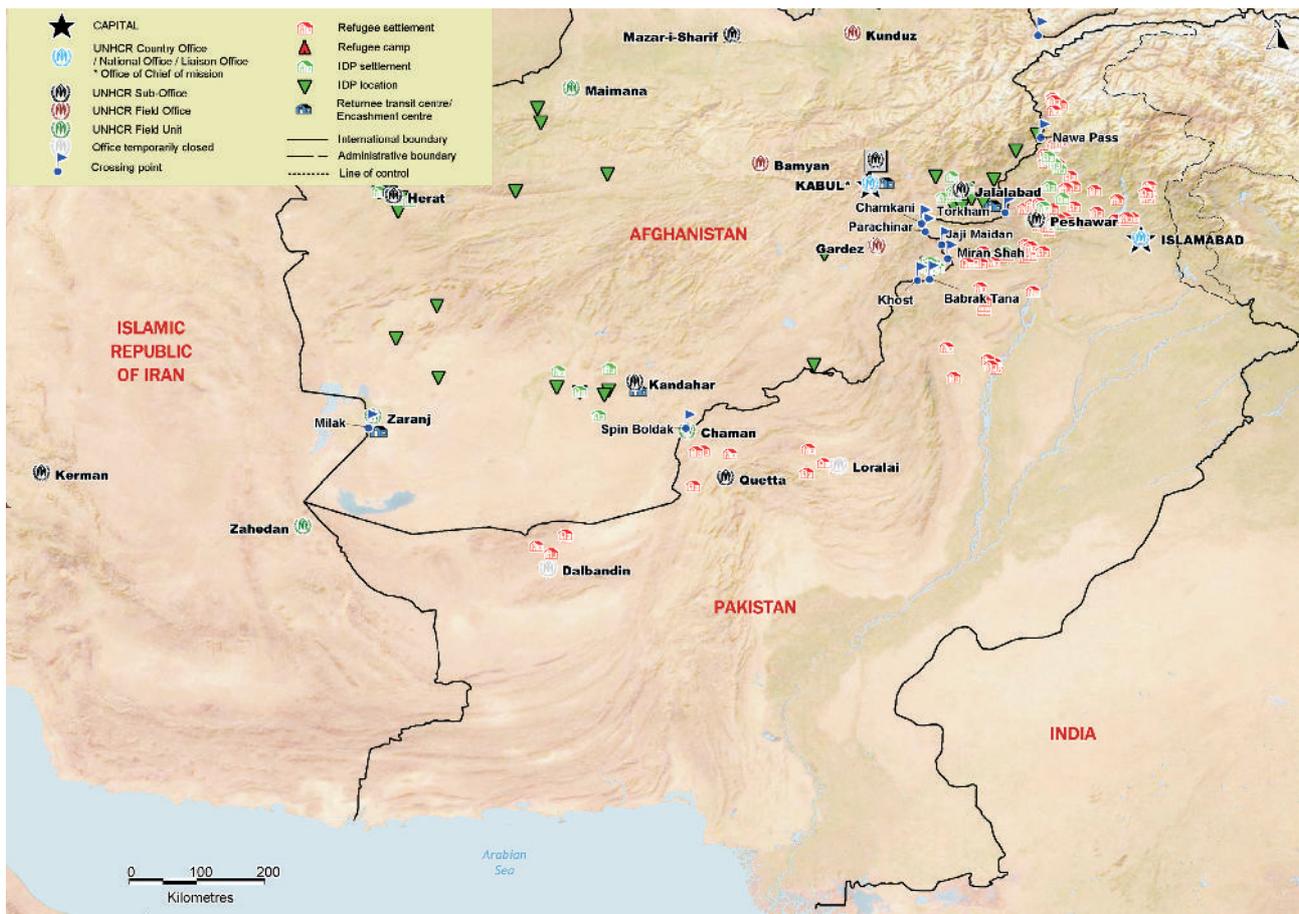


# PAKISTAN



## Operational highlights

- In response to the humanitarian emergency, UNHCR provided more than 416,000 family kits containing non-food items (NFIs) and some 88,000 tents, benefiting 3 million people. With the return to their homes of 1.1 million people who were uprooted in mid-2009, UNHCR has been engaged in activities such as the distribution of NFIs and the setting up of temporary shelter and social welfare centres in return areas. The Office also helped the Government to register and verify the population of concern and to manage camps.

