

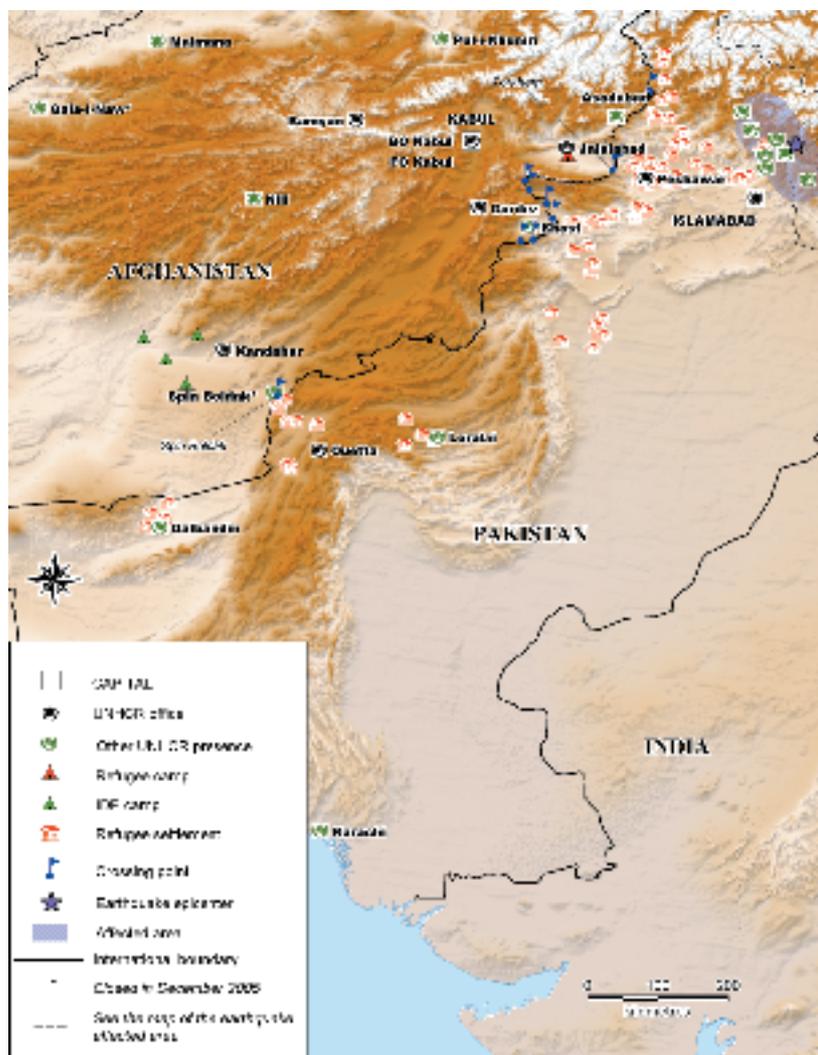
# Pakistan

## Main objectives

In 2005, UNHCR's main objectives in Pakistan were to offer international protection to and seek durable solutions for Afghan and non-Afghan refugees and asylum-seekers; facilitate the voluntary repatriation of Afghan refugees; deliver basic services to Afghan refugees in camps; and use strategic partnerships to shape comprehensive solutions for Afghans.

## Impact

- UNHCR facilitated the return of some 450,000 Afghan refugees in 2005. By the end of the year, total returns from Pakistan since 2002 amounted to 2.7 million. Afghans in camps accounted for 46 per cent of all returns as a result of the closure by the Government of Pakistan of all camps in Federally Administered Tribal Areas (FATA), to improve security along the border. Two camps in Baluchistan were to be closed, and UNHCR ended assistance in these camps in 2005 because of security problems. The Government also implemented its decision to relocate Afghan refugees living in and around Islamabad.
- The tripartite agreement between the Governments of Afghanistan and Pakistan and UNHCR was extended until December 2006 to give Afghans more time to return home under the existing UNHCR-assisted repatriation programme.
- A census of all Afghans in Pakistan was carried out in March 2005, prior to the repatriation season, by the Government of Pakistan with the technical and financial support of UNHCR. A total of 3,049,268 Afghans were counted, 62 per cent of them in North-West Frontier Province (NWFP). It was agreed in the memorandum of understanding signed with the Government that not all Afghans covered would be of concern to UNHCR. By December 2005, after the repatriation of 449,520 Afghans, there were approximately 2.6 million Afghans remaining in Pakistan.



