



**AFGHANISTAN
SHELTER CLUSTER**

Coordinating Humanitarian Shelter and Settlements

KEY ACHIEVEMENTS

AFGHANISTAN ES-NFI CLUSTER

2024

**HUMANITARIAN
PROGRAMME CYCLE**

**2024 END-YEAR MONITORING REPORT
OF FINANCING, ACHIEVEMENTS AND RESPONSE
CHALLENGES**

JANUARY - DECEMBER 2024





ACKNOWLEDGEMENT STATEMENT IV

Key End-Year Progress Figures.....5

Overview map.....5

Part I.....6

Overview6

Part II.....12

Progress Against Strategic and Cluster Objectives.....12

Part III.....16

Key Achievements16

Part IV18

SUBNATIONAL SECTIONS.....18

CENTRAL REGION.....19

EASTERN REGION.....20

NORTHEAST REGION.....21

NORTH REGION.....22

SOUTH REGION.....23

WEST REGION.....24

SOUTHEAST REGION25

CENTRAL HIGHLANDS REGION26



ACKNOWLEDGEMENT STATEMENT

The Shelter Cluster extends its deepest gratitude to all our partners, donors, and stakeholders for their unwavering dedication and support throughout 2024. Together, we accomplished extraordinary milestones, delivering life-saving shelter and non-food item (NFI) assistance to the most vulnerable people across Afghanistan.

This past year, through our collective efforts, more than 1.1 million individuals 66 per cent of our annual target, received emergency and transitional shelter, NFIs, and seasonal assistance, including support for more than 32,700 women-headed households. These efforts provided critical lifesaving assistance to those affected by floods, earthquakes, and other sudden crises. Collaborative initiatives, including interagency assessments, anticipatory actions through prepositioning and stockpiling, advocacy and resource mobilization, constructive engagement with de facto authorities, capacity-building efforts, joint development of technical and strategic documents, among others, enhanced our collective capacity to effectively address the immense challenges faced by affected communities.

From rapid responses to sudden disasters, to addressing long-term humanitarian needs, the commitment and resilience of our partners have been nothing short of inspiring. We are profoundly grateful to our donors, whose generous contributions made these critical programs possible and empowered us to bring hope and stability to vulnerable families.

As we reflect on the progress made, we remain acutely aware of the challenges that lie ahead - underfunding, operational constraints, and residual shelter needs, continue to test our resolve and require continued collaboration and support.

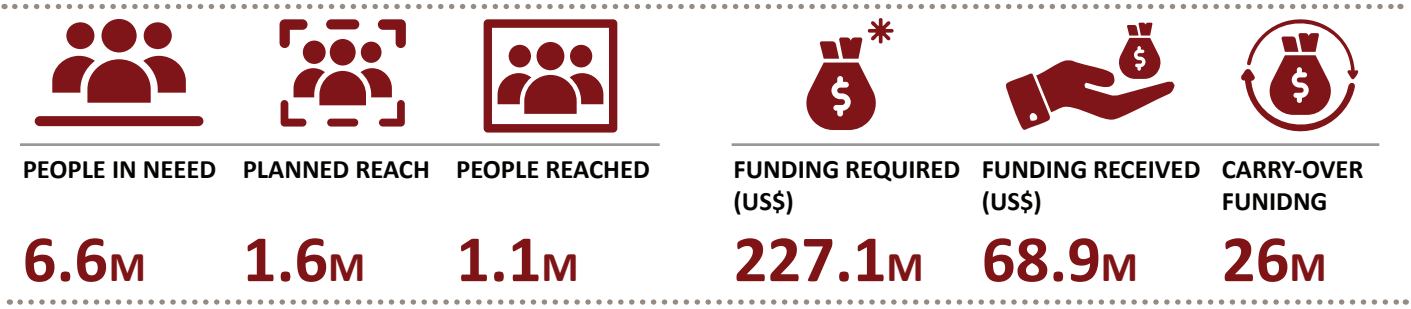
Yet, we stand united in our commitment to enhancing coordination, adapting to evolving needs, addressing vulnerabilities, and ensuring that every effort is made to provide shelter and dignity to those who need it most.

With gratitude,

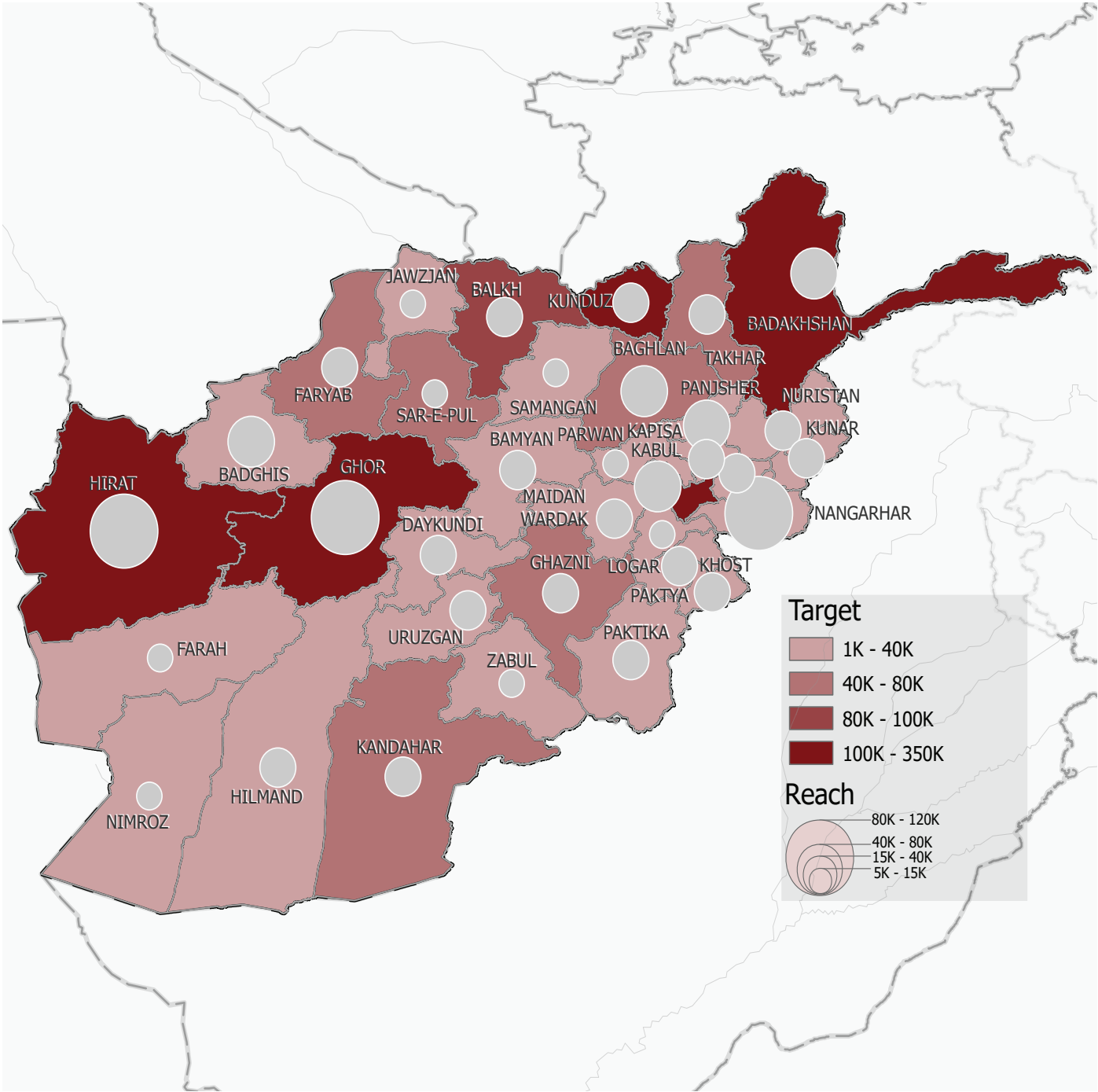
The Afghanistan Shelter Cluster Coordination Team



Key End-Year Progress Figures



Overview Map





Part I

Overview

Summary

Between January and December 2024, ES/NFI partners have reached 1,106,217 million people, 66 per cent of the overall target, with assistance which includes 37,742 people with emergency shelter assistance, 315,653 people with essential household items; 47,499 people with support to repair and rehabilitate damaged homes; 520,315 people with seasonal winter assistance including heating, fuel, winter clothing and blankets; 21,600 people with support to construct transitional shelter. This included 32,706 women headed households.

The response in 2024 was made possible through a combination of new funding (\$ 69 USD Million) and carryover funds from 2023 (\$26 USD Million). Approximately 45 per cent of the total assistance was delivered during the first quarter, largely driven by winter response efforts and earthquake recovery activities in Herat Province, funded primarily through carryover resources from 2023. From April to October, the focus shifted to addressing urgent needs caused by flash floods and heavy rainfall, utilizing pre-positioned emergency stockpiles, including tents, NFIs, and other essential relief items. Between October and December, partners launched winterization responses across high-priority districts, supporting vulnerable families with seasonal assistance, including heating fuel, winter clothing, and blankets. Furthermore, given the frequent occurrence and intensity of climate-related disasters, such as floods, landslides, the Cluster continued to include anticipatory action as part of its overall strategy advocating for the prepositioning and replenishment of emergency shelter and NFI stockpiles.

The Cluster ensured the continued large-scale

delivery of humanitarian assistance throughout the year, including emergency shelter, NFI distributions, and seasonal support. Shelter partners provided assistance across 259 districts nationwide. In 102 districts (25 per cent of all districts, including Feroz Koh, Fayzabad, and Zindajan), the number of people reached exceeded the targets. This was primarily due to the extension of seasonal responses in early 2024, earthquake recovery efforts, responses to emerging flash floods and heavy rainfall, and initially low district-level targets, which resulted in smaller population groups being prioritized.