- In collaboration with a number of government and NGO partners, UNHCR supported health, education and community-based services for some 700,000 Afghans living in refugee villages.
- In May 2009 the Government of Pakistan launched the Refugee-Affected and Hosting Areas (RAHA) programme, under the UN's 'Delivering as One' initiative, with the support of UNHCR and UNDP. The Office had implemented 16 projects by the end of 2009.

Persons of concern					
Type of population	Origin	Total	Of whom assisted by UNHCR	Per cent female	Per cent under 18
Refugees*	Afghanistan	758,600	758,600	47	50
	Somalia	500	500	42	34
	Various	250	250	43	37
People in a refugee-like situation*	Afghanistan	981,300	981,300	46	48
Asylum-seekers	Afghanistan	2,200	2,200	53	48
	Somalia	130	130	43	37
	Various	110	110	45	31
IDPs	Pakistan	1,894,560	1,894,560	48	-
Returned ex-IDPs including returned IDP-like	Pakistan	1,106,400	1,106,400	-	-
<b>Total</b>		<b>4,744,050</b>	<b>4,744,050</b>		

\* Total refugee figures for Pakistan include recognized Afghan refugees (2,800), registered Afghans in refugee villages who are assisted by UNHCR (758,600), and registered Afghans outside refugee villages who are living in a "refugee-like" situation (981,300). Individuals in all categories have been issued a Proof of Registration Card by the Government of Pakistan. Following the completion of the registration exercise in 2007, those living outside refugee villages are now in the "refugee-like" category. They do not receive direct UNHCR material assistance but they benefit from advocacy and upon return reintegration support.

## | Working environment |

The humanitarian and security situation in Pakistan has deteriorated dramatically since 2008, particularly in the Federally-Administered Tribal Areas (FATA) and North-West Frontier Province (NWFP). This has displaced millions of people from these areas, mainly to other parts of NWFP. The situation was compounded by a critical energy crisis, high inflation and food insecurity.

In August 2008 the Government of Pakistan began operations in the Bajaur Agency (FATA), sparking the first wave of outflows of people in the north-west. This was followed by operations in Mohmand Agency, leading to further displacement. At the end of April 2009, more than 556,000 people were affected by the humanitarian situation, with some 90 per cent living with host families or in rented accommodation.

In late April and early May new military operations began on several fronts, including in Lower Dir, Buner and in the Swat districts of NWFP, prompting a sudden and massive movement of people to safer areas of the province. The speed and scale of the movements were dramatic, with some 2.7 million people registered with the Government as having fled their homes. This was followed by new displacement of approximately 300,000 individuals from South Waziristan to DI Khan and Tank. In late 2009 over 130,000 people had fled from Orakzai to Kohat and Hangu. As of 31 December, some 1.9 million people, approximately 10 per cent of whom were in camps, had yet to return home.

## | Achievements and impact |

### • Main objectives

UNHCR's main objectives in 2009 were to provide international protection and durable solutions to refugees and asylum-seekers; identify categories and groups within the registered Afghan population and identify durable solutions suitable for each group; integrate the Government's concerns into a regional policy framework to manage Afghan displacement; and ensure the inclusion of refugee-affected and hosting areas and Afghan populations in the national development agenda and development programmes supported by other UN agencies as well as in the UN's Delivering as One initiative.

In addition, the Office planned to take coordinated action to consolidate services, with emphasis on a community-based approach to address the specific needs of vulnerable populations; and as part of the UN country team, to provide technical assistance and support to the authorities to respond to the situations of displacement.