- UNHCR and its partners provided basic humanitarian services to roughly one million Afghan refugees in camps. Community mobilization, as a step towards increased self-reliance, was introduced in the assistance plans, with a more prominent role for refugee committees. Increased financial contributions from the refugee communities allowed the refugees to cover a small part of the assistance programme, mainly through the payment of teachers' salaries; the procurement of medicines; maintenance of water schemes; and the running of maternity wards.
- Progress was made in designing comprehensive solutions for Afghans after the expiry of the tripartite agreement. It is beyond UNHCR's mandate and capacity to address the overall problem of poverty in Afghanistan, which is the main obstacle for those reluctant to return and UNHCR therefore played a catalytic role with governmental entities and multilateral and bilateral donors for the preparation of the "Refugee-Affected Areas" (RAA) and

“Host Community Coexistence” (HCC) concepts. The main objective of the RAA is to address the social, economic and environmental consequences of communities impacted by the Afghan presence, while the HCC will support the livelihood, income, social services and living conditions of both Pakistani and Afghan communities in selected areas. An inter-ministerial task force, which includes UNDP, IOM and UNHCR, was created by the Government for the coordination of future policies regarding Afghans in Pakistan.

## Working environment

### The context

Pakistan has been host to a large population of Afghan refugees, mainly in the NWFP and Baluchistan Provinces, since 1979.

As Pakistan is not a signatory to the 1951 Convention and does not have a national asylum law, the tripartite agreement remains the main legal framework for the management of Afghans in Pakistan. However, any Afghan asylum-seekers who arrived after 2002, as well as non-Afghan asylum-seekers, undergo registration and refugee status determination procedures under UNHCR's mandate. UNHCR has established an understanding with the Pakistani Government that a durable solution will be found for recognized refugees.

The census will facilitate the management of the Afghan population expected to remain after the expiry of the tripartite agreement. The next step will be a registration of all Afghan citizens living in Pakistan. The census and registration have stimulated debate on the status issue. It has been agreed that the discussion should be broadened to take in the possibility of developing comprehensive solutions, encompassing the current Afghan population not of concern to UNHCR and future population movements.

Security concerns in the border regions led the Government of Pakistan to close 43 refugee villages in the

FATA, and UNHCR ceased assistance in two camps in Baluchistan for the same reason. Assistance was phased out in the FATA after the voluntary repatriation or relocation of the camp residents, and existing infrastructure was handed over to the authorities for use by the local population.

### Constraints

Continuing military operations against suspected militants in the tribal areas of NWFP hampered UNHCR activities, as the Government advised the suspension of UN missions in certain areas and international staff movements were restricted in other areas. Restrictions were likewise imposed on staff working in Baluchistan, as continued tension between the Government and Baloch nationalists resulted in occasional outbursts of violence.

### Funding

The significant reduction of the operational budget had a negative impact on the quality of assistance delivered in camps. UNHCR was able to carry out major projects in the water, health and education sectors, but other priority activities could not be put into effect, including vocational training, support to secondary education, and community development in Baluchistan, as well as a salary increase for NGO staff. Funds freed up by camp closures were redirected towards partial payment of benefits to laid-off NGO staff. UNHCR was unable to honour agreements to improve community infrastructure.

## Achievements and impact

### Protection and solutions

The year 2005 witnessed a new wave of arbitrary arrests due to a selective application of the Foreigners' Act, mainly in Punjab. During the year, 680 cases of detention of Afghans were reported to the Advice and Legal Aid Centres (ALAC). These Afghans remained in

Persons of concern					
Type of population	Origin	Total in country	Of whom UNHCR assisted	Per cent female	Per cent under 18
Refugees <sup>1</sup>	Afghanistan	1,084,000	1,084,000	-	-
Asylum-seekers	Afghanistan	2,800	2,800	-	-
	Iraq	200	200	-	-
	Somalia	100	100	-	-
	Islamic Republic of Iran	100	100	-	-
	Nigeria	100	100	-	-

<sup>1</sup> UNHCR figures for Pakistan only include Afghans living in camps who are assisted by UNHCR. According to a 2005 government census of Afghans in Pakistan and subsequent voluntary repatriation during the year, there are an additional 1.51 million Afghans living outside camps, some of whom may be refugees. Afghans living outside camps do not receive any assistance from UNHCR, except access to UNHCR-facilitated voluntary repatriation.

detention for three months on average. By 31 December 2005, 659 of them had been granted bail and released. In July, in response to UNHCR's efforts to bring to a halt the mass arrests of Afghans in Punjab under the Foreigners' Act, the Government of Punjab instructed the police authorities to end this practice. Thereafter, no arrests under the Act were reported.

