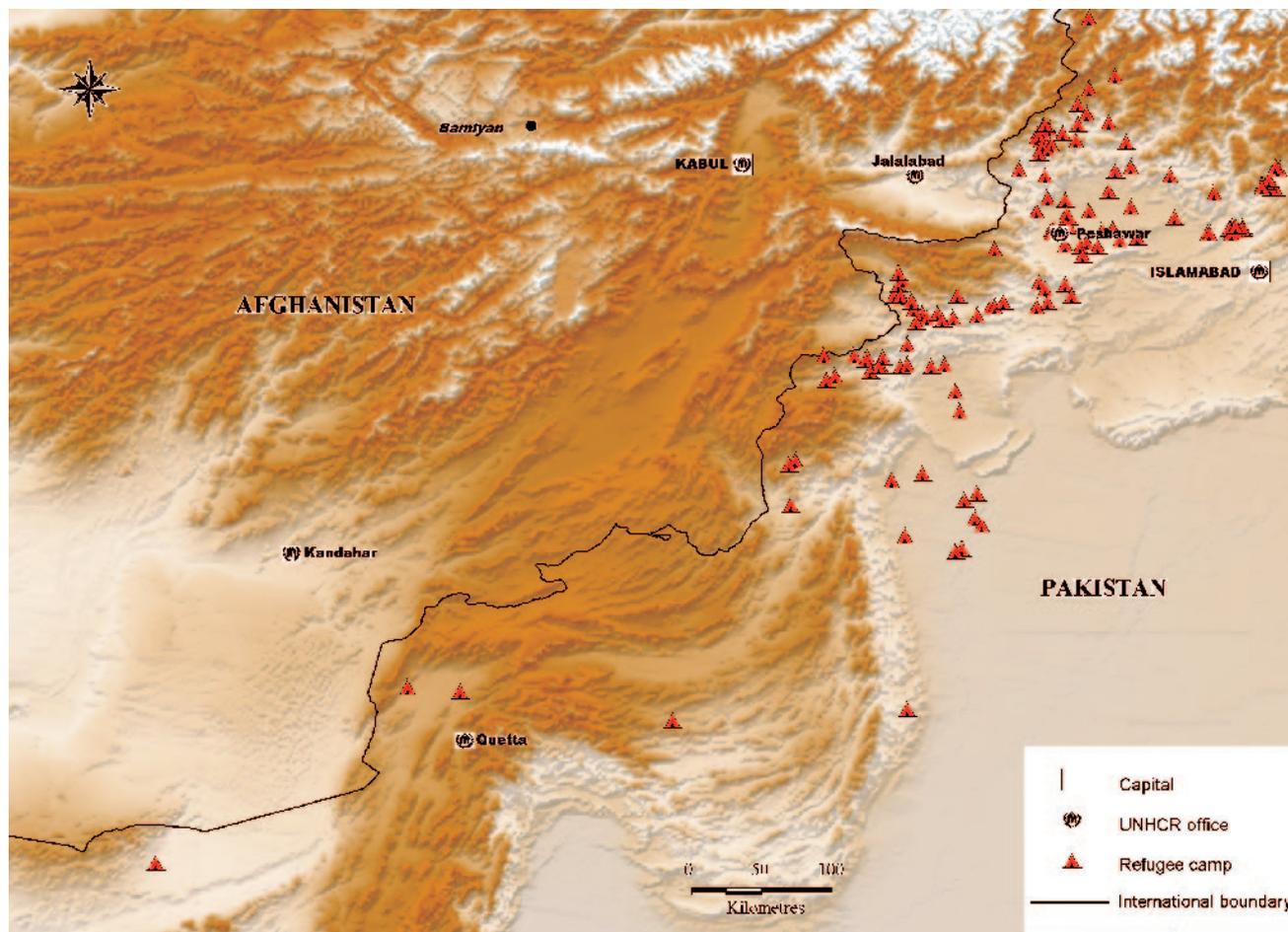


# Pakistan



## Main Objectives

UNHCR's initial objectives were to support the voluntary repatriation of Afghan refugees; protect and assist new arrivals and work with the Government on establishing joint screening committees for those in need of international protection; continue limited community-based assistance in refugee villages, mainly for health, education and water, with maximum refugee participation; conduct skills-training and literacy classes for refugee women; provide a rapid response to the protection needs of a limited number of vulnerable Afghan refugees for whom resettlement may be the only viable solution (women-at-risk and refugees with security problems); and work with a network of NGOs to

support a small number of vulnerable urban non-Afghan refugees pending their resettlement or repatriation.