Under the supplementary programme, UNHCR supported the Government with registration activities, provide shelter materials and NFIs to displaced populations, establish camps and assist in camp management where necessary, support host communities and protect the most vulnerable populations. A final priority was to ensure the security of all staff.



Aid workers dig latrines in a Peshawar camp, which hosts newly displaced people from the Swat Valley.

## ○ Protection and solutions

Pakistan is not party to the 1951 Refugee Convention or the 1967 Protocol. In the absence of a national refugee law and relevant government procedures, UNHCR continued to conduct refugee status determination (RSD) under its mandate. The Government generally observes the principle of *non-refoulement*.

However, the tense security situation in Pakistan in 2009 led to an increase in harassment, arrests and deportation of Afghans, including registered refugees. UNHCR engaged its government counterparts and legal partners to intervene. UNHCR also initiated a campaign aimed at sensitizing law enforcement agencies on refugee protection issues, scaled up public information activities and increased the intervention capacity of legal partners. In addition, legal aid services were increased and extended and emergency hotlines established in all UNHCR Offices.

The Government of Pakistan announced its intention to extend the Proof of Registration Cards for Afghans from December 2009 to December 2012 and to implement the Strategy for the Management of Afghans.

## ○ Activities and assistance

**Community services:** UNHCR focused on strengthening the capacity of the Commissionerate for Afghan Refugees' Community Services Unit, relevant NGO partners and refugee communities. As a result, self-help schools were established, income-generating schemes initiated and support provided to vulnerable groups from community funds. Many of the IDP families living in the camps came from rural areas. They had difficulty in adjusting to their new environment, particularly the women. Community mobilisation and awareness raising activities were initiated in many of the camps to support women and their families.

**Domestic needs and household support:** As the cluster lead for NFIs and emergency shelter, UNHCR provided approximately 416,600 NFI family kits and 88,100 tents, which benefited some 2.7 million people. Most of these items were procured locally. The NFIs were distributed through joint UNHCR and WFP humanitarian hubs, of which there were 48 at the peak of the crisis. UNHCR also initiated a weatherization programme and provided a number of items, such as blankets, quilts, fans and water coolers, to address extreme climatic conditions. Two flood-affected refugee villages were also provided with NFIs and tents.

**Education:** Basic education services were provided to some 71,000 children in refugee villages in 163 schools. Female enrolment remained low, at about 30 per cent in NWFP and 35 per cent in Balochistan. The Office observed a general increase in dropout rates, largely attributed to repatriation (including some 31 teachers) and inflation. However, in two districts where food distribution programmes were carried out, there was an increase in enrolment.

**Health:** Community-based preventative and curative health services were provided through a network of some 57 health units in the refugee villages. A safety-net mechanism remained in place to exempt vulnerable patients from fees. The provision of essential medical supplies remained a

challenge. The Office initiated a programme to reduce HIV and AIDS transmission and related high-risk behaviour by targeting refugee youths and migrant workers in selected refugee villages and urban areas. Prevention and control activities were integrated into primary health care activities at the health unit level and in community-awareness packages.

**Legal assistance:** UNHCR continued to identify cases for resettlement through RSD. A total of 514 individuals were referred to resettlement countries in 2009, while 214 individuals were accepted for resettlement. In addition, 18 urgent cases and two emergency cases were resettled. The Proof of Registration (PoR) Card Modification Project with the National Database Registration Authority (NADRA) had processed over 55,000 cases by the end of 2009 in order to update, revise or replace Afghan applicants' cards. This is a significant increase over 2008, when only 5,000 cases were processed. In addition, more than 50,000 Afghan newborns have been registered since the project started in 2008. This year, UNHCR also expanded its partnership beyond traditional government partners; the project is now reaching out to police, health, juvenile services, fire and other emergency departments.

**Operational support (to agencies):** UNHCR activities for both the refugee and IDP programmes were implemented to a large extent by NGOs, government and other international partners, including 33 international and national NGOs, seven government counterparts, UN-HABITAT, IOM and UN Volunteers.