Voluntary repatriation under the tripartite agreement continued, with almost 450,000 Afghans returning home in 2005. As in 2004, scheduling centres, departure centres and iris-validation centres were put in place in the major departure areas. Mobile teams, radio programmes and the mass information centre in Baluchistan assisted in the information campaigns on the repatriation operation and areas of return. The iris-recognition technology allowed the identification of over 4,460 people who attempted to benefit twice from return assistance.

Child protection remained a priority. In the NWFP, monitoring was improved through the establishment of a network of social workers trained in the detection of child protection issues and the promotion among refugee communities of awareness of children's rights. Training sessions were also organized in Baluchistan and NWFP for UNHCR and partner staff on children's rights, international protection and sexual and gender-based violence. Birth certificates are now routinely issued when babies are born in Afghan refugee camps in both NWFP and Baluchistan.

Of the 169 non-Afghan asylum-seekers whose cases were registered, 13 were recognized as refugees. Recognized refugees registered with the National Aliens Registration Authority (NARA) continued to enjoy protection, freedom of movement and the right to seek employment (as holders of a NARA card), as stipulated in the memorandum of understanding signed between the Government of Pakistan and UNHCR in 2003. Resettlement remains the main durable solution, as local integration is not yet an option for all refugees. In 2005, 64 refugees departed for resettlement. The majority of them were women at risk.

## Activities and assistance

**Community services:** UNHCR's community development approach was introduced in four villages in NWFP in order to empower refugees to meet their own needs and find solutions to their problems. In Baluchistan, a needs assessment was undertaken in all 12 camps. It examined the socio-economic circumstances of the camp inhabitants and the scope for sustainable development through community participation. Various structures were established involving women of different age groups to encourage their representation in various

sectoral activities. Female committee members received training on their roles and responsibilities.

**Domestic needs and household support:** Relief items were provided on a case-by-case basis to vulnerable Afghan and non-Afghan refugees.

**Education:** Primary education was organized in close collaboration with the Afghan Ministry of Education to facilitate the reintegration of students and teachers into the Afghan system after repatriation. Primary education was provided to over 123,000 students, of whom 30 per cent were girls, in Baluchistan, Punjab and NWFP. However, some 3,500 students stopped their secondary education due to the closure of 64 schools in NWFP as a result of budget constraints.

**Health and nutrition:** Basic curative and preventive health care services were provided to about one million Afghan refugees through 83 health units in Baluchistan, NWFP and Punjab. The focus was on treatment of common ailments, immunization campaigns, maternal and child health care, TB, malaria and Leishmaniasis treatment and reproductive health services. HIV/AIDS activities were mainstreamed into the general reproductive health programmes. Information, education and communication materials were developed and distributed, and staff were trained. The management of sexually-transmitted infections was improved through the training of health staff and the provision of drugs.

**Legal assistance:** Free legal advice was provided by UNHCR and partners through a network of 13 legal centres in the main refugee-hosting areas. Legal counselling was provided to Afghans in camps as well as urban areas, and to non-Afghans in the major towns. In order to increase the coverage, a new centre was established in Lahore. Other activities carried out by the ALACs included legal aid to detained Afghan nationals, home visits, organization of legal information camps, training of police and other authorities on international protection, and mass information for repatriation. ALACs were also increasingly used by refugees seeking to return who needed assistance in obtaining personal status documents such as birth and divorce certificates.

UNHCR continued lobbying for the accession of Pakistan to the 1951 Convention and the development of a national asylum law, so as to improve asylum conditions in the country. The Office organized training sessions for authorities and entered into agreements with universities on courses on refugee law. The training sessions had a twofold impact on the general asylum climate of the country: they served to guard against the arbitrary arrest campaigns launched by the authorities on Afghan refugees, and they also enabled UNHCR to intervene effectively and provide assistance to Afghan refugees already



An Afghan refugee at a market in Karachi. *UNHCR / J. Redden*

under arrest. Several training sessions and workshops were organized on international protection, targeting police officers, prison authorities and lawyers.

**Operational support (to agencies):** Agency operational support was provided to NGOs as well as governmental structures. Staff numbers were reduced as a result of rationalization, and salaries were standardized amongst implementing partners. The payment of benefits to staff of implementing partners laid off in 2004 and 2005 was agreed upon in December 2005.

