

# UNITED NATIONS TRANSITIONAL ENGAGEMENT FRAMEWORK (TEF) FOR AFGHANISTAN



**UNITED NATIONS**  
**AFGHANISTAN**



## Executive Summary

The August 2021 power shift in Afghanistan has created the need for a transitional strategy for the United Nations (UN) to address the deepening political and social-economic instability. Afghanistan is confronting an unprecedented humanitarian crisis with a very real risk of systemic collapse and human catastrophe that threatens to cancel many of the development gains of the last twenty years. In 2022, 24.4 million people in Afghanistan are projected to be in humanitarian need. Almost 23 million people are projected to face acute food insecurity, and over one million children risk dying from severe acute malnutrition. Poverty may become nearly universal affecting 95-97 percent of the population.

Despite the uncertain, complex and volatile environment, the United Nations (UN) system is committed to staying and delivering assistance to the people of Afghanistan, empowering their own efforts towards recovery. Its priorities are to: **provide life-saving assistance; sustain essential services; and preserve social investments and community-level systems** essential to meeting basic human needs. It will do so under common guiding principles that reflect the core values of the UN.

The Transitional Engagement Framework (TEF) is the overarching strategic planning document for the UN system's assistance in 2022. It provides strategic direction and coherence; ensures UN coordination, collaboration, and complementarity of action; and provides a basis for joint risk-sharing and accountability.

The TEF highlights the evolving geo-political and socio-economic context in which it will operate, the cost of inaction if international assistance ceases; the UN's strategic priorities, intended collective outcomes and the resources required to achieve them; the principles of engagement for its operations; and the UN coordination and implementation arrangements.

## SECTION 1

### The UN Transitional Engagement Framework (TEF) for Afghanistan

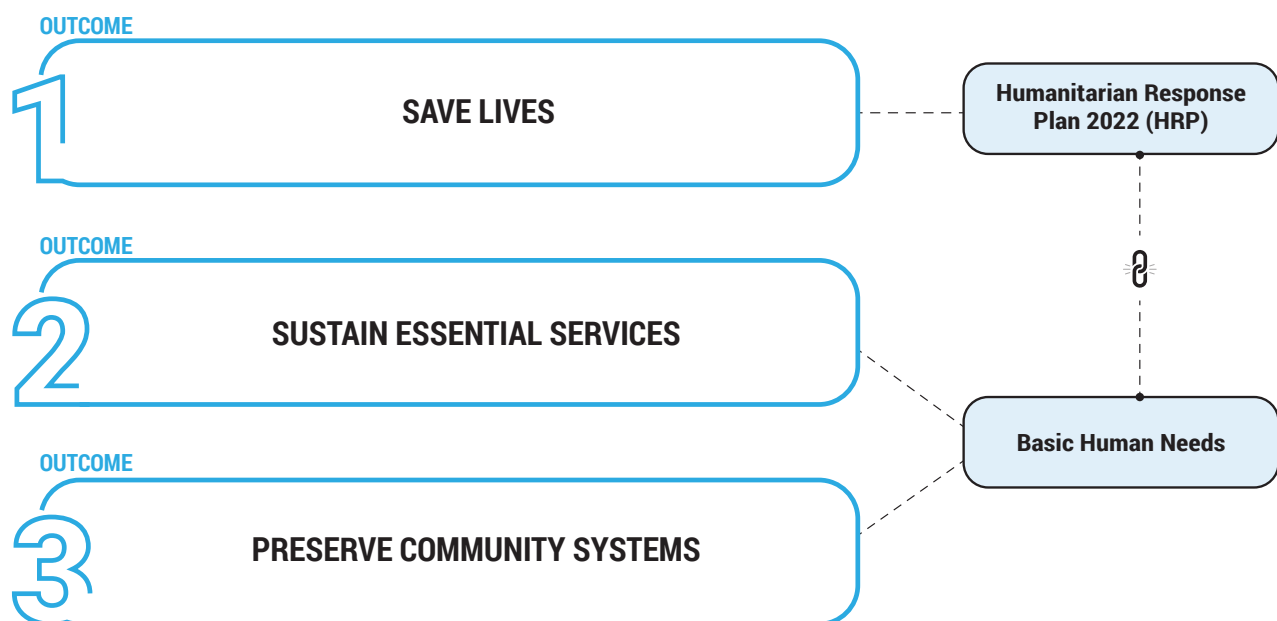
The UN Transitional Engagement Framework (TEF) is the overarching strategic planning document for the UN system's assistance in Afghanistan in 2022. In the absence of a recognized governing authority, critical funding for sustaining basic human needs in Afghanistan has been disrupted or suspended. Humanitarian funding has continued to flow throughout 2021, but with added scrutiny and compliance. The TEF explains how the international community can rapidly re-channel resources to the strategic priorities identified by the UN. It sets out the UN principles of engagement, collective outcomes, and the UN coordination and implementation arrangements. It also outlines the challenges to be addressed during this transition and establishes building blocks to return to a UN multi-year engagement framework.

The TEF comprises three strategic priorities that will guide the UN's engagement in Afghanistan in 2022, while the UN system adapts to the new realities in Afghanistan and until conditions are conducive for a multi-year development cooperation framework. These priorities are:

- i. Provide life-saving assistance**
- ii. Sustain essential services**
- iii. Preserve social investments and community-level systems**  
essential to meeting basic human needs.

Through its work the UN aims to empower the Afghan people's own efforts to preserve and rebuild their lives, and provide for their families and communities.