In contrast, 69 districts, including Hirat, Chak-e-Wardak, and Farsi, saw coverage equal to or below 20 per cent of the target. This was attributed to factors such as project completion in these areas, funding shortfalls, underreporting, high needs, or inaccuracies in population estimates. In addition, 142 districts (35 per cent of all districts, including Keshem, Deh Sabz, and Shakar Dara) received no assistance throughout the year. This was mainly due to funding constraints, the absence of shelter or NFI-related projects, or inaccuracies in population data.

Despite the scale of the response in 2024, underfunding significantly hindered efforts to reduce needs or initiate recovery. As of December 2024, \$146 million (68 per cent) of the \$215 USD Million required to deliver humanitarian emergency shelter and NFI assistance remained unfunded. At the same time, sudden-onset crises, such as flash floods, continued to generate new needs, further exacerbating existing vulnerabilities. The Shelter Cluster noted a growing demand for shelter assistance, with the 2024 WoAA reporting an increase in households prioritizing shelter as a critical need, rising from 4 per cent in 2023 to 12 per cent in 2024. Additionally, households lacking adequate winter clothing rose sharply from



39 per cent to 57 per cent respectively. These needs were particularly acute for vulnerable groups, including female-headed households, returnees, and internally displaced persons (IDPs), who face systemic challenges in accessing adequate shelter and essential services.

The outlook for 2025 remains concerning, with climate forecasts predicting an imminent La Niña episode. This is expected to bring reduced snowfall and rainfall, warmer temperatures, and potentially drought-like conditions in rain-fed agricultural regions, particularly in the northeast, north, and west. La Niña is also likely to intensify seasonal challenges, including flooding, potentially causing destruction of homes and agricultural land, disruptions to essential services, and short-term displacement. These challenges are compounded by reduced development funding, hampering recovery efforts, and heightened geopolitical influences in neighboring Iran and Pakistan, raising the risk of a returnee crisis. Furthermore, economic stagnation, climate change, widespread poverty - with nearly half the population below the poverty line—and soaring unemployment continue to deepen existing vulnerabilities. These challenges leave many families unable to afford safe and dignified housing or to rebuild and repair their homes in the face of recurring natural disasters. Against this backdrop, the rights of women and girls continue to erode due to a worsening gender crisis, alongside an increasingly restrictive environment for humanitarian operations.

Consequently, thousands of people who received emergency shelter and NFI assistance in 2024 will require support throughout 2025, particularly for repairs, upgrades, and the construction of transitional shelters. Shelter Cluster partners will continue to prioritize immediate lifesaving needs from sudden shocks, including natural disasters, the arrival of returnees, and seasonal vulnerabilities, with a focus on safeguarding lives, ensuring safety, and providing protection from the elements. Transitional shelter, repair /upgrade shelter solutions will be especially emphasized for persons with specific needs (PSNs), particularly those in makeshift or damaged homes under severe (phase 4) or catastrophic (phase 5) conditions.

In a context of continued humanitarian needs and operational complexity, the partners ability to continue to stay and deliver life-saving assistance will be contingent on flexible funding, enabling financial systems, assurances of aid worker safety and principled humanitarian response. This includes ensuring that women can access the assistance and services they require and that Afghan women humanitarian workers can participate in the response safely, meaningfully, and comprehensively.

This end-of-year report outlines the progress made against the needs and targets identified in the 2024 Afghanistan Needs and Humanitarian Response Plan.

Natural Hazards and Climate Change: Impacts on Displacement and Vulnerable Populations

In 2024, Afghanistan faced significant challenges from recurrent natural disasters, which have remained the leading cause of displacement since 2022. The country endured a wide range of hazards, including minor earthquakes, droughts, floods, heavy rainfall, landslides, and avalanches, affecting all 34 provinces at least once during the year. Among these, heavy rainfall and flash floods were the most destructive, impacting 173,300 people (23,000 families), destroying, or damaging 20,000 homes, and severely affecting agricultural land and critical infrastructure, such as health facilities, schools, and irrigation systems. Annually, sudden-onset disasters impact an average of 250,000 people, with similar numbers expected in 2025.

Earthquake activity was also notable, with IMMAP recording 302 events, with 72 events above 4.5 MMI. Harsh winter conditions further exacerbated vulnerabilities, particularly in mountainous and high-altitude areas where access to remote regions is severely restricted. These disasters disproportionately impacted vulnerable groups, particularly those with existing shelter needs in disaster-prone areas, including newly returned individuals, residents of ISETs, women-headed households, persons with disabilities, and internally displaced persons (IDPs).



These recurring and increasingly severe disasters underscore the urgent need for climate-resilient shelter solutions and sustained humanitarian interventions to protect the lives and livelihoods of Afghanistan's most vulnerable populations.

Support for Repair, Upgrade, and Transitional Shelter

In 2024, more than 315,000 individuals received emergency shelter assistance through in-kind support or cash, providing critical protection from the elements and addressing immediate shelter and NFI needs arising from displacement and disasters. However, assistance for repairs, upgrades, and transitional shelter remained significantly below both targets and the needs of affected families. Approximately 47,499 beneficiaries received repair or upgrade support, while 21,600 beneficiaries were assisted with constructing transitional shelters with an equivalent gap of 81 per cent and 78 per cent respectively.

Acute shelter needs were driven by several factors, including the devastating flash floods and heavy rainfall that affected 33 out of 34 provinces, the protracted shelter needs following the October 2023 earthquake in Herat Province, and the shelter needs of returnees from Pakistan. These challenges were further compounded by needs for IDPs in informal settlements, where approximately 1.7 million people still reside in 871 settlements across 24 provinces, (111 districts), often in inadequate shelters with limited access to basic services, insecure land tenure, a heightened risk of eviction and equally, also accommodating the recent returnees from Pakistan. In Kabul, around 950 families were assessed with intention to voluntarily return to their places of origin, with a further 14,000 families expected to follow in 2025, requiring both immediate and sustained reintegration assistance.

Over 18,400 families affected by flash floods in 2024, remained in tents or damaged homes due to inadequate resources for repairs. In some regions like the North and South the capacity of partners to provide repair and transitional shelters to families who lost their homes due to the floods was almost zero, leaving thousands without adequate shelter.

Furthermore, more than a year after the Herat earthquakes, nearly 23,000 families continued to live in unsafe, damaged shelters, further underscoring the unmet need for transitional and longer term housing.

Likewise, following the introduction of a new policy by the Government of Pakistan in October 2023 targeting undocumented Afghans, approximately 500,000 returned from Pakistan in the last quarter of 2023, with these needs spilling over into 2024. While a second wave of returnees was put on hold as Pakistan extended its deadline for Afghan Proof of Registration card holders until June 2025, almost 80,000 undocumented and 53,000 documented returnees returned to Afghanistan in 2024 and another 1.1 million undocumented and about 950 documented Afghans returned from Iran. The high numbers of returnees placed immense strain on the Cluster's capacity, with 87 per cent of affected families returning from Pakistan identifying shelter as their primary need.

These gaps, compounded by funding shortages, significantly hindered recovery efforts, and severely limited the Cluster's capacity to provide timely and adequate shelter assistance. Vulnerable groups, particularly female-headed households, returnees, and displaced populations, have been disproportionately affected, often left without sufficient support for extended periods. Accordingly, the qualitative assessment on the inclusion of women and girls in shelter and NFI programming highlighted critical vulnerabilities, particularly among women in female-headed households. Economic challenges and social barriers restricted their access to secure shelter, often forcing them to live in poor structures or damaged homes for prolonged periods. Cultural norms, lack of training, and limited mobility further hindered their participation in shelter repair efforts, reinforcing dependence on male labor and prolonging their inadequate living conditions. Additionally, women without male guardians faced heightened risks of exploitation and had limited access to essential items, including heating materials, exacerbating their vulnerability.



Core shelter solutions including repair/upgrade, support to construct a transitional shelter provides affected families with a dignified solution that offers protection from ongoing risks, reduces vulnerabilities, builds resilience against recurring disasters, and addresses immediate needs, while also acting as a bridge toward long-term housing solutions. This is essential in protracted crises like Afghanistan, where basic emergency shelters are insufficient to address protracted shelter needs.

Post-Herat Earthquake Response 2023/ 2024

In 2024, Shelter partners continued providing critical support to families impacted by the devastating earthquakes that struck Herat Province in October 2023. The earthquakes caused extensive destruction to infrastructure, including homes, schools, water networks, and other essential facilities, leaving already vulnerable communities at heightened risk. More than 30,000 families were in need lifesaving emergency shelter/NFI support with 10,002 homes reported as destroyed and another 20,430 homes severely damaged.

During the fourth quarter of 2023 and the first quarter of 2024, immediate emergency shelter assistance was provided to nearly 23,000 affected families. This included the distribution of tents, tarpaulins, household items, heating fuel, winter clothing, blankets, tent winterization kits, and debris removal kits. To further support recovery and rebuilding efforts, the Cluster, in coordination with defacto authorities and over 15 partners, assisted 8,438 families with shelter repairs, upgrades, and transitional shelter solutions. Additionally, the Cluster collaborated with REACH/ACTED and UNDP to conduct the Household-Based Damage Assessment (HBDA) as part of the Post-Disaster Needs Assessment (PDNA), evaluating the extent of damage to shelters and infrastructure. Despite these efforts, significant challenges persist, as over a year since the disaster, 23,000 families remain in unsafe and damaged shelters, underscoring the scale of unmet needs.