**Sanitation:** Over 140 latrines were constructed in schools and basic health units in NWFP.

**Shelter and infrastructure:** See box on the South Asia earthquake.

**Transport and logistics:** UNHCR transported refugees from closed camps to relocation sites and transport costs also included the transport of drugs and other relief items.

**Water:** Water supply systems provided 15 to 20 litres of potable water per person per day in all camps. In NWFP, water management committees took full responsibility for minor repair and maintenance of the various water supply systems. Responsibility for major repairs was

shared between the community and UNHCR. The water supply was regularly monitored for bacterial contamination.

## Organization and implementation

### Management

UNHCR's operation in Pakistan was coordinated by the Representation in Islamabad and implemented by sub-offices in Peshawar and Quetta as well as a field office in Karachi. The programme operated with a total of 32 international staff, 202 national staff, one JPO, six UNVs and one secondee. A number of additional staff under temporary contracts supported the repatriation operation during the peak period.

### Working with others

UNHCR's activities were implemented through over 30 partners, comprising governmental organizations, national NGOs and international NGOs. Dialogue and coordination with development agencies served to facilitate the process of transition from humanitarian assistance to comprehensive development programmes in refugee-hosting areas.

## Overall assessment

The voluntary return of Afghan refugees remained the main priority for UNHCR in Pakistan. More Afghans returned in 2005 than in 2004. The Government upheld its commitment to offer voluntary repatriation and relocation to existing camps as options for the populations in the FATA. There were some instances, however, of local officials pressurizing Afghans in the FATA to opt for repatriation; this called into question the voluntary character of their return.

Recent research has indicated that there are significant numbers of people who continue to move back and forth across Afghanistan's borders. While voluntary repatriation will remain the preferred solution for the majority of the remaining Afghans, there is an increased understanding that solutions other than repatriation may have to be identified for some Afghans. There is now more understanding that clear policies and new arrangements need to be developed to manage population movements.

With the international community increasingly indicating that humanitarian assistance to residual populations will decrease substantially, the inclusion of refugee issues in the national developmental agenda is essential in order to address the development cost of long-term social and economic exclusion among the Afghan population. Once the programmes for refugee-affected areas and host community coexistence are designed, they will be presented to the donor community for funding through development assistance as opposed to continued reliance on diminishing humanitarian funding sources. The linkage between the future management of residual populations and the inclusion of Afghans in the larger development agenda should ensure resource allocation for refugee programmes and make the comprehensive approach sustainable.

In 2005, UNHCR sought to reorient its programmes with a view to building the capacity of partners and empowering line ministries and NGOs to increase their involvement in the provision of sectoral assistance. This reorientation did not proceed as expected, partly due to operational commitments and time constraints. These efforts will continue in 2006, especially the strengthening of existing partnerships and support for self-sufficiency programmes built on a community-based platform.

### Offices

Islamabad  
Karachi  
Peshawar  
Quetta

### Partners

#### Government agencies

Ministry of States and Frontier Regions

#### NGOs

Afghan Medical Welfare Association  
American Refugee Committee  
Association of Medical Doctors of Asia  
Baluchistan AIDS Network  
Basic Education and Employable Skills Training  
Basic Education for Afghan Refugees  
Caritas Pakistan  
Church World Service  
Danish Committee for Aid to Afghan Refugees  
Frontier Primary Health Care  
Health Net International  
International Catholic Migration Commission  
International Medical Corps  
International Rescue Committee  
Kuwait Joint Relief Committee  
Lawyers for Human Rights and Legal Aid  
Mercy Corps  
Norwegian Refugee Council  
Ockenden International  
Pakistan Red Crescent Society  
SAVERA Counselling Service  
Refugee Education Trust  
Save the Children Federation  
Save the Children (Sweden)  
Sustainable Development Policy Institute  
Society for Community Support for Primary Education  
Society for Human Rights and Prisoners' Aid  
Struggle for Change  
*Sayyed Jamal-ud-Din Afghani* Welfare Organization  
Taraqee Foundation  
*Terre des Hommes*  
Union Aid for Afghan Refugees

#### Others

UNAIDS  
UNDP  
UNESCO  
UNODC

# South Asia earthquake

Approximately four million people were affected by the devastating earthquake of 8 October 2005 in the North-West Frontier Province (NWFP) and Pakistan-administered Kashmir. More than 73,000 died. Given the length and breadth of its experience in Pakistan, UNHCR stepped forward immediately to support the Government in its life-saving relief efforts for the victims.