The international sanctions regimes established by the Security Council and other UN Member States limit the scope of activity within which the UN and its partners can operate, requiring a fundamental change in its operations. Control of the country under the de facto authorities remains largely decentralized, with substantial differences at regional and provincial levels, requiring flexible and localized area-based responses by the UN for many interventions. The overall situation remains extremely fluid and susceptible to change making confident projections and planning difficult.



## SECTION 2

### Country Context

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Afghanistan is facing an **unprecedented humanitarian crisis with very real risk of systemic collapse and human catastrophe**. In addition to unimaginable human costs, this crisis **threatens to cancel many of the development gains of the last twenty years**. Before the power shift in August 2021, fighting had intensified forcing nearly 700,000 to be internally displaced in 2021 alone<sup>1</sup>, 80 percent of them are women and children. At the same time, a national drought was officially declared in June 2021, the worst for more than three decades. **80 percent of the country** is now suffering **either severe or serious drought** with over 50 percent of water points drying up in some provinces. More than 70 percent of the population live in rural areas and 80 percent of livelihoods depend directly or indirectly on agriculture. Crop failure, livestock losses and the collapse of rural incomes have driven significant increases in acute food insecurity levels throughout 2021. The drought is projected to continue into 2022, which will further impact rural livelihoods and populations. Lack of services in urban settings has resulted in water production reduced by half and increased contamination from wastewater.

The **economy has gone into free-fall** with the disruption to markets, financial and trade mechanisms, the freezing of US\$9.5 billion in central bank reserves, loans and the sudden drop in direct international development assistance, which formerly accounted for 75 percent of public expenditures. The deteriorating economy and an incomplete political transition have led to **GDP contracting by an estimated 40 percent**<sup>2</sup>. Cash shortages, growing unemployment and/or large-scale problems accessing salaries – particularly in urban areas - a weakening banking sector, falling trade, accelerating inflation and a depreciating exchange rate will “push more of the financial system into unaccountable and unregulated informal money exchanges, that can only help facilitate **terrorism, trafficking and further drug smuggling**”<sup>3</sup>.

As a result of conflict, COVID-19, severe drought and the economic crisis in 2022, **24.4 million** people in Afghanistan are projected to be in humanitarian need, up by over 30 percent since the start of 2021, and amounting to over 55 percent of the entire population. Almost **23 million people are projected to be facing acute food insecurity** by the end of 2021, that is to say, hunger on a daily basis, and **over one million children risk dying from severe acute malnutrition**<sup>4</sup>. **Poverty may become nearly universal affecting 95-97 percent of the population by mid-2022**<sup>5</sup>.

There are **more than 2.6 million Afghan refugees worldwide**<sup>6</sup> and more **than 5.5 million people displaced**<sup>7</sup> by conflict inside the country. Internal displacement and population movements are likely to continue. Over the course of 2022, 500,000 more people may be internally displaced by drought, ongoing outbreaks of conflict and other shocks, while there may be up to 785,000 people returning to Afghanistan, many as deportees who will need assistance. Some 72,000 refugees remain in Afghanistan as one of the most vulnerable populations. Continuing economic collapse and spiraling humanitarian needs may drive large number of Afghans to seek refuge outside of the country.

Afghanistan’s health care system is **on the brink of collapse**, with health facilities unable to buy medical supplies, pay their staff or cover running costs. As of December 2021, **only 4.3 million people** have received at least **one dose of the COVID-19 vaccine**.

The **human rights situation and the current legal and judicial vacuum jeopardizing people’s access to justice, are extremely concerning**. There are reports of extra-judicial killings, reprisal attacks, enforced disappearances, torture and ill-treatment of former Government officials, house searches of human rights defenders, grave violations against children, the occupation of non-governmental organizations’ offices, and related widespread impunity. **Women are excluded from the public sphere** and the Taliban are committing **serious human rights violations against minorities, women and girls**, including curtailing women’s freedom of movement, access to employment, protection and education<sup>8</sup>

An estimated **4.2 million children** are out of school (60%) are girls. In addition, **an estimated 8.8**



**million** children are at risk of dropping out of schools (39% are girls) as schools remain closed or teachers are absent due to nonpayment. 70 percent of teachers have not been paid for months. At the time of writing, schooling for girls has been capped to primary level in most of the provinces.<sup>9</sup>

Afghanistan imports 80 percent of its electricity<sup>10</sup>. Supply is threatened because Da Afghanistan Breshna Sherkat (DABS), a state-owned utility company, is unable to pay its foreign suppliers. **An interruption of electricity imports could leave over 10 million people, a quarter of the population, in the dark<sup>11</sup>.**

The **attainment of the SDGs**, already off course before 2021, has been derailed further by the crisis including the goals of no poverty, zero hunger, good health and well-being, quality education and gender equality, undermining past advancements in these areas<sup>12</sup>.

## SECTION 3

### The Cost of Inaction

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**In the absence of any support, the already high and unacceptable level of poverty will likely become nearly universal, affecting 95-97 percent of the population by mid-2022.** This has already severely affected the urban population, exacerbating the urban demographics of poverty and hunger. This would at least double the cost of eliminating poverty to US\$2 billion a year.

**Acute hunger will increase and the 14 million in Crisis (IPC Phase 3) and 8.7 million in Emergency (IPC Phase 4) levels of food security may fall further towards catastrophe with the possibility of famine-like conditions in some areas.** Each day without food has physical, emotional, mental, and cost implications for the **22.8 million people** currently living in emergency and crisis levels of food insecurity.