Female Participation and Gender-Responsive Action in the Response

In 2024, Afghan women faced escalating restrictions

that severely impacted their rights, freedoms, and access to humanitarian assistance. The December 2022 edict barring women from working with NGOs, coupled with the August 2024 codification of restrictive policies under the PVPV law, further marginalized women's participation in public and humanitarian spheres. These policies imposed movement restrictions, banned education for women and girls, and limited access to healthcare, leaving women increasingly reliant on humanitarian support. According to the WoAA, female-headed households saw a 40 per cent drop in income per household member (from \$26 to \$16), compared to a 16 per cent decrease in male-headed households, resulting in greater reliance on emergency coping strategies, poorer shelter conditions, and heightened eviction risks. Shelter conditions were notably poorer for female-headed households compared to male-headed households, with a higher incidence of inadequate or non-functional shelters—11 per cent for women versus 7 per cent for men—indicating a more vulnerable profile. Additionally, the absence of secure occupancy agreements heightened the risk of eviction, affecting 29 per cent of female-headed households compared to 25 per cent of male-headed ones. Furthermore, 16 per cent of female-headed households were reported to rely on wastepaper, cardboard, plastic, or having no heating source for winter, compared to only 4 per cent of male-headed households. Additionally, 34 per cent of women were reported being unable or struggling to perform personal hygiene within their homes, with particularly high rates in Nangarhar (76 per cent) and Paktika (78 per cent) – all collectively impacting the adequacy of shelter and overall living condition. Women-led organizations, once a critical support system, faced significant administrative barriers, further limiting the delivery of gender-specific services.

Despite these challenges, the Shelter Cluster, in collaboration with the GiHA Working Group, prioritized gender-responsive programming to address the unique needs of women and girls. Key actions included reporting on two cluster specific IASC indicators on reach of women, girls, and women headed households via Report Hub; adopting three new non HRP activity indicators tailored to measure women inclusion during NFI distributions and their receipt of adequate technical support during



construction/rehabilitation work; Advocating and ensuring, where possible, that all S/NFI projects adhere to the minimum threshold of 10-15 per cent allocated for - women headed households and /or women with other intersecting vulnerabilities during selection & targeting phase. Moreover, tailored workshops, operational-adaptation measures guidance notes, capacity-building efforts, and gender analyses provided partners with the tools to ensure inclusive programming. The Cluster also worked with AAP and DIWG, to enhance support for vulnerable populations through dedicated focal points and community feedback mechanisms, including through partnerships with organizations like AWAAZ.

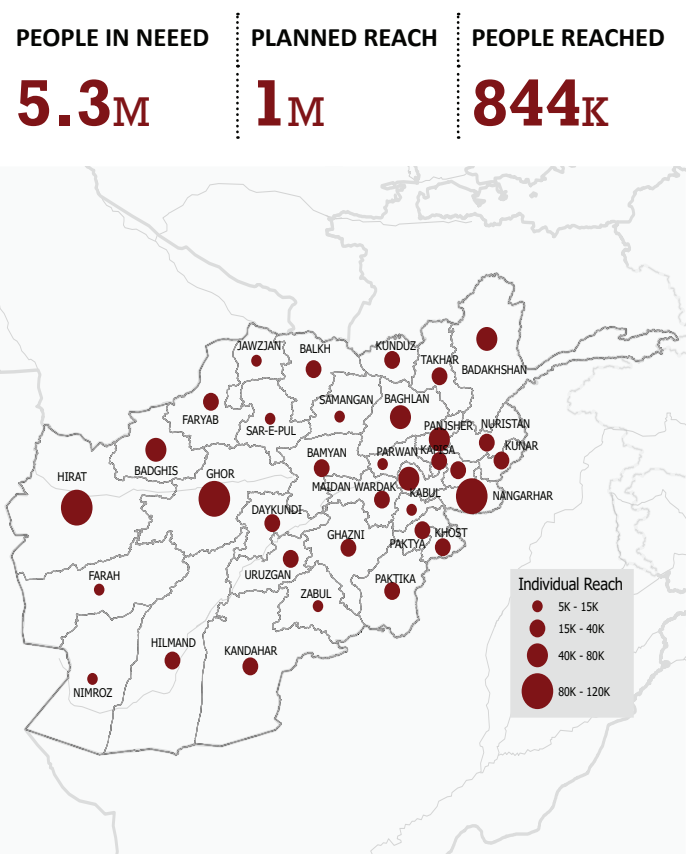
Despite these hurdles, shelter partners exhibited resilience and adaptability, ensuring the continued delivery of life-saving emergency shelter and NFI assistance. Through extensive negotiations and strategic engagement, they managed to maintain some level of Afghan women's participation in response efforts, albeit with geographic inconsistencies and increased operational costs. Accordingly, throughout 2024, shelter partners reached more than 32,706 women headed household with emergency shelter/ NFI assistance.

Operating Environment and Humanitarian Challenges

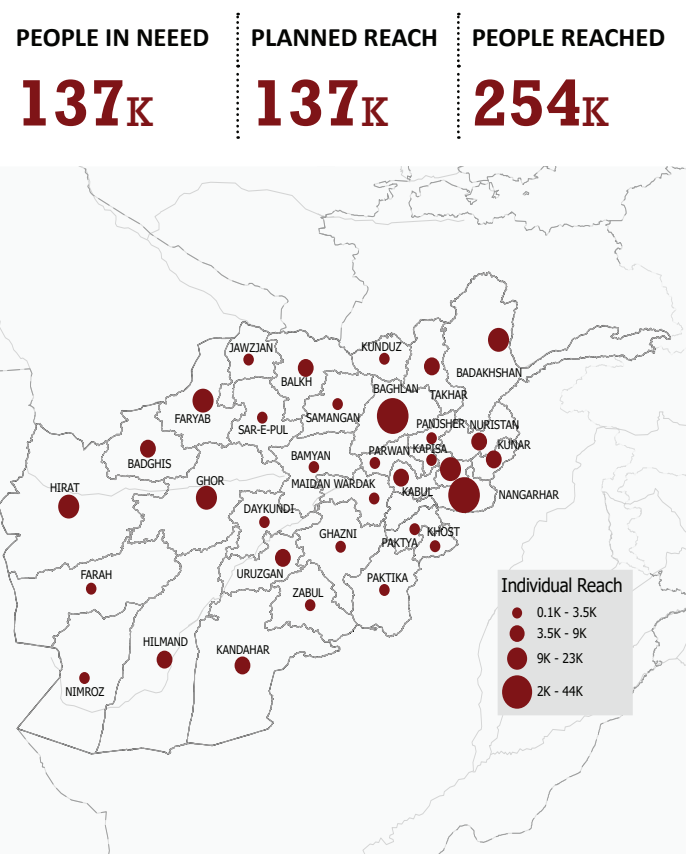
In 2024, the operational environment in Afghanistan presented significant obstacles to delivering humanitarian assistance to the most vulnerable populations. Since the 2021 takeover, the de facto authorities (DfA) issued 408 directives affecting humanitarian operations, including 72 specifically restricting Afghan women's participation, with nine introduced in 2024. These restrictions not only impeded aid delivery but also required constant engagement and coordination at national, regional, and provincial levels to navigate evolving and complex requirements.

The inconsistent application of DfA procedures and directives further complicated operations. Policies such as the "Procedure for Coordination of Humanitarian Response" and the April 2023 directive banning Afghan women from working with NGOs, later extended to UN agencies, created additional challenges. Humanitarian partners faced difficulties securing long-term exemptions for Afghan women's participation in activities, coupled with barriers such as short-term project funding, interference from DfA departments in beneficiary selection and project locations, and protracted registration processes. Frequent renegotiations with regional and provincial authorities strained financial and human resources, diverting attention from core programmatic objectives.