After the events of 11 September, UNHCR's objectives were modified to include advocacy of an open border policy, emergency assistance to refugees fleeing Afghanistan, including the setting up of new camps, and co-ordination of the international relief effort for the Afghan refugees.

## Impact

- UNHCR provided protection support to some 1.5 million refugees as well as clean water, basic health services, education and other types of assistance in 203 refugee villages.

- UNHCR provided assistance to 20,790 Afghans who returned to their home country.
- UNHCR brought over 77,000 refugees (some recent arrivals and some who opted to relocate from the urban areas) to new camps and provided them with basic relief items, healthcare and education for the children.
- All refugees from the makeshift Jalozei refugee camp moved to more appropriate locations with better services.
- More than 134,000 children went to some 400 UNHCR-funded schools (eight per cent more than in 2000).
- UNHCR assisted local NGOs with a one-time contribution in the form of primary school materials and supplies for 9,000 refugee children who arrived after 11 September.
- Refugees could access healthcare through 133 health units. Male and female community health workers acted as a bridge between the community and the health units.

## Working Environment

### The Context

Pakistan hosts one of the largest refugee populations in the world. In addition to around 0.8 million urban refugees (Government estimate) who survive without assistance, around 1.5 million refugees live in refugee villages maintained by UNHCR. Some of these refugees have been in Pakistan for over a decade. In addition to providing protection and

basic assistance in the well-established refugee villages, UNHCR also tried to provide assistance to refugees who arrived in the year 2000 and were squatting in the makeshift Jalozei refugee camp in unsatisfactory conditions. After repeated calls for their relocation to more suitable locations, the Government finally gave UNHCR permission to transfer these refugees to new camps.

In May, the Tripartite Repatriation Commission agreed to facilitate the return of up to 100,000 individuals from Pakistan to Afghanistan. UNHCR immediately registered the refugees who wanted to go home (starting with the refugees living in New Jalozei and Nazir Bagh settlement), however the repatriation did not actually start until July, due to prolonged discussions about the food aid component of the repatriation package. Due to this, and to the events following September 11, only a fifth of the number targeted (or 21,000 people) went back to Afghanistan during 2001. WFP's own shortage of resources only allowed it to provide half the standard package, i.e. 150kg wheat instead of 300kg. In an effort to offset this reduction, and the steady devaluation of the Pakistani rupee, UNHCR increased the repatriation grant from Rs 5000 to Rs 6000.

The international coalition's military strikes against Afghanistan had a marked effect on the working environment in Pakistan. As Afghans fled their homes and massed at the border to Pakistan, UNHCR called for open borders for all refugees. Eventually, the Government agreed to let the vulner-

able cross into Pakistan. UNHCR estimates that some 250,000 Afghans arrived in Pakistan during the final months of the year, fleeing the military campaign, insecurity and deteriorating economic conditions. In anticipation of a huge refugee outflow the Government identified 112 possible new sites for camps, each of them with a minimum capacity of 10,000 persons. The main constraints on the development of the camps were land disputes (which in one case forced UNHCR to abandon a camp after having already invested significant

Persons of Concern				
Main Origin/ Type of Population	Total in Country	Of whom UNHCR assisted	Per cent Female	Per cent under 18
Afghanistan (Refugees) <sup>1</sup>	2,198,800	1,509,000	53	59

<sup>1</sup> According to the Government, the number of Afghans is estimated to be some 3,3 million

Income and Expenditure (USD) Annual Programme Budget and Supplementary Programme Budget					
	Revised Budget	Income from Contributions <sup>1</sup>	Other Funds Available <sup>2</sup>	Total Funds Available	Total Expenditure
AB	21,078,681	11,206,383	6,467,599	17,673,982	16,952,370
SB	14,124,628	10,517,605	8,079,808	18,597,413	10,603,078
<b>TOTAL</b>	<b>35,203,309</b>	<b>21,723,988</b>	<b>14,547,407</b>	<b>36,271,395</b>	<b>27,555,448</b>

<sup>1</sup> Includes income from contributions restricted at the country level.

