areas affected by displacement • Liaise with agricultural development actors to address farmers' constraints, and provide credit in areas where IDPs with farming skills can work. • Review legislation, practice and opportunities for rent of government land and identify ways to support IDPs and host community members with farming skills but no access to land. 	<p>A skilled and marketable workforce is has increased access to employment and self-employment in both urban and peri-urban areas</p>	<p>Lack of funding or programmes to target specific communities.</p> <p>Lack of interest of government and/or private sector to coordinate and collaborate</p> <p>Land is a sensitive issue and should be expected that the renting of agricultural land by IDPs will face obstacles.</p>	<p>ADSP members and humanitarian partners providing services to support access to employment and self-employment</p>
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LEGAL SAFETY				
Objectives	Actions	Expected outcome	Risks and assumptions	Implementer
Enhance IDPs' access to civil documentation	<ul style="list-style-type: none"> • Advocate with the MoRR and Mol to link the Kabul civil registration database iwth the Herat, to issue tazkeras locally. • Provide technical support to Mol/ Population Registration Department (PRD) to issue tazkeras locally • Design/implement programmes to address urgent gaps in the provision of civil documentation to IDPs, ensuring link to long-term interventions. 	IDPs can obtain tazkeras in Herat	Lack of funding or programmes to support Mol/ PRD to address the issue. Lack of government interest.	ADSP members and Protection Cluster
Enhance participation in CDC elections in communities affected by displacement	<ul style="list-style-type: none"> • Discuss with CCAP possible modalities to increase displaced people's awareness of the Citizens' Charter and processes related to the inclusion of displaced in CDC elections and follow-up 	Displaced populations' participation in social and political life increases	Lack of community interest and limited trust in inclusiveness and effectiveness of the process.	ADSP members and Protection Cluster
Enhance access to remedies and justice	<ul style="list-style-type: none"> • Advocate for and/or provide direct support to increase awareness of complaint response mechanisms in communities affected by displacement, ensuring proper follow up. • Advocate with agencies implementing community-level dispute resolution training for duty bearers to include communities affected by displacement in their programmes. • Design and implement programmes to address urgent gaps in access to justice, ensuring that link to long-term interventions. • Develop and implement projects to provide IDPs with awareness of local justice mechanisms. • Advocate with government institutions to provide the Ministry of Hajj and Religious Affairs the authority to validate/ issue marriage certificates. 	Communities affected by displacement increase opportunities to address complaints and remedies, and access traditional and/or formal justice	Lack of programmes to carry out activities. Legal or institutional obstacles to giving the Ministry of Hajj and Religious Affairs the authority to validate/ issue marriage certificates	ADSP members and Protection Cluster (leads), Humanitarian agencies involved in supporting the CRMs and the justice sector (informal and/ or formal.



ADSP

Asia Displacement Solutions Platform



NORWEGIAN
REFUGEE COUNCIL



The Asia Displacement Solutions Platform is a joint initiative of the Danish Refugee Council, International Rescue Committee, Norwegian Refugee Council and Relief International, which aims to contribute to the development of comprehensive solutions for Afghans affected by displacement. Drawing upon its members' operational presence in the region, the ADSP engages in constructive dialogue and evidence-based advocacy initiatives to support improved outcomes for displaced Afghans.