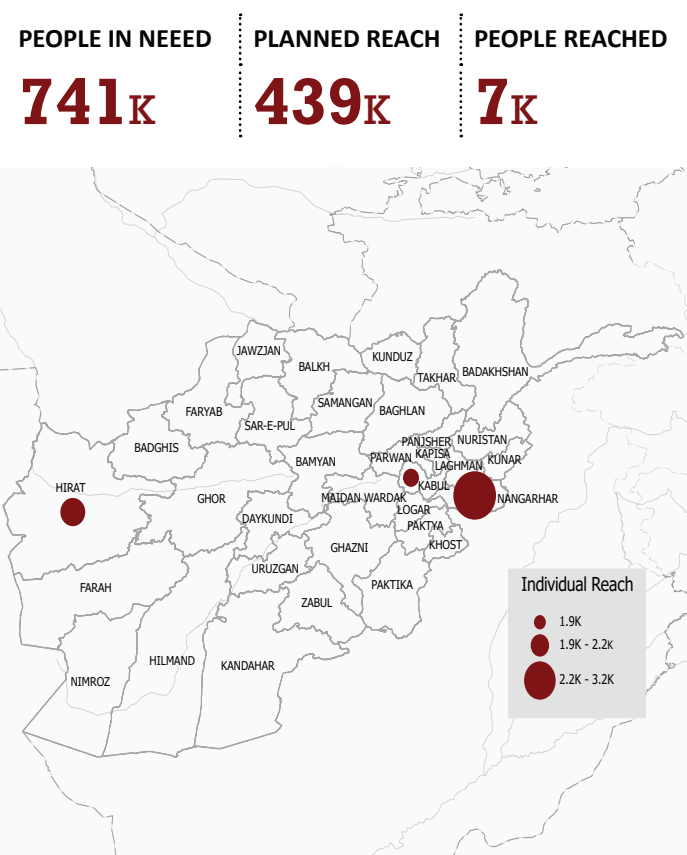
Vulnerable People In need



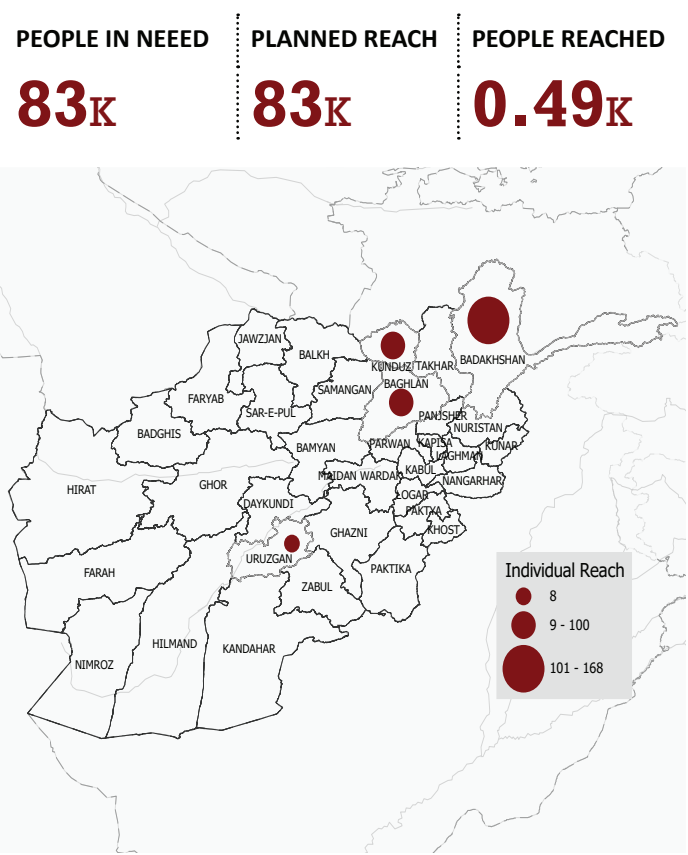
Natural Disaster Affected



New Cross Border Returnees



Internal Displaced People





Part II

Progress Against Strategic and Cluster Objectives

SO1: Mortality and morbidity of crisis-affected people of all gender and diversities are reduced through timely, multi-sectoral, lifesaving, equitable and safe assistance.

SP 1.1: Provide timely-equitable and safe, life-saving emergency shelter, water and sanitation, education, mine action, and NFI support to people of all genders, age and diversities.

CO 1: Necessary ES-NFI assistance is provided to affected people in a timely manner

CO 2: Shelter materials and maintenance tool kits provided to affected people in a timely manner

Under this objective, about 520,315 people were provided with a standard winterization package including heating /fuel, winter clothing and blankets, some 315,653 people with basic household items/ NFIs to meet their immediate needs and some 37,742 people received emergency shelter assistance, including tents, cash for rent providing immediate protection from the elements.

SO3: Vulnerable crisis-affected people of all gender and diversities are supported to build their resilience and live their lives in dignity.

SP 3.2: Support access to durable solutions through support for transitional shelter, and access to integrated services, while addressing land and property issues, including for those displaced.

CO 3: Transitional shelter support is provided to affected people in a timely manner.

CO 4: Vulnerable people with disabilities receive shelter and NFI assistance as per cluster standards after consultation on the design and assistance for people with special needs.

In 2024, more than 47,499 shock-affected and vulnerable people including women, men and children of all ages have been provided with timely repair and upgrade assistance. Some 21,600 people received support to construct transitional shelter (as per Cluster standards).