UNHCR staff demonstrate the installation of kerosene stoves distributed to families in Thuri Park camp, Muzaffarabad.  
*UNHCR / M. Cierna*

Within the joint United Nations earthquake response, UNHCR was designated as the lead agency for the camp management cluster. The cluster worked in close collaboration with the Government and other clusters like shelter (led by IOM), food/nutrition, logistics and IT/telecommunications (WFP), health (WHO), and water/sanitation, protection and education (UNICEF). During the reporting period, UNHCR met the objectives that were established by the UN Country Team in Islamabad. These included the provision of material and technical assistance to the authorities for the management and coordination of activities in 139 camps sheltering some 160,000 persons; coordination and monitoring of the delivery of basic services like health care, water, sanitation and education; preparation of camps of more than 50 tents to withstand the winter; and facilitation of a smooth transition from military- to civilian-administered camps.

## Achievements and impact

In order to save the lives of earthquake victims who were to remain in relief camps for the entire winter, UNHCR:

- Distributed 2,730 tonnes of relief items, transported from UNHCR's stockpiles in Pakistan, Afghanistan, Denmark, Dubai, Jordan, India, the Islamic Republic of Iran and Turkey. This included 587,000 blankets, 19,400 tents, 78,000 plastic sheets and 1,500 rolls of plastic to keep shelters dry, 24,000 mattresses, 25,000 jerry cans, 20,000 kitchen sets, 1,400 sleeping bags, 2,100 stoves and 113,300 bars of soap. A large proportion of these items was brought in by a huge joint NATO-UNHCR airlift from Incirlik airbase in southern Turkey. Many were delivered to high altitude villages through the UN efforts in order to stabilise the population in their area of origin. As head of the camp management cluster, UNHCR provided material and technical support in 26 planned camps run by the military, civil authorities or NGOs as well as in 113 spontaneously-settled camps. In total, almost 160,000 people lived in 139 camps. In addition, UNHCR also provided tents, blankets and other winter items to camps of fewer than 50 tents managed or coordinated by OCHA.
- Deployed emergency teams to four hubs covering Muzaffarabad and Bagh (in Pakistan-administered Kashmir), Mansehra, and Battagram (in NWFP) and three antenna offices in Bisham, Balakot, and Abattabad. A total of 110 staff (37 international and 73 national) were deployed to the emergency operation. Nineteen staff coordinated the various interventions from Branch Office in Islamabad, and 91 were deployed to the seven offices established in the affected areas.
- Provided rapid technical response through thirty-five quick-impact technical (QIT) mobile teams operated by NGO implementing partners which were set up to meet urgent needs, in particular – decongestion of overcrowded camps and rapid intervention in site planning; development and construction; water and sanitation; rapid installation and/or repair of infrastructure such as water pipes and latrines; and other essential service delivery. QIT teams were composed of experienced technicians and teams with different specializations and had their own vehicles, tools and equipment. During the reporting period, over 100 latrines, 59 washrooms and 117 kitchens were built in 31 camps. This improved living conditions remarkably.

- Trained and advised local NGOs and communities, through 23 camp management support mobile teams (CMM) on how to help the affected population to adapt to life in camp-like situations and sustain coping mechanisms, particularly with regard to addressing the social and protection needs of the most vulnerable groups. The teams gathered information on existing settlements, assistance gaps and various emerging problems. During the reporting period, they supported camp coordination activities, established committees to support distribution of supplies, maintained water and sanitation infrastructure, set up women's committees, started vocational training activities and offered trauma counselling. The teams also sensitized camp residents to health, hygiene and fire-safety concerns while mobilizing them to participate in the running of the camps. Composed of NGO staff with experience of work in refugee camps, the teams adopted a community-based approach to empower the community and to ensure that the most vulnerable people were protected. Gender-related issues were fully taken into account in the delivery of services. CMM teams worked directly with UNHCR staff and they coordinated closely with the members of the Emergency Task Force and various other actors (army, civil authorities, local NGOs, charities, international NGOs and leaders).
- Supported the Government in coordinating all activities in camps, ensuring the safety and protection of displaced populations, and facilitated the handover of camps, notably those in NWFP, from military to civilian administration.

## Challenges and constraints

The challenge of this operation was not only the magnitude of the population in urgent need of assistance, but also the variety of camp situations spread out over extremely difficult terrain — ranging from small self-managed spontaneously settled camps, through camps managed by a diverse range of civil society groups, to planned military camps. To ensure that adequate levels of assistance were provided in this diverse camp situation, UNHCR had to adopt a different approach from that originally envisaged under the cluster system. The Office met this challenge by establishing a large number of mobile multi-sectoral teams to monitor the camps and, in coordination with others, providing immediate technical and community-based assistance. By the end of the year, UNHCR had more than 58 mobile teams (35 QIT and 23 CMM).