<sup>2</sup> Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments.  
The above figures do not include costs at Headquarters.

resources), security, access and distance from water sources. However, most difficulties were overcome, 25 sites were selected and by the end of the year, over 75,222 refugees had settled in the new camps.

## Constraints

Conditions in the country remained difficult. Unemployment remained a major concern, aggravated by the effects of the prolonged drought affecting the whole region. There were also instances of sectarian violence, some of which involved Afghan refugees. After 11 September, the security situation worsened. The attacks on the UNICEF and UNHCR Offices in Quetta in early October led to a suspension of all activities in the area. Practically all dependants of UNHCR staff were evacuated on a voluntary basis. However, the security situation soon improved, although security concerns continued to hamper the implementation of some of UNHCR activities.

## Funding

The new influx of refugees at the beginning of the year forced UNHCR to increase its budget for Pakistan in order to provide proper assistance to the new arrivals. After the military strikes against Afghanistan a new appeal was launched, and the funding situation improved significantly. However, as all repatriation activities were suspended following the military strikes, funds received for this purpose were carried over to 2002.

## Achievements and Impact

### Protection and Solutions

Asylum conditions for Afghans deteriorated at the start of 2001. The changing climate led to deportations, widespread arrests and harassment, especially of single young men who did not possess valid residence or identification documents. The Government maintained that the new arrivals were not fleeing fighting in Afghanistan, but were crossing into Pakistan for economic reasons. As the year progressed, UNHCR found it increasingly difficult to carry out its protection mandate. However, UNHCR continued to work with the Government on establishing joint screening committees for all those in need of international protection.

Women at risk, family reunification cases and refugees in need of legal and physical protection were referred for resettlement. Prior to 11 September, UNHCR had aimed to resettle 10,000 people from Pakistan. In the autumn, however, the situation changed dramatically and resettlement activities were temporarily suspended. Of the refugees resettled, women at risk were the majority (66 per cent). Overall, more than 3,000 people were accepted for resettlement to Australia, Canada, Chile, New Zealand, Norway, Sweden and USA. In February, local NGOs established a project to assist vulnerable Afghans, which brought a number of resettlement cases to UNHCR's attention.

The specific protection needs of children were met through training and promoting awareness among the staff of seven NGO partners. Despite significant increases in the enrolment and retention of girls in primary schools, girls' school enrolment did not exceed one third of the total. Older or married girls and women who did not want to go to public schools because of socio-cultural norms could participate in the home-based schooling that UNHCR set up in 50 different locations. Girls' and boys' "child-to-child" groups, "adolescent groups" and youth welfare organisations all focused on improving health, discouraging and preventing child labour, improving psycho-social well-being, improving school attendance and integrating children with disabilities into the wider community.

As the example of girls' enrolment in schools shows, gender equity issues remain difficult to tackle within Afghan refugee communities in Pakistan. Nevertheless, out of 112 Social Welfare Committees, 64 consisted of women, and 78 out of 162 child-to-child groups were for girls. The Social Welfare Cell made efforts to involve girls in sports and recreational activities in a number of places including remote tribal areas. 21 out of 47 sports clubs were for girls. Most adult literacy and reproductive health programmes are geared towards a female audience.

### Activities and Assistance

**Community Services:** Community service staff identified vulnerable Afghan refugees both in refugee villages and in urban areas in order to provide them with special assistance.

### Domestic Needs/Household

**Support:** Families transferred to the New Shamshatoo camp and 1,000 families in Baluchistan received a full set of domestic items. Following massive floods in Jalozai in May/June, a special distribution of quilts/blankets was carried out to complement a number of private donations. Private donations played an important role throughout the years as both local and international donors provided substantial quantities of relief goods for the refugees.