Activities Progress

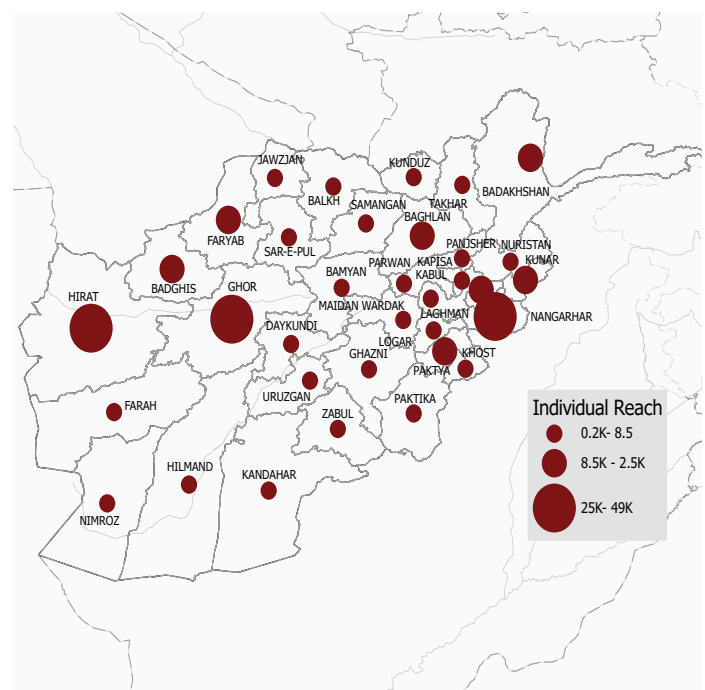
CO1: NFI

PLANNED REACH

751K

PEOPLE REACHED

315K



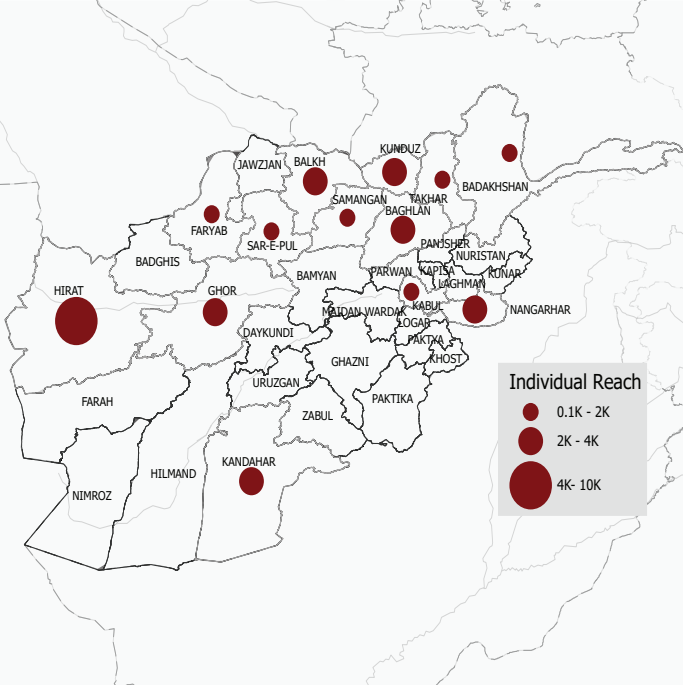
CO1: Emergency Shelter

PLANNED REACH

696K

PEOPLE REACHED

37K



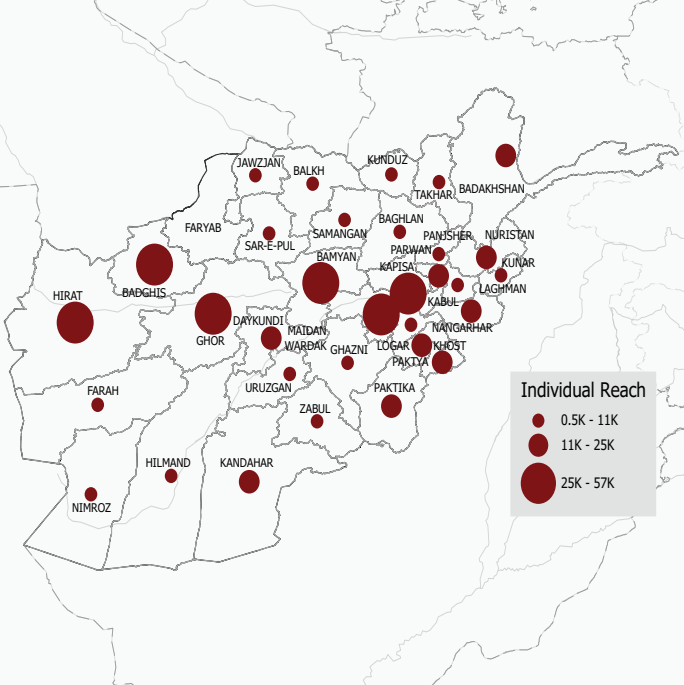
CO1: Winterization

PLANNED REACH

1.3M

PEOPLE REACHED

520K



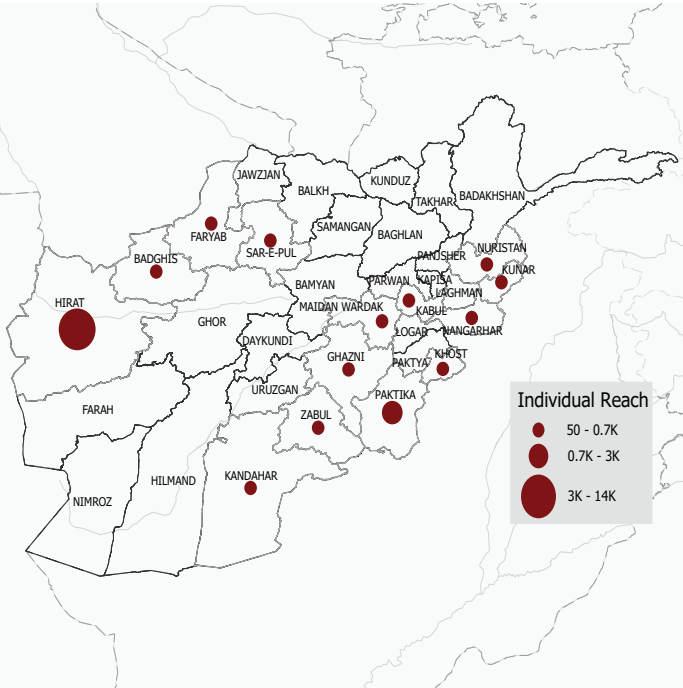
CO3: Transitional Shelter

PLANNED REACH

99K

PEOPLE REACHED

21K



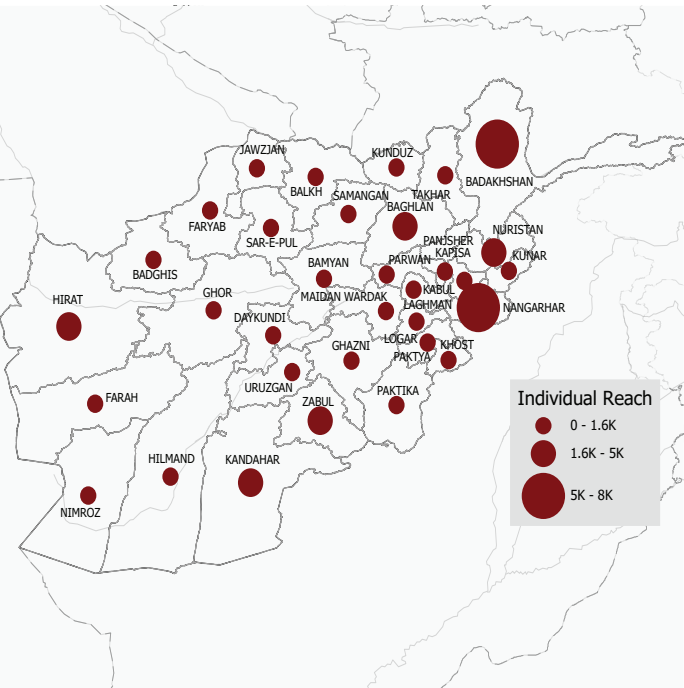
CO1: Shelter Repair/Upgrade

PLANNED REACH

252K

PEOPLE REACHED

47K





Part III

Key Achievements

In 2024, the ES-NFI Cluster partners reached 1,106,217 people with at least one form of assistance (66 per cent of the target) with emergency and transitional shelter, NFIs and seasonal assistance through cash and in-kind modalities. 37,742 people received emergency shelter assistance, 315,653 people received NFIs, 47,499 people received shelter repair and upgrade, 520,315 people received winterization assistance, and 21,600 people received transitional shelters. This included 18 per cent men, 20 per cent women, 31 per cent boys and 31 per cent girls. The Cluster noted a 77 per cent reduction in the provision of shelter solutions, a 24 per cent decrease in funding received compared to 2023.

In 2024, the Cluster maintained a robust coordination of emergency shelter and NFI responses across Afghanistan in 2024 through its structured framework at the national, 8 subnational, and 34 provincial levels. Some key initiatives included the coordination of the emergency shelter response countrywide to floods, earthquakes and other natural disasters, participation in interagency joint assessment exercises, completion of four cluster independent assessments in collaboration with REACH, capacity building initiatives for partners in collaboration with GIHA working group on gender mainstreaming, development of technical guidelines, transparent and accountable allocation of CBPFs, improvements to Cluster information management products, increasing the Cluster membership and participation from 66 to 95 partners, and enhance engagement with DfA and other stakeholders among others.

In 2024, the cluster played a pivotal role in coordinating the emergency response to flash floods across the country where 33 out of 34 provinces were affected. The cluster participated in interagency joint assessment teams facilitating assessments in affected

areas and in the delivery of emergency shelter, non-food items (NFIs), and other critical assistance. Prepositioned emergency stockpiles were deployed to address immediate needs, ensuring the timely distribution of relief items to affected communities. Over 18,000 families received life-saving assistance, including tents, tarpaulins, blankets, and essential household items. The Cluster collaborated closely with national and subnational authorities, including the Afghanistan National Disaster Management Authority (ANDMA), to enhance coordination, prevent duplication of efforts, and advocate for exemptions to enable women's participation in the emergency response. Additionally, the Cluster partnered with IMMAP to develop flood risk maps, supporting preparedness and contingency planning. Real-time tracking of the response, advocacy dashboards were also created to disseminate information on needs, gaps, and funding requirements to the de facto authorities (DfA), partners, and donors.

The Cluster developed a comprehensive Shelter Strategy for 2025/2026 in collaboration with the Strategic Advisory Group (SAG), outlining the cluster's vision, priorities, and approaches to address evolving needs and challenges in the sector. These priorities were shaped by partner inputs gathered through the Cluster Coordination Performance Monitoring (CCPM) process and the Strategy Workshop.

Through its partnership with REACH, the Cluster conducted multiple independent assessments, enabling evidence-based programming. Key assessment included the roll out Rapid Assessment Mechanism in the Northeast, East, West and South regions, a qualitative assessment on the Inclusion of Women in ES/NFI Programming, a nationwide market analysis of cluster packages (including NFIs, winter clothing, and shelter construction materials),



and a rental market assessment across the eight major urban centers in Afghanistan. These efforts provided critical insights into rental markets, cluster basket costs under the Minimum Expenditure Basket (MEB), nuanced insights on gender considerations & shelter priorities among women and girls, and price fluctuations in standard cluster packages.

In 2024, the Cluster achieved several milestones to strengthen shelter response and coordination. Collaborating with the Housing, Land, and Property (HLP) Task Force, the Cluster developed the Integrated Shelter and HLP guidance note for ISETs, and with Global Shelter Cluster (GSC) support, published the Environment Profile for Afghanistan - aimed at providing a quick reference on environmental issues relevant to humanitarian action in Afghanistan. Two gender mainstreaming workshops facilitated in collaboration with GIHA working group were held building partner capacities on integrating gender considerations into shelter programming, ensuring inclusive and equitable interventions. The Cluster also initiated a collaboration with Catholic Relief Services (CRS) to support technical coordination functions specifically on developing shelter guidelines, for repairs, upgrades, and transitional shelter. Stronger partnerships with the Ministry of Refugees and Repatriation (MoRR), Ministry of Economy (MoEC), and Afghanistan National Disaster Management Authority (ANDMA) at the national and provincial resolved operational challenges, including delays in MOUs processing.

The Cluster supported the development of CBPFs allocation papers, the constitution of the Strategic Review Committee (SRC), and the review of proposals for three allocations under the Afghanistan Humanitarian Fund (AHF), including the 2024 1st and 2nd Reserve Allocations and the 2024 1st Standard Allocation. Advocacy efforts secured \$17 million, representing 26 per cent of the 2024 allocation, bolstering the Cluster's capacity to deliver assistance.

The Shelter Cluster significantly strengthened its information management capacities in 2024, achieving key milestones to enhance data accessibility and reporting. Improvements were made to two interactive websites, showcasing partner presence, activities, and stockpiling capacities. The Cluster also

provided technical support and regular coaching to partners on reporting requirements for the HNRP 2024 via the interagency Report Hub platform, enabling consistent activity reporting throughout the year. An overhaul of the Cluster's mailing list and transition from Mailchimp to Klaviyo for enhanced communication management was also completed. The Cluster also continued to develop and published 11 monthly IM products, including operational presence maps, national and regional HRP dashboards, stockpiling reports, advocacy dashboards on flooding and seasonal winter needs, monthly situation reports, and other essential tools supporting information management at both national and subnational levels. Additionally, a new interactive winterization dashboard was introduced to facilitate real-time tracking of the winter response, highlighting needs, gaps, capacities, and partner presence across the country during the October to March period. These initiatives improved coordination, enhanced transparency, and supported evidence-based decision-making in the shelter response.

It contributed to strategic and technical documents for the ICCT and HCT, ensuring shelter needs were clearly outlined with an emphasis on age, gender, and diversity (AGD). Key contributions included the Humanitarian Needs and Response Plan 2024/25, the IASC Framework and Concept for Operations on the ban on women working for NGOs, the Collective AAP Strategy for Afghanistan, the Afghanistan Accountability Index (AAI), the Humanitarian Access Strategy (2024), the Afghanistan Information Sharing Protocol (ISP), and other documents designed to uphold principled humanitarian assistance.

Both the national and subnational clusters engaged regularly with the de facto authorities through technical-level meetings at national and provincial levels, resolving operational challenges to enable more effective delivery of humanitarian aid. Throughout the year, the clusters chaired regular monthly and ad hoc meetings to coordinate emergency responses, conducted field missions to assess needs, minimize duplication of efforts, and provided technical support to partners operating in the regions. These efforts enhanced the efficiency and impact of shelter and NFI interventions across the country.

Part IV

SUBNATIONAL SECTIONS

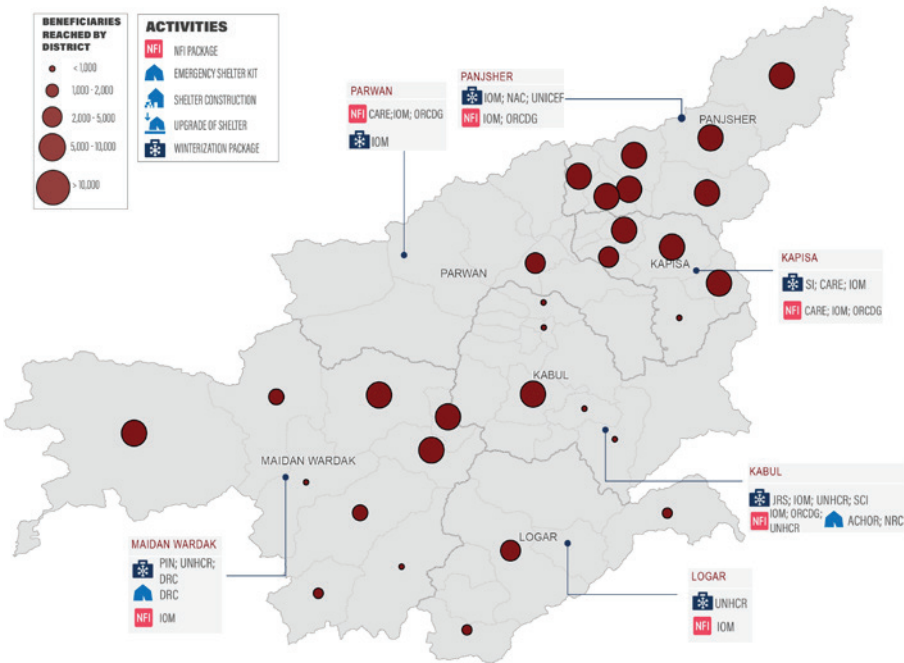


Nuristan, Afghanistan © UNHCR



CENTRAL REGION

PEOPLE IN NEED	PLANNED REACH	PEOPLE REACHED	RETURNEES	NATURAL DISAS- TER AFFECTED	VULNERABLE
939K	246K	193K	1.9K	11K	180K



“A significant success was the rapid construction of 64 transitional shelters in Taka village, Jalrez district, within two months after flash floods, achieved through coordination with the Provincial Governor’s office and technical support from UN-Habitat and the ES/NFI Cluster.”