Continued aftershocks and periodic landslides hampered operations. Progress was also often slowed down by the limited capacity of governmental and non-governmental partners on the ground.

## Looking forward: beyond 2005

The UN inter-agency winterization programme was successful, and a second wave of deaths was averted. Consequently, the Government declared that the transition from emergency relief to recovery would take place in April 2006 and return from the camps would occur in a phased manner over several months beginning in March. Camps will be closed as soon as sites are vacated. The Government and IOM will be responsible for the transport and logistics aspect of the return to villages of origin, and UNHCR will limit its logistical assistance to activities inside the camps.

During the post-relief phase, UNHCR will ensure safe and dignified return and a smooth handover of the management of the camps to the Government. Special attention will be focused on developing plans governing the details of return, linkages with early reconstruction work, and UNHCR's disengagement from the operations in August 2006.

It is estimated that 15 per cent of the camp population will not return as they have lost their land and/or have outstanding legal property problems. They are expected to remain in approximately 20 organized camps, and UNHCR will monitor their continued receipt of appropriate assistance. The handover to the local authorities will take place as soon as the link with early reconstruction work is established.

## Funding

At 31 December 2005, a total funding of USD 32.5 million had been confirmed as cash contributions, against a budget requirement initially set at USD 30 million for a six-month period.

## Budget, income and expenditure (USD) Annual and supplementary programme budgets

	Final budget	Income from contributions <sup>1</sup>	Other funds available <sup>2</sup>	Total funds available	Total expenditure
Annual programme	22,921,077	3,606,794	19,085,015	22,691,810	22,691,810
Supplementary programme <sup>3</sup>	10,739,320	30,234,293	(2,116,400)	28,117,893	10,739,320
<b>Total</b>	<b>33,660,397</b>	<b>33,841,087</b>	<b>16,968,615</b>	<b>50,809,702</b>	<b>33,431,130</b>

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

<sup>2</sup> Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments.

<sup>3</sup> The supplementary programme figures apply to the Supplementary Appeal for the South Asia Earthquake, 2005 activities only.

Note: The supplementary programme budget does not include a 7 per cent support cost that is recovered from contributions to meet indirect costs for UNHCR.

## Financial Report (USD)

Expenditure breakdown	Current year's projects			Prior years' projects
	Annual programme budget	Supplementary programme budget	Total	Annual and supplementary programme budgets
Protection, monitoring and coordination	8,044,514	844,417	8,888,931	0
Community services	435,595	0	435,595	124,615
Domestic needs and household support	46,617	1,419,878	1,466,495	2,993
Education	2,465,318	0	2,465,318	1,202,168
Health and nutrition	2,726,238	0	2,726,238	1,092,969
Legal assistance	1,246,692	3,299	1,249,991	755,917
Operational support (to agencies)	1,408,134	8,387	1,416,521	390,702
Sanitation	51,701	0	51,701	4,745
Shelter and infrastructure	10,369	3,976,917	3,987,286	16,731
Transport and logistics	118,555	2,393,318	2,511,873	26,858
Water	323,676	0	323,676	159,272
Instalments with implementing partners	3,314,062	1,811,856	5,125,918	(3,776,970)
<b>Sub-total operational activities</b>	<b>20,191,471</b>	<b>10,458,072</b>	<b>30,649,543</b>	<b>0</b>
Programme support	2,500,339	281,248	2,781,587	0
<b>Total expenditure</b>	<b>22,691,810</b>	<b>10,739,320</b>	<b>33,431,130</b>	<b>0</b>
<b>Cancellation on prior years' expenditure</b>				<b>(404,475)</b>
<b>Instalments with implementing partners</b>				
Payments made	10,500,422	1,811,856	12,312,278	
Reporting received	(7,186,360)	0	(7,186,360)	
<b>Balance</b>	<b>3,314,062</b>	<b>1,811,856</b>	<b>5,125,918</b>	
<b>Prior years' report</b>				
<b>Instalments with implementing partners</b>				
Outstanding 1 January				4,162,484
Reporting received				(3,776,970)
Refunded to UNHCR				(295,211)
Adjustments				(90,303)
<b>Balance</b>				<b>0</b>