Continuing drought may lead to the widespread collapse of rural livelihoods across the country, with agricultural and livestock-raising households forced to abandon their communities, further worsening humanitarian caseloads, further reducing national food production and **threatening systemic livelihood collapse** in rural areas.

**The education system may collapse with 70 percent of teachers' salaries going unpaid. Approximately 8.8 million children** may have long-term disruption to their education and about 1.2 million youth and adults are in need of literacy education. The disruption impacts all levels of education including general education, higher education and technical vocational education and training (TVET). Prolonged school closures and absences often result in children and youth, particularly girls, not returning to complete their education – which has far reaching consequences. Out of school children are at greater risk of abuse, child marriage, child labor and trafficking, among other concerns.

**Over 15 million people will not have access to safe water**, threatening their lives, livelihoods, potentially displacing hundreds of thousands within Afghanistan or to other countries. In a context where 8 out of every 10 Afghans drink unsafe water, severe drought conditions are further limiting access to safe water. Failing to safeguard water systems and prevent contamination will increase malnutrition and water-borne diseases such as cholera, resulting in higher morbidity and mortality rates, particularly among children.

**An estimated 4.7 million people will suffer from acute malnutrition in 2022**, including 1.1 million children with severe acute malnutrition (SAM), 2.8 million children with moderate acute malnutrition (MAM), and over 800 thousand pregnant and lactating women (PLW) with acute malnutrition.

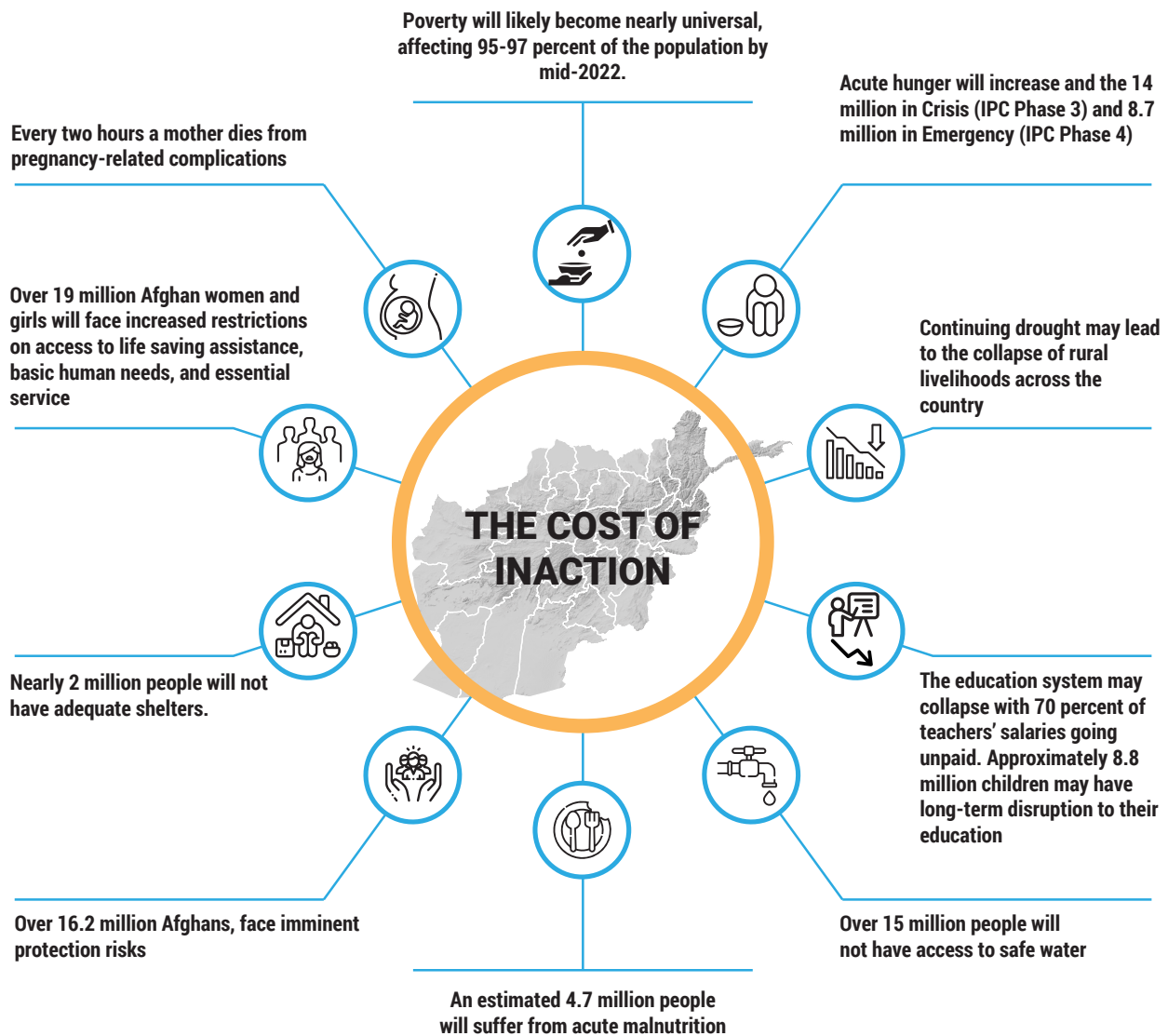
Over **16.2 million Afghans**, including 4 million women and 9 million children, **face imminent protection risks**. Mental health and psychosocial support are critical during this escalated humanitarian crisis and exacerbated by the disruption to daily services. With increasing levels of household poverty, many households are relying on dangerous coping mechanisms to survive, including child labour and early

marriage. Failing to provide adequate age and gender responsive protection services will undermine their fundamental human rights.