Achievements

In 2024, significant achievements were made in disaster response and coordination across the central region. A total of 20 natural disaster caseloads were effectively reported and coordinated, with substantial shelter interventions implemented. These included providing transitional shelters for 140 households and upgrading shelters for 680 households, comprising 584 major and 96 minor repairs. Winterization efforts were also carried out to support vulnerable communities. Coordination activities were robust, with 25 missions to various provinces, 22 bilateral meetings with key partners, and 9 sub-national monthly coordination meetings.

Challenges

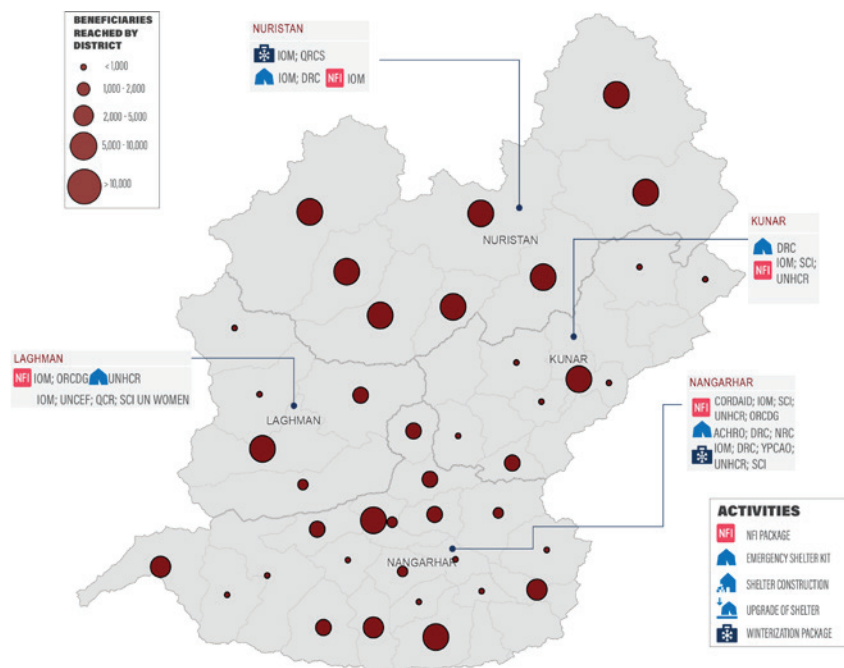
However, several challenges were encountered throughout the year. Restrictions on female participation in Joint Assessment Teams (JATs) and distributions, coupled with frequent changes in DfA personnel, hindered consistent coordination efforts. Requests for beneficiary and staff lists from DfA authorities raised concerns about data

privacy, necessitating strong advocacy through the Provincial Level Humanitarian Coordination Forum (PLHCF). Funding limitations further reduced partner participation in assessments and responses. Bureaucratic delays, including prolonged MoU signing processes, affected the timely implementation of activities, particularly winterization efforts. These challenges underline the need for enhanced advocacy, streamlined processes, and increased funding to address gaps effectively.



EASTERN REGION

PEOPLE IN NEED	PLANNED REACH	PEOPLE REACHED	Returnees	NATURAL DISAS- TER AFFECTED	VULNERABLE
439K	91K	164K	3.2K	61K	99K



“With the voluntary support of nine partners, including Acted, DRC, IOM, IRC, NRC, SHPOUL, WAW, WADAN, UNHABITAT & UNHCR, the Eastern Region successfully carried out the Rapid Assessment Mechanism, conducting shelter and NFI assessment across seven districts in four provinces. This effort provided crucial data to inform humanitarian responses and strengthen advocacy for flood-affected families.”

Success stories from districts like Nikra, Watapoor, and Surkhrod highlighted the effectiveness of emergency responses.”

Achievements

In 2024, the Eastern Region sub-national cluster achieved significant progress in disaster response and service delivery, assisting over 48,000 individuals affected by natural disasters. Emergency shelter and NFI support, including tents, tarpaulins, repair toolkits, and household items, was provided to 6,366 disaster-affected families and 558 conflict-affected families. Transitional shelter needs for 1,385 households and repair needs for 4,981 households were identified, with funding secured for 1,009 families to construct transitional shelters and 3,304 families to repair homes (68% of the affected households). Winterization efforts supported 10,825 families with heating fuel and nearly 24,000 families with winter clothes and blankets. Coordination with 23 partners strengthened resource utilization and addressed critical shelter gaps. Additionally, six local NGOs were registered as active members of the ES/ NFI cluster, further enhancing local capacity and response effectiveness.

Challenges

Despite these achievements, several challenges were encountered. High rejection rates, authorities' data-sharing requirements, and restrictions on female staff participation posed considerable barriers. Delays in MoUs, limited resources and partner capacities for shelter repairs, and road access constraints hindered timely responses in certain districts. The lack of clear guidelines for addressing the needs of fire-affected families also complicated response efforts. Additionally, some NFI projects did not account for transportation costs, while some had insufficient provisions for repairing damaged boundary walls leaving some families without assistance. These challenges underscore the urgent need for enhanced coordination, stronger advocacy at the ministry level, and revisions to standard operating procedures to address existing gaps and adapt to evolving needs effectively.

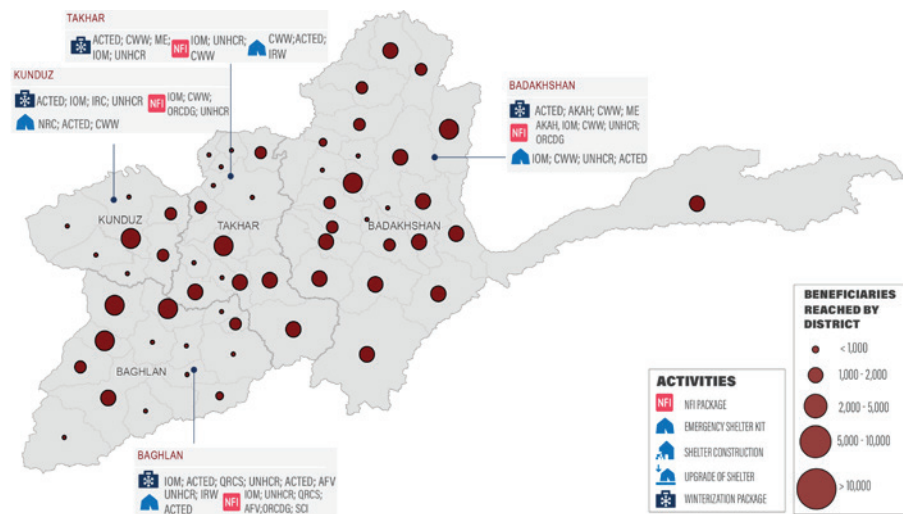


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NORTHEAST REGION

PEOPLE IN NEED	PLANNED REACH	PEOPLE REACHED	NEW IDPS	NATURAL DISAS- TER AFFECTED	VULNERABLE
1.1M	334K	180K	0.3K	72K	108K



“In May 2024, devastating flash floods in Baghlan province affected 21 districts. Shelter cluster partners promptly coordinated a response, participating in Joint Assessment Teams (JATs) and delivering critical emergency shelter and NFIs to over 4,000 families, demonstrating effective collaboration and restoring hope to vulnerable communities”

Achievements:

In 2024, shelter partners in the Northeast region achieved significant milestones in addressing the needs of 4,404 disaster-affected families, including 2,715 with severely damaged homes and 1,690 with fully destroyed homes. Nearly all affected families (4,402 households) received emergency shelter and NFI assistance through coordinated efforts, including the distribution of 2,167 tents. Key achievements included the rapid deployment of joint assessment teams, efficient resource mobilization, and timely disaster responses within 72 hours. Shelter interventions provided transitional shelters to 660 households, supported 2,270 households with shelter repairs, and delivered cash-for-rent assistance to 2,269 households. Winterization efforts reached thousands of families, with heating support provided to more than 12,500 families, winter clothing distributed to over 1,850 families, and blankets to nearly 4,800 families. These outcomes underscore the strong collaboration and dedication of humanitarian partners in delivering timely and effective responses.

Challenges:

Despite these efforts, gaps in meeting the needs of affected populations remain. Over 2,500 families impacted by floods and other disasters still require transitional shelter and repair assistance, while approximately 316 families in Badakhshan did not receive seasonal winter assistance. Challenges such as road closures and adverse weather, particularly during the Baghlan flood response, delayed assessment team deployments and affected response timeliness. Additionally, occasional discrepancies in the quality of NFIs from some agencies and coordination gaps with local NGOs, private entities, and charities hindered aid delivery. To address these challenges, recommendations include prepositioning adequate ES/NFI stock in all provinces, implementing Advanced Preparedness Actions (APA) for large-scale disasters, and standardizing ES/NFI items across agencies to ensure equitable assistance among beneficiaries.