**Sanitation:** Improvement was made to the sanitation in some of the refugee villages. UNHCR supported the construction of pit latrines and drainage systems.

**Shelter:** UNHCR, in collaboration with other partners in the cluster, initiated a temporary shelter programme in return areas with an initial target of 25,000 beneficiaries.

**Transport and logistics:** In 2009, UNHCR procured domestic items for IDPs. During the peak of the operation up to 3,000 kits were distributed daily and transported to over 40 humanitarian hubs. UNHCR and its partners also managed five warehouses for the purpose of receiving and distributing the domestic items.

**Water:** UNHCR increased its efforts to provide adequate drinking water in refugee villages by strengthening coordination among partners and improving services. In NWFP, UNHCR and its partners repaired 371 hand-pumps, improved 58 shallow wells, rehabilitated 26 tube wells and installed 90 new hand pumps. Much more needs to be done in NWFP and Balochistan to ensure a steady water supply.

## ○ Constraints

Due to the volatile security situation, UNHCR had limited or no access to many areas of the country. The lives of three UNHCR staff members were lost in separate attacks in Pakistan during the year. A senior international staff member was also abducted and later released. UNHCR had to review the operating environment and adjust its

programmes continuously in order to be able to provide humanitarian assistance to persons of concern in an increasingly risky environment.

Following the WFP bomb attack in Islamabad in October 2009, the United Nations introduced new security measures and implemented the recommendations of the Policy Committee and the inter-agency mission to Pakistan in November 2009 on the “criticality” of programmes. This included a reduction of international staff by approximately 30 per cent and the transfer of activities to local and national NGOs and local communities.

## Financial information

The Office participated in the 2008–2009 Pakistan Humanitarian Response Plan (PHRP). UNHCR’s revised requirements reflected the significant increase in the supplementary budget in 2009. Strong donor support ensured that this operation was almost fully funded. Due to the volatile and unpredictable security situation in the country, some of the planned activities could not be implemented. There was also donor interest and support towards the end of 2009 for development activities aimed at promoting coexistence among refugee and Pakistani communities through the RAHA supplementary programme under the UN Delivering as One umbrella.

## Organization and implementation

In 2008, UNHCR had a total of 238 employees, including 39 international and 199 national staff. The workforce is comprised of UNHCR regular staff, JPOs, UNVs and consultants. UNHCR also employed a number of secondees and emergency staff to assist with the IDP emergency. Operations were covered by the Country Office in Islamabad, a sub-office in Peshawar and a sub-office in Quetta. The Quetta office and the three field units under this office were closed for several months of the year for security reasons. Following a number of security incidents in the area, the Peshawar office was also temporarily closed for parts of the year.

## Working with others

In 2009, UNHCR worked with 40 partners, 10 international and 23 national NGOs and seven government departments. Under the cluster approach, UNHCR led the protection, emergency shelter/NFI and camp coordination and camp management (CCCM) clusters.

The Office also continued to participate in the UN Operational Management Team, the Security Management Team and other specific working groups.

## Overall assessment

Despite the complex humanitarian and security challenges, UNHCR helped to protect and improve the lives of millions of persons affected by the humanitarian crisis through direct interventions and through the leadership of the protection, shelter/NFI and CCCM clusters. Additional support will be required to ensure that IDP returns and early recovery efforts are sustainable in Pakistan, while continued support for the refugee programme will enhance the protection and asylum space for refugees and asylum-seekers.