Nearly **2 million people will not have adequate shelters**, risking secondary / tertiary displacements. Failing to improve access to essential services and ease the humanitarian situation in Afghanistan will further increase displacement trends and population outflows within and across borders.

Over **19 million Afghan women and girls (half the population) will face increased restrictions on** access to life saving assistance, basic human needs, and essential services on account of discriminatory gender norms related to women's freedom of movement, access to justice, employment and education.

**Every two hours a mother dies from pregnancy-related complications** leading to 51,000 additional maternal deaths, in addition to 4.8 million unintended pregnancies due to lack of family planning.



## SECTION 4

### UN Principles of Engagement

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The UN principles of engagement with the de facto authorities, the international community and UN partners are derived from the UN Charter, the Secretary-General's directives, General Assembly<sup>13</sup> and UN Security Council Resolutions, the UN joint operating principles for humanitarian action, and the UN Sustainable Development Cooperation Framework guidance. These principles will be applied to the activities of the UN as and where applicable to reflect the core values of the United Nations.

- **The Human Rights-Based Approach:** Ensure adherence to international human rights standards and principles to promote and protect human rights.
- **Humanity:** Human suffering must be addressed wherever it is found, with particular attention to the most vulnerable populations, such as children, women, people with disabilities and the elderly. The dignity and rights of survivors must be respected and protected.
- **Neutrality:** No participation individually or organizationally in hostilities or taking sides in controversies of a political, religious or ideological nature.
- **Impartiality:** Assistance must be provided without discrimination on the basis of ethnic origin, political opinion, gender, nationality, race or religion. The provision of assistance is guided solely by needs, and priority is given to the most vulnerable cases.
- **Operational independence:** Assistance must be autonomous from the political, economic, military or other objectives that any actor may hold with regard to areas where activities are being implemented.
- **Centrality of Protection:** Protection shall be placed at the center of all actions, requiring that protection shall be mainstreamed throughout all sectors and activities for the affected population.
- **Do no harm:** Assistance must strive to 'do no harm' or to minimize potential harm when being present and providing assistance.
- **Dignity:** People in need shall be respected as equal partners in action in all activities and their dignity as human beings will be maintained in all communications.
- **Gender equality:** International standards and principles to promote gender equality and the full realization of women's rights and freedoms will be integrated and mainstreamed across all activities.
- **Cultural Sensitivity:** Local customs, cultures and religions are respected while simultaneously adhering to international humanitarian standards around gender and equality.
- **Prevention of Sexual Exploitation and Abuse:** Create and maintain an environment in which sexual violence is not tolerated and prohibited for all interactions.
- **Leaving no one behind:** Commitment to eradicate poverty, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind.
- **Diversity:** Drive active and meaningful participation of religious and ethnic minorities, people with disabilities, and people who suffer discrimination based on sexual orientation and gender identity.
- **Resilience:** Promote integrated and cost-effective approaches informed by the [UN Resilience Framework](#) that reduce risks, mitigate displacement, and help people and communities anticipate, prepare, respond and recover from shocks and crises.
- **Accountability** to the people of Afghanistan, including measures to build upon and extend greater transparency, and improved measurement and reporting on results.

## SECTION 5

### Strategic Priorities

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#### 5.1. UN strategic priorities and expected outcomes

The TEF strategic priorities: to support the people of Afghanistan by **saving lives**, sustaining **essential services**, and **preserving social investments and community-level systems** addressing basic human needs. The total estimated cost of the TEF is **US\$ 8.071 billion**.

#### Outcome 1

**By the end of 2022, more people in Afghanistan will have benefitted from life-saving humanitarian assistance that enable them to live in safety and dignity.**

Outcome 1 prioritizes immediate emergency, life-saving responses to the current crisis, targeting the most vulnerable people, including protecting critical rural and urban livelihoods. Activities under Outcome 1 include those covered under the Humanitarian Response Plan 2022. With the dynamic nature of the crisis, humanitarian needs will continue to evolve, requiring a flexible and inclusive approach to address critical needs.

The scope of work under Outcomes 1 includes:

1. emergency food and nutrition services, emergency shelter, WASH, health, education and protection services to reduce mortality and morbidity
2. interventions to prevent, mitigate and respond to emergency protection risks, particularly of women, children and other vulnerable individuals
3. protecting critical livelihoods for rural and urban populations
4. contributing to durable solutions for vulnerable internally displaced people and international returnees, including refugees

The total estimated cost for Outcome 1 on a needs basis is **US\$ 4.44 billion**, although not all will be covered by UN programming, as other international and humanitarian international actors will also contribute to the collective outcomes of the 2022 Humanitarian Response Plan.

#### Outcome 2

**By the end of 2022, essential services are sustained that address basic human needs for the people in Afghanistan.**

Outcome 2 recognizes that if essential services collapse, humanitarian needs will drastically increase for the entire population of Afghanistan. At their core, while they benefit the most vulnerable, these services are essential for all Afghans. Therefore, while some of these activities may be targeted according to vulnerability, others are intended as temporary, and vital, substitutes for essential services that have been disrupted, or suspended, by the political transition in 2021. Maintaining these services is not only critical to sustain an enabling environment for humanitarian action and to save lives, but also to preserve dignity and livelihoods, empowering people to make their own choices and provide for their families and communities.

The scope of work under Outcome 2 will cover:

1. activities and services that sustain basic human needs for all people in Afghanistan, particularly health, nutrition, education, food security, protection and critical elements of infrastructure such as water, sanitation and energy



2. activities that prevent people from falling or falling back into acute vulnerability and reduce people's dependence on humanitarian aid, by preserving livelihoods and providing social protection, beyond humanitarian assistance, including basic income support, mitigating protection risks and further displacements, and contributing to resilient communities.