**Education:** Fifty-four new schools were established (bringing the total number of schools to over 400) and informal education opportunities were brought to an estimated 175 Afghan street children working on the streets of Peshawar. Handicapped and vulnerable children and young people in the camps could also attend home-based schools or participate in skills training programmes. 130 students had a chance to attend higher education through a scholarship programme. Most chose to study medicine, agriculture or engineering.

**Food:** WFP was responsible for providing the main food ration to 105,500 refugees in New Shamshatoo and Jalozai, and to new arrivals. UNHCR provided supplementary food consisting of wheat, soya blend and sugar through Basic Health Units to all those requiring it: mostly children under five, pregnant and lactating women and elderly people.

**Health/Nutrition:** All refugees living in the old refugee villages and the new sites had access to preventive and curative health services.

**Legal Assistance:** This sector covered the registration of new applications for refugee status by Afghans and non-Afghans and legal assistance given to asylum-seekers and refugees in precarious security or legal situations. Staff hired by UNHCR also conducted refugee status determination interviews, and made assessments and recommendations on individual cases, based on country of origin research and information.



Afghan refugees near Peshawar. UNHCR / P. Benatar

**Operational Support (to Agencies):** UNHCR covered the cost of operational support for various agencies implementing activities in the sectors of health, education, water, legal assistance and community services.

**Sanitation:** In the old refugee sites, sanitation facilities were maintained and there was an overall improvement of the health status of refugees. In Jalozai and New Shamshatoo, sanitation was improved through the construction of latrines and washrooms, but drainage and waste collection remained unsatisfactory.

**Shelter/Other Infrastructure:** Tents were distributed in New Shamshatoo to all families transferring from Jalozai and Nasir Bagh. Following the September events, 85,440 additional tents were procured; 41,000 were then distributed (the remaining stock to be distributed in 2002). In addition, an implementing partner constructed 1,200 mud-brick houses.

**Transport/Logistics:** Relief items were transported from central warehouses to refugee villages. Inland transportation, storage fees and clearing and handling charges on all incoming relief items were covered. Many of the relief items for Afghan refugees and internally displaced Afghans were transported through Pakistan.

**Water:** While the objective was to supply 25 litres of water per person per day, refugees received on average 18 litres per person per day due to the drought and the falling water table, as well as frequent breakdowns of a 20-year-old water distribution system.

## Organisation and Implementation

### Management

Operations were managed through the country office in Islamabad and two field offices. Staffing levels fluctuated during the course of the year, as a result of the crises in Afghanistan, however, the total number of international posts (including JPOs, and regional officers) under the regular programme was 25. In the autumn of 2001, the Chief of Mission for Afghanistan was appointed as the UNHCR Regional Co-ordinator for the Afghanistan emergency, with a view to harmonizing the various country programs in the region. The UNHCR offices in Pakistan, Afghanistan and the Islamic Republic of Iran co-operated closely to ensure a joint emergency response.

### Working with Others

UNHCR worked closely with the Government, UN and NGO partners to carry out all planned activities and to respond to the emergency during the last quarter of the year. The co-ordination system established for New Shamshatoo camp was hailed as a model. This entailed a clear division of responsibilities, with each agency taking responsibility for one or more sectors. The collaboration of UN sister agencies was useful throughout the year, and after 11 September the UN Resident Coordinator provided invaluable leadership.

### Overall Assessment

The year was a turbulent and difficult one for Afghan refugees in Pakistan and one during which UNHCR's relationship with the Government of Pakistan had to adjust to a succession of different approaches. The two new influxes of refugees (at the beginning of the year; and then after the military strikes) posed new challenges. Despite asylum fatigue and growing local resentment of the continued presence of Afghan refugee neighbours, solutions were worked out, albeit frequently compromise solutions. The year ended with the shaping of a policy framework encompassing robust humanitarian input and prospects for large-scale voluntary repatriation.

Continued efforts will be necessary to find durable solutions for the non-Afghan refugees, preferably through resettlement or repatriation. There may however be a very few refugees to whom these two options do not apply, in which case it may be necessary to seek approval for their local integration.