NORTH REGION

PEOPLE IN NEED

979K

PLANNED REACH

217K

PEOPLE REACHED

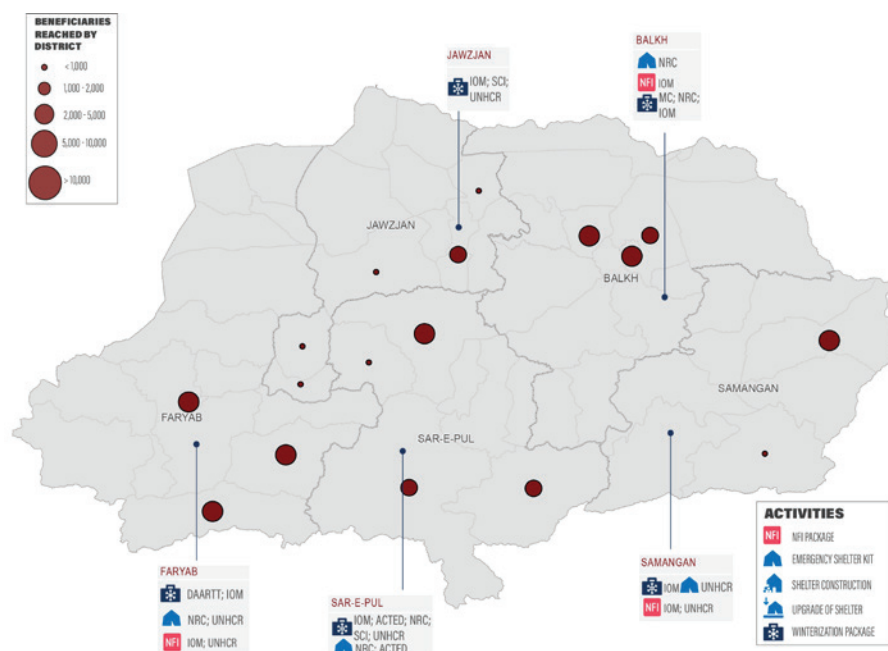
82K

NATURAL DISASTER
AFFECTED

23K

VULNERABLE

59K



"In 2024, the ES-NFI Cluster in the Northern Region consistently demonstrated its rapid response capacity, delivering lifesaving emergency shelter and essential items within the critical 72-hour window in nearly all cases - showcasing partners' expertise, dedication, and commitment to supporting and building trust with affected communities."

Key Achievements:

In 2024, the ES-NFI Cluster in the Northern Region showcased exceptional dedication to addressing the needs of vulnerable populations, successfully managing 78 caseloads across the region. Through strong collaboration with partners, the Cluster participated in interagency joint assessment teams, assessing the needs of over 5,600 disaster-affected families and providing emergency shelter and NFI assistance to 2,575 verified families. Regular monthly and ad hoc coordination meetings, alongside participation in eight ICCG missions, further strengthened operational collaboration and effectively addressed all action points.

Shelter partners also secured funding to mitigate the impact of the harsh winter season. During 2024/2025, over 5,800 families will receive standard seasonal winter assistance for heating and fuel, while an additional 18,600 families are set to receive complementary support, including clothing and blankets.

Key Challenges:

Despite these achievements, the Cluster faced some challenges including a nearly 100 percent gap in resources to address shelter repair, transitional shelter and debris removal needs. These funding shortfalls hindered partners' ability to assist families affected by floods, leaving thousands without adequate shelter. The lack of resources also contributed to a decline in active partners, further straining response capacity. Similarly, the cluster noted that some partners deviated from standardized NFI and winter assistance packages, creating potential inequities among beneficiaries. Administrative hurdles, including ban on women's participation in assessments and delays caused by DfA involvement, particularly in Saripul, further complicated responses. Limited funding for winterization programs left high-priority districts underserved, highlighting the need for enhanced resource mobilization, standardized assistance, and stronger integration of regional priorities into decision-making to ensure equitable and effective responses.



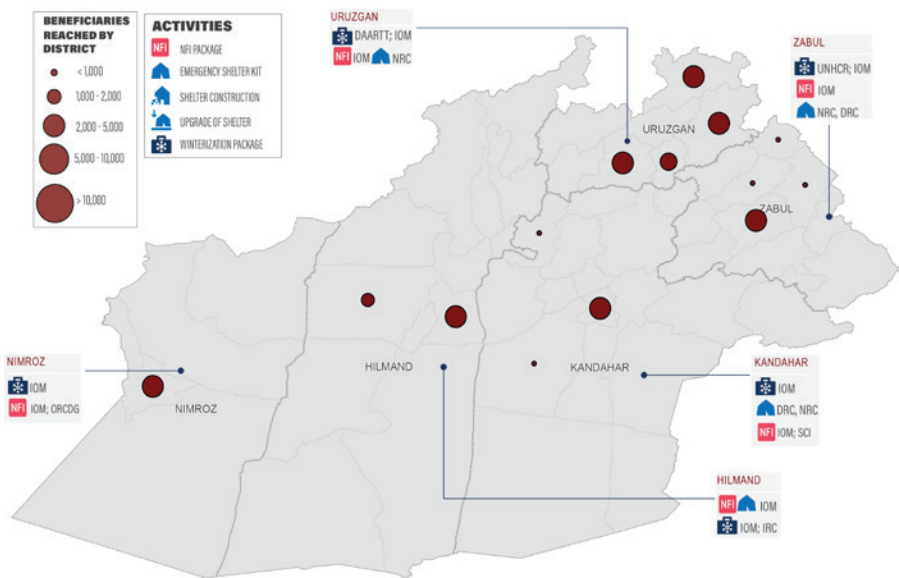
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SOUTH REGION

PEOPLE IN NEEDED	PLANNED REACH	PEOPLE REACHED	NATURAL DISASTER AFFECTED	VULNERABLE
1.2M	120K	75K	25K	50K



“With the voluntary support of eleven partners (ADHESO, AS-WDEO, AYEDO, CARE, DELTA, DRC, HOPA, IRC, SGOA, SI, WADAN and UNHCR), the South Region successfully carried out the Rapid Assessment Mechanism, conducting shelter and NFI assessment across four districts in four provinces. This effort provided crucial data to inform humanitarian responses and strengthen advocacy for returnees and flood-affected families.”

Key Achievements:

In 2024, the Southern Region Sub-National ES/NFI Cluster Coordination team effectively coordinated shelter and NFI responses across five provinces, providing critical assistance to 1,919 families affected by floods and heavy rainfall. Through strong collaboration, shelter partners secured funding to support the construction of transitional shelters for 471 families and the repair of homes for 864 families. Rental assistance was provided to 342 families, and essential household items were distributed to 5,000 families. Additionally, seasonal winter assistance, including heating fuel, winter clothing, and blankets, was delivered to over 7,700 families, mitigating the impact of harsh weather. Capacity-building initiatives were prioritized, with partners receiving training on PSEA/AAP, minimum standards for quality programming, and gender mainstreaming. The coordination team also played a key role in humanitarian forums, ICCG retreats, and led RAM assessments in four settlements, enhancing regional coordination and response effectiveness.

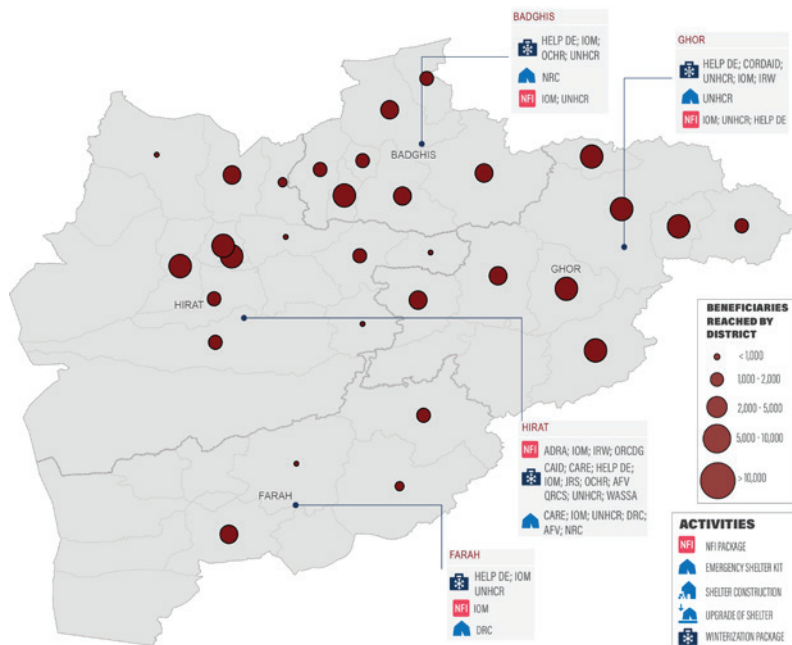
Key Challenges:

Despite these accomplishments, the region faced some challenges. Severe funding shortfalls limited partners' ability to provide core shelter assistance, including rental subsidies, repairs, upgrades, and transitional shelters, leaving thousands of families without adequate housing. This was particularly critical in the context of over 122,000 returnees from Pakistan, with 87% of returning families identifying shelter as their top priority. Funding constraints also reduced the operational presence of partners, hindering training and capacity-building efforts for provincial focal points and the coordination team. Additionally, delays in Joint Assessment Team (JAT) activities impacted response timeliness and operational efficiency. Addressing these challenges in 2025 will require increased funding, enhanced partner engagement, and more efficient mechanisms to ensure timely and effective emergency responses for vulnerable communities.



WEST REGION

PEOPLE IN NEED	PLANNED REACH	PEOPLE REACHED	Returnees	NATURAL DISAS- TER AFFECTED	VULNERABLE
1.3M	545K	255K	2K	49K	205K



The Cluster secured commitments from authorities to share their plans and refrain from requesting beneficiary lists, minimizing duplication. With ECHO and Handicap International support, the H2H was launched supporting the costs of warehousing and transportation for emergency relief items to any district in the region, benefiting all partners. Additionally, in collaboration with REACH, UNDP, and regional partners, the Cluster facilitated the rollout of the Housing, Building, and Damage Assessment - contributing to the Post-Disaster Needs Assessment (PDNA), sector-specific data on damage to housing, buildings, and infrastructure, while advancing advocacy efforts across the BHN frameworks to address these critical needs.