The total estimated cost for Outcome 2 is **US\$ 3.42 billion**.

### Outcome 3

**By the end of 2022, Afghanistan will preserve social investments and community-level systems essential to meeting basic human needs, protect gains to the SDGs, and develop scenarios for future engagement.**

The scope of work under Outcome 3 aims to sustain community-based systems for meeting basic human needs, helping protect gains that are in jeopardy of being lost, including jobs and livelihoods essential to the recovery and resilience of the country and its people, and, to the extent possible, promote a path towards sustaining investments and gains, and scenario planning. They include:

1. joint assessments and systematic analysis of emerging signals and trends, including horizon scanning and scenario planning to inform decision-making
2. support socio-economic conditions to reduce poverty, preserve jobs and livelihoods and mitigate further displacement and irregular movements of people
3. address interconnected risks (crisis, conflict, natural disasters, climate and social and economic shocks)
4. support and promote social cohesion and dialogue, including continuing to address social norms, monitoring the human rights and rule of law situation, promote access to justice, including through the development of/and support to existing alternative dispute resolution mechanisms, local peacebuilding, and community-based systems
5. effectively identify and respond to the protection needs particularly of women, children, and other vulnerable groups

The total estimated cost for Outcome 3 is **US\$ 208 million**.

## 5.2. Interdependencies and assumptions

Achievements against the three Outcomes are highly mutually reinforcing and interdependent on progress in each and on external factors – political, security (e.g., risk of resumed conflict, access to communities), environmental (e.g., second consecutive year of drought and other natural disasters) and economic (macro-economic conditions). The humanitarian response envisaged under Outcome 1 is based on the planning assumptions that some level of basic services addressing human needs are maintained, as under Outcome 2. Avoiding further deterioration in humanitarian needs and the collapse of essential services is also contingent on preserving social investments and to protect community-level systems under Outcome 3. All Outcomes are dependent on an enabling environment for assistance both domestically and internationally that allows continued, principled engagement with all parties in support of all people in Afghanistan.

The UN's contributions to all three outcomes will require improved data collection, analysis, and joint UN knowledge management that must underpin risk-informed programming and future planning., for example, by building on the UNAMA integrated geo-analysis hub so that data from UN agencies can be integrated into one system.

The UN will continue to assess and monitor needs, the developments in the economy, as well as existing public and community-based structures to inform the UN's response and help pave the way for when the political conditions exist for its work to be scaled up. Regular review of plans at all levels will be required to adjust as conditions change.



## SECTION 6

### UN Coordination Mechanisms

#### 6.1. UN Coordination Structure

The UN System in Afghanistan is led by the Special Representative of the UN Secretary General (SRSG) who leads the overall political engagement of the UN and is the designated UN Security Official.

The SRSG is the Head of the **United Nations Assistance Mission in Afghanistan (UNAMA)**, an integrated mission, which operates under the UN Security Council mandate articulated in [resolution 2596](#) adopted on 17 September 2021 and extended through 15 March 2022. The SRSG has two Deputies (DSRSG): one for Political and one for Humanitarian and Development coordination. The latter serves as UN Resident Coordinator (RC) and Humanitarian Coordinator (HC) and coordinates the work of the UN Agencies, Funds and Programmes across Afghanistan.

The DSRSG/UN RC/HC coordinates the UN system's activities under the TEF that brings together the collective work and outcomes of the UN Agencies that constitute the United Nations Country Team (UNCT) and Chairs the Humanitarian Country Team (HCT), which includes many UN Agencies.

#### 6.2. UN Engagement with the de facto authorities

Political engagement with the de facto authorities in Afghanistan is led by the SRSG. The UN Security Council resolution 2596 stresses the critical importance of the continued presence of UNAMA and other UN Agencies, Funds and Programmes across Afghanistan, and calls upon all Afghan and international parties to coordinate with UNAMA in the implementation of its mandate and to ensure the safety, security and freedom of movement of UN and associated personnel throughout the country.

**UNAMA provides political good offices in Afghanistan; supports the process of peace and reconciliation; monitors and promotes human rights and the protection of civilians; promotes good governance and the respect of the rule of law; and encourages regional cooperation.**

UN Agencies, Funds and Programmes will continue to engage with the de facto authorities at national and sub-national levels to enable the carrying out of their activities under the TEF UN principles of engagement. The UN will carry out its activities through, but not limited to, non-governmental implementing partners including the Community Development Councils and other community-based organizations, national and international non-governmental organizations, faith-based organizations, and the private sector, in compliance with SC resolution 2615 and other applicable international sanctions regimes.

The UN will reaffirm (as per SC resolution 2593) the importance of upholding human rights and the rule of law including those of women, children and minorities, and encourage all parties to seek an inclusive, negotiated political settlement, with the full, equal and meaningful participation of women, that responds to the desire of Afghans to sustain and build on Afghanistan's gains over the last twenty years. The UN will further (as per SC resolution 2596) encourage all parties to allow full, safe and unhindered access to ensure humanitarian assistance reaches all those in need, and advocate for the respect of their obligations under international humanitarian law in all circumstances.

The best way to promote stability and future international support is to create space for a sustained and structured policy dialogue between the de facto authorities, other Afghan stakeholders and the wider region and international community<sup>14</sup>.