#### Offices

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##### Islamabad

Peshawar  
Quetta

#### Partners

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Ministry of States and Frontier Regions and Northern Areas

#### NGOs

*Action Contre la Faim*  
Afghan Construction and Logistics Unit  
Afghan Medical Welfare Association  
Agency for Construction and Development  
Basic Education and Skills Training  
Church World Service  
CONCERN  
Danish Committee for Aid to Afghan Refugees  
Environment Protection and Promotion Programme  
Frontier Primary Health Care  
Handicap International  
Health Net International  
Human Survival and Development  
International Catholic Migration Commission  
International Relief Committee  
International Rescue Committee  
INTERMOS  
Kuwait Joint Relief Committee  
Mercy Corps International  
Ockenden International  
OXFAM (UK)  
Pakistani Red Cross Society  
SaYYED Jamaluddin Afghani Welfare Organisation  
Save the Children  
TEARFUND  
Union Aid for Afghan Refugees

#### Others

*Deutsche Gesellschaft für Technische Zusammenarbeit*  
UNDP  
UNICEF

Financial Report (USD)						
Expenditure Breakdown	Current Year's Projects			Prior Years' Projects		
	Annual Programme Budget	Supplementary Programme Budget	Total	notes	Annual Programme Budgets	notes
Protection, Monitoring and Co-ordination	2,219,757	907,564	3,127,321		11,081	
Community Services	256,542	3,376	259,918		98,073	
Domestic Needs / Household Support	897,883	2,647,133	3,545,016		601,513	
Education	2,284,894	0	2,284,894		1,414,068	
Food	58,204	604	58,808		0	
Health / Nutrition	2,443,996	4,814	2,448,810		756,904	
Income Generation	0	0	0		11,489	
Legal Assistance	944,723	33,259	977,982		15,448	
Operational Support (to Agencies)	563,405	159,066	722,471		219,139	
Sanitation	244,187	26,498	270,685		1,401	
Shelter / Other Infrastructure	664,901	78,124	743,025		69,177	
Transport / Logistics	82,174	135,381	217,555		55,502	
Water	221,351	19,134	240,485		200,348	
Transit Accounts	17,955	0	17,955		0	
Instalments with Implementing Partners	2,837,873	1,655,722	4,493,595		(2,841,436)	
<b>Sub-total Operational</b>	<b>13,737,845</b>	<b>5,670,675</b>	<b>19,408,520</b>		<b>612,707</b>	
Programme Support	1,834,425	611,429	2,445,854		20,307	
<b>Sub-total Disbursements / Deliveries</b>	<b>15,572,270</b>	<b>6,282,104</b>	<b>21,854,374</b>	<b>(3)</b>	<b>633,014</b>	<b>(5)</b>
Unliquidated Obligations	1,380,100	4,320,974	5,701,074	(3)	0	(5)
<b>TOTAL</b>	<b>16,952,370</b>	<b>10,603,078</b>	<b>27,555,448</b>	<b>(1) (3)</b>	<b>633,014</b>	

#### Instalments with Implementing Partners

Payments Made	8,476,885	1,793,301	10,270,186		268,566	
Reporting Received	5,639,013	137,579	5,776,592		3,110,002	
<b>Balance</b>	<b>2,837,872</b>	<b>1,655,722</b>	<b>4,493,594</b>		<b>(2,841,436)</b>	
Outstanding 1st January	0	0	0		3,316,109	
Refunded to UNHCR	0	0	0		398,204	
Currency Adjustment	0	0	0		(44,839)	
<b>Outstanding 31 December</b>	<b>2,837,872</b>	<b>1,655,722</b>	<b>4,493,594</b>		<b>31,630</b>	

#### Unliquidated Obligations

Outstanding 1st January	0	0	0		0	(5)
New Obligations	16,952,370	10,603,078	27,555,448	(1)	955,914	
Disbursements	15,572,270	6,282,104	21,854,374	(3)	633,014	(5)
Cancellations	0	0	0		322,900	(5)
<b>Outstanding 31 December</b>	<b>1,380,100</b>	<b>4,320,974</b>	<b>5,701,074</b>	<b>(3)</b>	<b>0</b>	<b>(5)</b>

Figures which cross reference to Accounts:

- (1) Annex to Statement 1
- (3) Schedule 3
- (5) Schedule 5