Partners	
<b>Implementing partners</b>	
<b>Government:</b>	Commissionerate for Afghan Refugees (CAR), Social Welfare Department (NWFP), Provincial Relief Commissioner, National Database and Registration Authority, Provincial Disaster Management Authority/Provincial Reconstruction, Rehabilitation and Settlement Authority (PDMA/PRRSA)
<b>NGOs:</b>	<i>Agence d'Aide a la Cooperation Technique et au Développement</i> , American Refugee Committee, International Rescue Committee, Save the Children Federation (USA), Islamic Relief, Catholic Relief Services, Church World Service, DOST Welfare Foundation, Relief International, Union Aid for Afghan Refugees, Frontier Primary Health Care, Taraqee Foundation, Basic Education for Afghan Refugees, Sarhad Rural Support Programme, Centre of Excellence for Rural Development, Pakistan Community Development Programme, Society for Humanitarian and Prisoners Rights, Struggle for Change, Society for Sustainable Development, Community Motivation and Development Organization, Initiative to Base Development on Rights and Knowledge, Society for Community Support to Primary Education, Legend Society, Basic Education and Employable Skill Training, Foundation for Integrated Development Action
<b>Others:</b>	UN Habitat, UN Volunteers, IOM
<b>Operational partners</b>	
<b>Others:</b>	UNICEF, WFP, WHO, UNDP



### Budget, income and expenditure in Pakistan (USD)

	Final budget	Income from contributions	Other funds available	Total funds available	Total expenditure
<b>Annual budget</b>	<b>24,001,574</b>	<b>9,243,215</b>	<b>13,425,229</b>	<b>22,668,444</b>	<b>20,028,264</b>
IDP operations in Pakistan SB	121,737,477	115,948,965	2,962,234	118,911,199	101,412,343
RAHA SB	5,058,731	2,139,000	0	2,139,000	2,107,127
Avian and human influenza preparedness SB	44,055	0	44,055	44,055	44,055
<b>Supplementary budget subtotal</b>	<b>126,840,263</b>	<b>118,087,965</b>	<b>3,006,290</b>	<b>121,094,254</b>	<b>103,563,525</b>
<b>Total</b>	<b>150,841,837</b>	<b>127,331,179</b>	<b>16,387,464</b>	<b>143,762,698</b>	<b>123,591,790</b>

Note: Supplementary programmes do not include seven per cent support costs that are recovered from contributions to meet indirect costs for UNHCR. Income from contributions includes contributions earmarked at the country level. Other funds available include transfers from unearmarked and broadly earmarked contributions, opening balance and adjustments.

### Financial report for UNHCR's operations in Pakistan (USD)

Expenditure breakdown	Current years' project			Previous years' project
	Annual budget	Supplementary budgets	Total	Annual and supplementary budgets
Protection, monitoring and coordination	7,892,873	3,623,049	11,515,922	0
Community services	200,537	363,776	564,313	26,136
Domestic needs and household support	46,584	55,695,499	55,742,083	14,527
Education	1,116,867	84,024	1,200,891	154,832
Health and nutrition	1,496,184	0	1,496,184	280,223
Income generation	0	0	0	5,473
Legal assistance	1,243,052	1,621,670	2,864,722	100,996
Operational support (to agencies)	1,024,143	787,084	1,811,227	135,037
Sanitation	10,447	0	10,447	0
Shelter and infrastructure	0	28,719,477	28,719,477	246,414
Transport and logistics	107,681	3,436,532	3,544,213	12,718
Water	150,359	158,691	309,050	95,583
Instalments to implementing partners	2,930,127	8,611,568	11,541,694	(1,071,940)
<b>Subtotal operational activities</b>	<b>16,218,854</b>	<b>103,101,371</b>	<b>119,320,225</b>	<b>0</b>
Programme support	3,809,410	462,155	4,271,565	0
<b>Total expenditure</b>	<b>20,028,264</b>	<b>103,563,525</b>	<b>123,591,790</b>	<b>0</b>

#### Cancellation on previous years' expenditure

(38,390)

#### Instalments with implementing partners

Payments made	7,000,420	14,701,313	21,701,733
Reporting received	(4,070,293)	(6,089,745)	(10,160,039)
<b>Balance</b>	<b>2,930,127</b>	<b>8,611,568</b>	<b>11,541,694</b>

#### Previous year's report

Instalments with implementing partners:			
Outstanding 1st January			2,316,659
Reporting received			(1,071,940)
Refunded to UNHCR			(518,749)
Currency adjustment			0
<b>Outstanding 31st December</b>			<b>725,970</b>