## SECTION 7

### Implementation Arrangements

#### 7.1. Funding Architecture

TEF activities in Afghanistan are funded through multiple funding modalities, including pooled, and bilateral funds, as well as UN agencies' core or regular resources. The UN is committed to ensuring coordination, coherence, integration, complementarity, transparency and collaboration across its interventions in cooperation with international development and humanitarian partners, including bilateral and multilateral organizations, and international financial institutions.

Existing Pooled / Multi-Partner Trust Funds for Afghanistan:

#### Afghanistan Humanitarian Fund (AFG-HF)

under the authority of the (HC). It is intended to enable the HC to target funds to the most critical humanitarian needs under Outcome 1, and enable efficient, rapid response to unforeseen circumstances.

#### Special Trust Fund for Afghanistan (STFA)

under the Multi-Partner Trust Fund Office for the implementation of the Area-Based Approach for Development Emergency Initiatives (ABADEI) Strategy for Community Resilience in Afghanistan that supports basic human needs, as represented in Outcome 2 and 3, through the provision of essential services, livelihood opportunities and community resilience building.

#### Afghanistan Reconstruction Trust Fund (ARTF)

administered by the World Bank on behalf of 31 development partners. Its objective is to “provide a vehicle for Donors to pool resources and coordinate their support ... for the reconstruction of Afghanistan”. To support the ARTF’s coordination objectives, the Asian Development Bank, Islamic Development Bank, and United Nations Development Programme are members of the ARTF’s Management Committee, and UNAMA serves as an official observer. All Management Committee members are invited to observe meetings of the ARTF’s Steering Committee. The WB paused all disbursements in line with its policies and is closely monitoring and assessing the situation in coordination with ARTF donors.

#### Afghanistan Infrastructure Trust Fund (AIF)

managed by ADB for infrastructure development projects that foster the country’s economic growth and improve the livelihood of the Afghan people. AIF is currently suspended.

The UNRC/HC oversees the UN-led pooled funding instruments, namely: the AFG-HF (under its authority) and the STFA (as Chair of the Advisory Board), ensuring there is coherence and complementarity across them. The managers of the ARTF and AIF are invited as observers to the STFA Steering Committee to promote complementarity with the funds managed by the WB and ADB.

#### Joint Programmes contributing to all Outcomes

- Joint Programmes (JPs) add value in delivery of critical interventions in a coordinated, streamlined and cost-effective way, maximizing synergies among different partners while drawing on UN agencies comparative advantage and expertise. JPs can help achieve greater systemwide coherence in the context of Afghanistan and reduce programme duplication and ensure synergies and efficiency in supporting critical priorities.

## Bilateral Agreements – contributing to all Outcomes

- Bilateral agreements/contributions to UN Agencies (including UN agency specific thematic pool funds): Bilateral agreements are defined and agreed upon between UN and donor for specific purposes, including for a geographic area, theme, project, or any other category.

Resource mobilization will be closely coordinated under the guidance of the UN RC/HC to ensure a harmonized and efficient approach that will prevent duplication of effort as well as gaps.

## 7.2. Risk Management

In the volatile circumstances of crisis, the political, security and operational risks of delivering assistance in Afghanistan will remain substantial. UN support to the people of Afghanistan during the transition period will involve various types of risk which will require continuous risk assessment, monitoring and continuous risk mitigation efforts.

The **UN will enhance risk management** given the operating environment through a **coordinated and collaborative approach led by the DSRSG/UN RC/HC** to ensure:

- Risk informed **strategic decision-making** at agency and inter-agency levels across key dimensions of risk: political, security, operational and financial.
- Joint **risk analysis, assessments and monitoring** where possible building on assessments and risk management structures of UN entities.

The UN will seek efficiency gains, building on UN entities' specific risk management and accountability procedures, to enhance coordination of entity-specific mechanisms to jointly safeguard resources entrusted to the UN system, reduce transaction costs, and increase the effectiveness and efficiency in delivering assistance. Main risks and how they will be mitigated:

**Political** – The UN will mitigate political risks by scrupulously adhering to the principles of engagement enumerated in Section 4. This will ensure that the activities implemented under this Transitional Framework are not seen as implying any sort of political recognition to the de facto authorities and that the core values of the UN and the position of the Security Council regarding the current situation in Afghanistan as expressed in resolution 2593, as well as its sanctions regime, are respected. At the same time, the provision of necessary assistance within these parameters will contribute to maintaining the relevance of the UN in Afghanistan. The UN will continually monitor the relationship between the de facto authorities and the international community in order to be in a position to help create space for a sustained and structured policy dialogue between the de facto authorities, other Afghan stakeholders, the region and the wider international community.

**Security** – The UN is committed to staying and delivering while maintaining the safety and security of its staff, and duty of care to both national and international employees and partners. UNAMA will provide vital support in line with its mandate, while also contributing to an enabling environment to UN operations. A unified approach to security that allows the UN to access all areas of the country will be a priority. While overall security has improved and access to many previously inaccessible regions is now possible, there remains a wide range of security threats that need to be mitigated by common security protocols and careful engagement with the de facto authorities and non-state armed groups. Once limited to a few provinces and Kabul, the Islamic State in Khorasan Province (ISKP) now seems to be present in nearly all provinces and increasingly active, having staged several complex attacks since August 2021.

**Operational** – With operational access improved across the country for a wider range of actors, a review of operational presence and modalities is underway with the goal of expanding programs into previously inaccessible and hard to reach areas and to strengthen the UN response at scale in the face of potential systemic breakdown. This will include a review of the presence at the regional and



provincial level and the balance of staff in Kabul, to ensure that the UN system is fit for purpose in the new context. A critical part of this effort is ongoing advocacy to ensure that women can continue to work in all types of programmes, and directly reach women, children, and other groups in need of assistance. Effective expansion of the UN presence into new areas is also dependent on effective resolution of the banking and financial challenges to allow the free flow of money and resources to support critical programming.