Key Achievements:

In 2024, the ESNFI Cluster in the Western Region achieved significant milestones, particularly in response to the Herat earthquake (October 2023) and 2024 flash floods in Ghor province. The Cluster coordinated emergency shelter and NFI assistance for approximately 6,000 households affected by floods and heavy rains, while over 8,400 earthquake-affected families received shelter repair and reconstruction support. Nearly 20,000 families benefited from seasonal winter assistance during the first quarter of 2024. The Cluster facilitated HBDA and PDNA activities in earthquake-affected areas and conducted RAM assessments across three provinces with voluntary support from six partners (ARAA, DRC, IOM, IRC, NRC, and UNHCR).

Resources were secured to mitigate seasonal winter risks for over 92,400 individuals, including those affected by natural disasters, returnees, and vulnerable host communities, providing heating fuel, winter clothing, blankets, and rental assistance.

The Cluster represented partners in key forums, such as PLCF meetings and five ICCG missions, while conducting 11 monthly, 14 ad-hoc, and 28 bilateral meetings to enhance communication and collaboration.

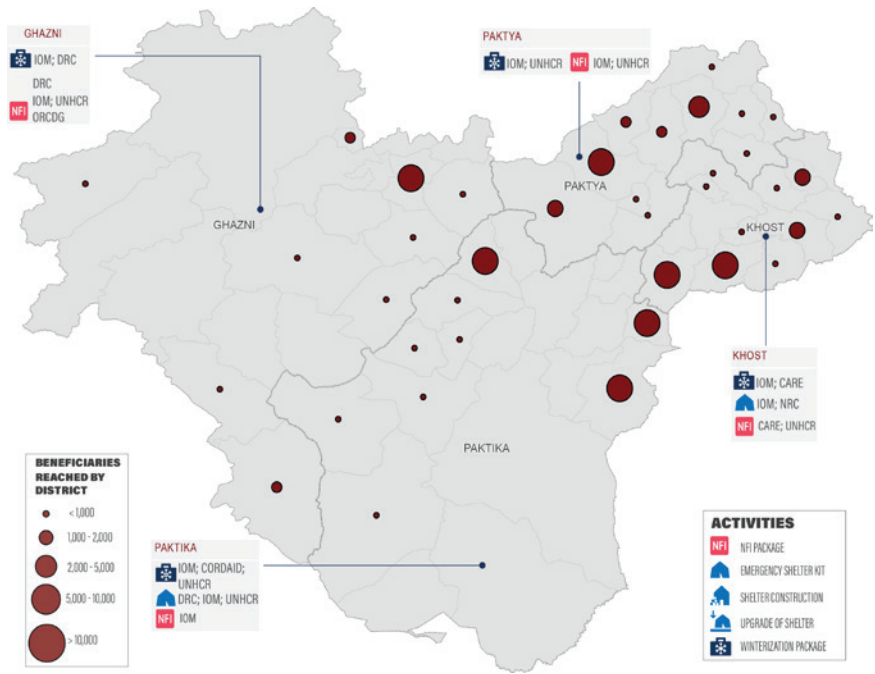
Key Challenges:

Despite significant achievements, the ESNFI Cluster in the Western Region faced several challenges in 2024. Severe funding shortfalls left thousands, including over 23,000 earthquake-affected families in Herat, without adequate shelter. Limited capacity-building opportunities and non-standardized shelter packages undermined response uniformity, while operational delays were exacerbated by interference from authorities, beneficiary list requests, and restrictions on female staff participation. Short-term interventions by NGOs and the lack of standardized tools for JAT assessments added to coordination challenges. Addressing these issues in 2025 will require enhanced capacity-building, standardized tools and approaches, and sustained advocacy to improve coordination and response effectiveness.



SOUTHEAST REGION

PEOPLE IN NEED	PLANNED REACH	PEOPLE REACHED	NATURAL DISASTER AFFECTED	VULNERABLE
496K	89K	92K	8K	85K



On June 22, 2022, a devastating 5.9 magnitude earthquake struck the southeastern region, leaving thousands of families homeless and their livelihoods in ruins. Through shelter partners consistent and collaborative efforts, thousands of families received repair, rebuild assistance shelters, offering not only safety and stability but also restoring dignity and hope to those who had lost everything. This remarkable journey of resilience culminated, with the completion of the last 799 shelters in Giyan, marking the conclusion of a critical chapter in supporting recovery efforts.

Key Achievements:

In 2024, the ES-NFI Cluster in the Southeast Region made significant progress in addressing the needs of vulnerable populations. Emergency shelter and NFI assistance reached 409 households (2,870 individuals) affected by natural disasters in remote districts. Shelter reconstruction efforts supported 2,191 families, while 1,665 families benefited from shelter repair initiatives. Winterization assistance, including heating, fuel, and NFIs, was delivered to 9,940 households (69,580 individuals) across the region, including highly prioritized and remote areas. Additionally, the Cluster facilitated MRAT assessments for nearly 2,000 returnee families. These achievements were supported by key partners, including IOM, UNHCR, DRC, IRC, CARE, OHW, Cordaid, and NRC, underscoring the importance of strong collaboration.

Key Challenges:

Despite these successes, the Cluster faced several challenges. Resource constraints, including limited stockpiles and funding, delayed emergency responses and left critical gaps in shelter repair (2,029 households), reconstruction (1,593 households), and NFI assistance for returnees (2,000 families). Access constraints and interference by DFA authorities further postponed operations, reduced partner participation, and hindered interventions in remote, high-priority areas. Additionally, the absence of a standardized and agreed approach for district prioritization led to duplication of efforts and inefficient resource use. Addressing these challenges will require enhanced fundraising, improved contingency planning, stronger advocacy with DFA authorities, evidence-based district prioritization, and increased coordination through field missions and inter-cluster collaboration.



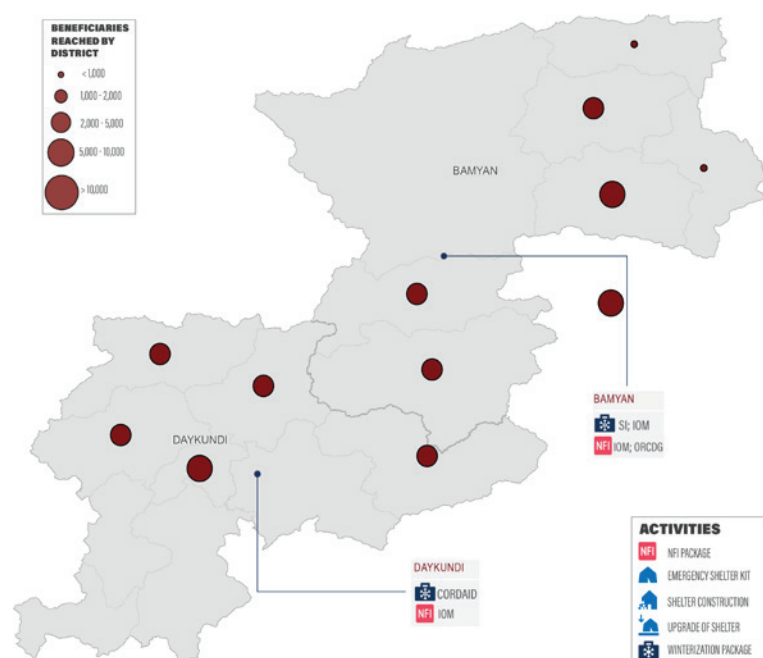
Cordaid





CENTRAL HIGHLANDS REGION

PEOPLE IN NEED	PLANNED REACH	PEOPLE REACHED	Returnees	NATURAL DISAS- TER AFFECTED	VULNERABLE
91K	43K	61K	1.9K	5K	57K



In the Central Region, 193 vulnerable families, including returnees, gained safety through transitional shelters. Sayed Zamir, who lived in a cave for two years, expressed relief:

"I'm happy to move before winter—it's safer and warmer."

*His wife added:
"Fetching water was dangerous; I even broke my leg. Now, our family will be much safer."*

Key Achievements:

In 2024, the ES-NFI Cluster in the Central Highland Region achieved significant milestones in addressing the needs of disaster-affected communities. Heavy rainfall destroyed or damaged 708 homes across the region, prompting assessments and emergency shelter and NFI distributions to 2,008 families. Additionally, 193 families received shelter support. The Cluster provided winterization assistance to 4,256 families, ensuring vulnerable households were equipped for the extremely harsh conditions in Bamyan and Daykundi. Strong coordination mechanisms among partners were established, fostering effective collaboration. The Cluster engaged with DfA to advocate for flexibility on various restrictive decrees and successfully pushed back on certain challenges, such as bans on female participation and interference in partner programming. Advocacy efforts through joint ICCG missions highlighted critical gaps and needs for ES/NFI interventions.

Key Challenges:

Despite these achievements, several challenges hindered the response. Limited partner resources constrained ES/NFI activities, while the absence of female staff in assessments and distributions posed operational difficulties. Interference by DfA in recruitment, procurement, and programming created delays, as did the late signing of MOUs, impacting timely implementation. Partners often prioritized accessible locations for winterization programs, leaving high-need remote areas underserved. Budgetary limitations restricted the full participation of regional focal points in planned missions. Furthermore, delayed reporting from partners and ongoing beneficiary redistribution of assistance added to the complexity of operations. Addressing these challenges in 2025 will require expanding partner presence in newly accessible areas, starting winterization programs earlier, providing technical and financial support to regional focal points, and enhancing advocacy for shelter upgrades, repairs, and transitional shelter interventions.



Afghanistan Emergency Shelter and Non-Food Items Cluster is grateful for contributions from all our donors, including governments, foundations, private donors, and country-based pooled funds.