**Financial** – The UN will ensure fiduciary accountability so that funds are used for their intended purpose, in compliance with Security Council [Resolutions](#), including Resolutions 1988 (2011), 2557 (2020), and 2615 (2021), which reaffirm the assets freeze, travel ban and arms embargo on individuals, groups, undertakings and entities associated with the Taliban in constituting a threat to the peace, stability and security of Afghanistan; as well as other international sanctions regimes and existing UN Anti Money Laundering and Combating Terrorist Financing policies. The UN will advocate with member states and donors to take measures to preempt unintended adverse humanitarian consequences for the civilian population of Afghanistan, and to not impede transactions required for the protection and provision of essential goods and services in Afghanistan.

### 7.3. Monitoring, Reporting and Evaluation

The TEF Results Matrix is the primary tool against which progress will be measured. A TEF monitoring framework will be developed within the first three months of its implementation and reviewed quarterly by the UNCT. In operationalizing the monitoring plan, the UN will maximize use of the existing data and information systems across UN entities.

The DSRSG/UN RC/HC will report on the results of the TEF based on data collected from UN entities through a mid-year interim report and final report of TEF results for 2022. Given the volatile environment, the TEF itself may need to be adapted or adjusted as conditions in the country evolve.

## ANNEX 1

### Outcome / Funding Matrix

The following table summarizes the key areas of work at the sectoral level that are covered under Outcomes 1 to 3 of the TEF. These are indicative of the priority types of work being carried out but are not a comprehensive overview of all activities being undertaken by the UN in Afghanistan.

For Outcome 1, which is organized by Cluster, participating UN Agencies are listed in the Humanitarian Response Plan (HRP) 2022. For the other Outcomes, Agencies that supporting these areas of work have been listed.

The financial funding requirements for Outcome 1 are based on the HRP 2022 which covers the total estimate for humanitarian needs, not just what is required for the UN. For Outcome 2 and 3, the estimated financial requirements are based on Agency-level plans required to achieve the Outcomes.

To ensure that the work under all Outcomes can be easily compared and the dependencies and inter-relationships articulated, all areas of work are grouped under similar sectors as appropriate. The UNCT will coordinate to avoid overlap, ensure complementarity and efficiencies in implementing.

	Sector	Indicative activities	Estimated Funding requirements (million USD)	Clusters <sup>1</sup>
Outcome 1	<b>Outcome 1 Total</b>		4,440	
	<b>Education</b>	Emergency support for displaced and vulnerable people, providing TLC and CBE  Support to public schools in affected areas with TLCs and CBE  Distance learning for vulnerable people unable to access education	162	Education Cluster
	<b>Shelter and Non-food items</b>	Emergency and transitional shelter  Shelter repair  Winterization  Cash for rent  NFI assistance	374	ES/NFI Cluster
	<b>Health</b>	Critical support to primary and secondary health care, including import and delivery of medicines, medical supplies and vaccines  Covid-19 treatment  Trauma Care  Outbreak preparedness and response  Risk Communication and Community Engagement	378	Health Cluster

<sup>1</sup> Please see HRP 2022 for list of UN Agencies membership in Clusters

	<b>Food security, Agriculture and Livelihoods</b>	Emergency food assistance Emergency livelihoods assistance	2,660	Food Security and Agriculture Cluster
	<b>Nutrition</b>	Treatment of Severe and Moderate Acute Malnutrition Blanket Supplementary Feeding and vitamin supplements Mobile Nutrition teams	287	Nutrition Cluster
	<b>Protection</b>	GBV, Child Protection, Mine Action, Cash for Protection, General protection, housing land and property	137.3	Protection Cluster
	<b>Water, Sanitation and Hygiene</b>	Emergency provision of safe drinking water Emergency repair of WASH infrastructure Hygiene promotion and safe sanitation WASH non-food items	332.8	Water, Sanitation Hygiene Cluster
	<b>Common services</b>	Humanitarian common services and UNHAS	111	IOM, OCHA, UNOPS, UN Women, WFP

	Sector	Indicative activities	Estimated Funding requirements (million USD)	Agencies
Outcome 2	<b>Outcome 2 Total</b>		<b>3,422</b>	
	<b>Education</b>	<p>School feeding programmes</p> <p>Preventing collapse of formal and informal education systems</p> <p>Access to Literacy and Lifelong Learning, especially for adolescent girls in hard-to-reach areas</p> <p>Non-formal technical and vocational training</p>	727	IOM, UNESCO, UNFPA, UNHCR, UNICEF, UNV, WFP
	<b>Shelter</b>	<p>Construction of shelters for displaced people to mitigate secondary / tertiary displacement</p> <p>Shelters &amp; alternative housing; emergency support for education, health &amp; WASH within informal/inadequate settlements</p> <p>Secure land for populations displaced by natural hazards</p>	27	IOM, UN Habitat, UNHCR
	<b>Health</b>	<p>Maintain health system function and repair of health facilities/immunization campaigns</p> <p>National Maintenance of primary and secondary health systems</p> <p>Prevention and treatment health services for drug users and harm reduction</p> <p>Maintaining public health programmes for Reproductive, Maternal, Newborn, Child and Adolescent Health</p> <p>Support health response to gender-based violence</p> <p>Polio Eradication</p>	628	IOM, UNAIDS, UNCTAD, UNDP, UNFPA, UNHCR, UNICEF, UNODC, UNV, WHO
	<b>Food Security, Agriculture and Livelihoods</b>	<p>Job Creation through asset creation and business support at community and household level</p> <p>Agriculture livelihood support</p> <p>Time critical irrigation rehabilitation</p> <p>International Labour Standards for crisis response</p> <p>Elimination of child labour</p>	392	FAO, ILO, IOM, UNDP, UNHCR, UNIDO, UNODC, UN WOMEN, WFP

	<b>Nutrition</b>	Interventions to prevent and treat Moderate Acute Malnutrition, including support for vitamin supplements for vulnerable groups  Additional support for blanket supplementary feeding	194	UNFPA, UNICEF, WFP
	<b>Protection</b>	Community-based protection, particularly responding to protection and psychosocial needs of women and girls, and creating safe spaces  Provision of services for women survivors of violence (shelter, psycho-social services, etc.)  Integrated mine action and efforts to reduce the impact of unexploded ordnance  Multi-purpose cash for protection to vulnerable households  Sustaining critical protection and referral services  Housing, land and property support for permanent housing  Mental health and psycho-social support	403	IOM, OHCHR/ UNAMA HRS, UNCHR, UNFPA, UN HABITAT, UNHCR, UNICEF, UNMAS, UNV, UN WOMEN, WFP
	<b>Water and Sanitation</b>	Sustaining urban and rural water and sanitation systems	697	IOM, UNDP, UNHCR, UNICEF
	<b>Social Protection and basic income</b>	Temporary basic income for vulnerable groups  Non-governmental social safety net and protection floor programmes  Coordination of essential unconditional cash transfer/social assistance particularly for the most vulnerable people	190	FAO, ILO, IOM, UNDP, UN HABITAT, UNHCR, UNICEF
	<b>Multi-sectoral</b>	Essential basic services and infrastructure to address critical needs  Rehabilitation and/or construction of facilities to improve access to basic and essential services of the displaced population so as to mitigate secondary/ tertiary displacement	162	IOM, UNDP, UNHCR, WFP



	<b>Gender equality</b>	Provide protection and relevant support services to Women Human Rights Defenders to facilitate their safe and meaningful engagement in advocating for Afghan women's human rights  Job creation and cash assistance to women's groups through Culture-based Creative Industries	2	IOM, OHCHR/ UNAMA HRS, UNDP, UNESCO, UNHCR, UN WOMEN, WFP
<b>Outcome 3</b>	<b>Outcome 3 Total</b>		<b>207.8</b>	
	<b>Education</b>	Sustaining and strengthening education systems  Advocacy and community engagement in literacy, education and skills development	12	UNESCO
	<b>Shelter</b>	Housing construction on PD108 lots and sustainable urban settlement initiatives	66	UN HABITAT, UNHCR
	<b>Health</b>	Drug Users Survey	2	UNODC
	<b>Protection</b>	Legal capacity building and advocacy  Enhanced protection monitoring and population trends  Strengthen community protection mechanisms	12.6	OHCHR/ UNAMA HRS, UNFPA, UNHCR, UN WOMEN, WFP
	<b>Multi-sectoral</b>	Community resilience and social cohesion (community resilience plans, local economic activities, disaster preparedness, access to justice)  Food systems and value chains	95	FAO, IOM, OHCHR/ UNAMA HRS, UNDP, UNHCR, UNICEF, UNIDO, WFP
	<b>Gender equality and human rights</b>	Support to promoting the Women, Peace and Security agenda in Afghanistan and Women's civil society groups	11	UNAMA, UNICEF, UN WOMEN, WFP
	<b>Social Cohesion and Peacebuilding</b>	Support to preservation of cultural sites and traditional knowledge systems and practices  Foster peaceful coexistence through dialogue, sports and art  Enhance youth participation and dialogue	10	UNDP, UNESCO, UNICEF, UNODC, UN WOMEN
		Assessment, surveys, studies and analyses	Costs are integrated across different areas of work	UNCT

## ENDNOTES

- 1 [Hungry and shivering, Kabul displaced brace for bleak winter \(unrefugees.org\)](#)
- 2 [Ibid](#)
- 3 [SRSG Lyons briefing to the UNSC on the situation in Afghanistan | UNAMA \(unmissions.org\)](#)
- 4 <https://news.un.org/en/story/2021/10/1103932>
- 5 UNDP (2021). [Rapid Appraisal of Economic Instability & Uncertainty in Afghanistan](#)
- 6 [UNHCR Refugee Data Finder](#)
- 7 [https://www.iom.int/sites/g/files/tmzbdl486/files/situation\\_reports/file/SitRep\\_IOM\\_Afghan\\_0710-1310-2021\\_0.pdf](https://www.iom.int/sites/g/files/tmzbdl486/files/situation_reports/file/SitRep_IOM_Afghan_0710-1310-2021_0.pdf)
- 8 [Afghanistan, November 2021 Monthly Forecast: Security Council Report](#)
- 9 [2019 Ministry of Education enrollment information. EMIS for statistics on overall access.](#)
- 10 DABS, Status during COVID Pandemic, April 2020.
- 11 UNDP, Afghanistan: Socio-Economic Outlook, 2021-2022 - Averting a basic needs crisis
- 12 Ibid
- 13 Including GA 46/182 and 58/114 that lay out humanitarian principles of engagement.
- 14 [SRSG Lyons briefing to the UNSC on the situation in Afghanistan | UNAMA \(unmissions.org\)](#)