

# Pakistan

## Operational highlights

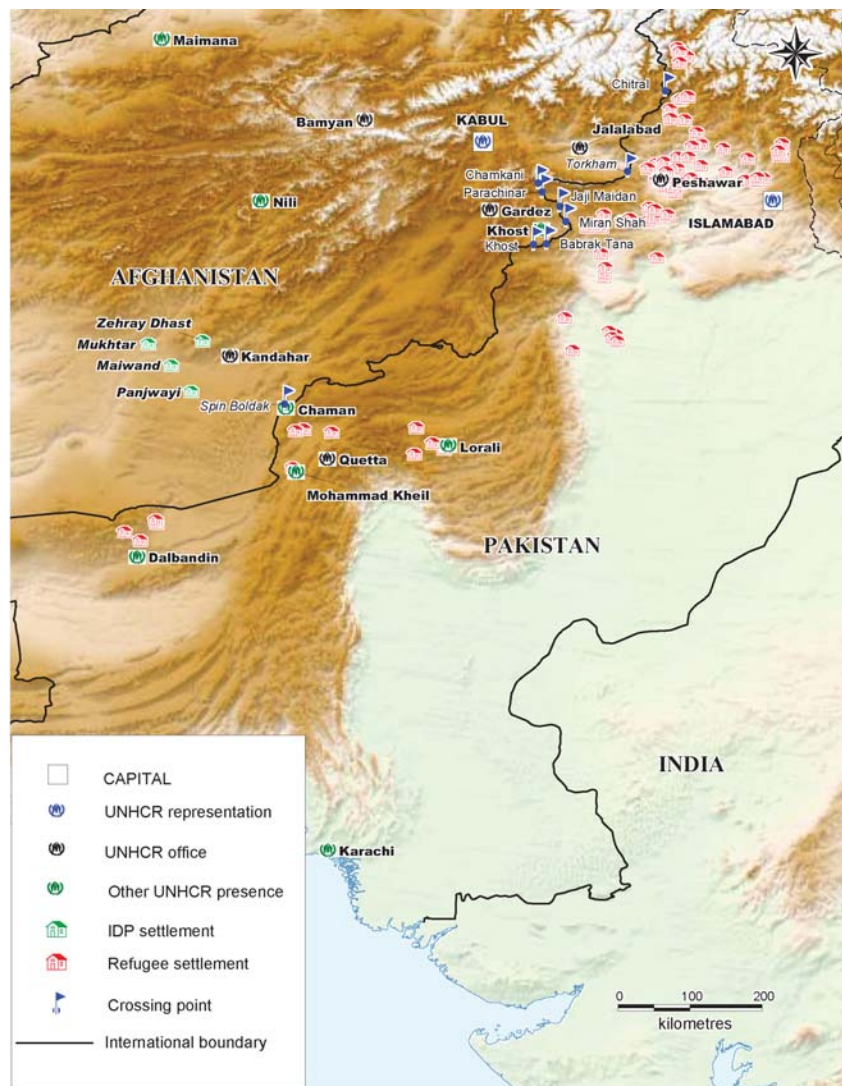
- The Government of Pakistan and UNHCR registered 2.1 million Afghans living in the country. All were issued Proof of Registration (POR) cards valid through 2009.
- UNHCR assisted 160,000 registered and 206,000 unregistered Afghans to return home.
- The Office supported the closure of Katcha Gari refugee village and partial closure of Jalojai refugee village; 63,000 of the 175,000 residents of these villages began preparations for repatriation.
- The Office assisted approximately a million people residing in 86 refugee villages by developing programmes for community management of health, education, water and sanitation facilities.
- UNHCR and its partners helped some 146,000 flood victims in Baluchistan.

## Working environment

Pakistan continued to generously host some two million Afghans. The Government's treatment of refugees largely conforms to the principles of the 1951 Refugee Convention, although it has not signed it, and its cooperation with UNHCR has been steady and constructive. However, 2007 saw a sharp increase in security problems throughout much of the country. This affected UNHCR's operations and restricted access to people of concern.

The Government focused on closing selected camps for national-security reasons, as agreed within the tripartite framework. On the other hand, UN reform, especially the "Delivering as One" initiative, provided new opportunities for co-existence programmes for the Afghan and host communities.

On the basis of data collected during the Afghan registration exercise in 2007, UNHCR piloted a population profiling project in a number of refugee villages. A sample survey, of 1,500 Afghan households, was conducted to verify the reliability and validity of the



registration data. This served as the basis for the Registration Information Project for Afghans Citizens which seeks solutions tailored to the protection needs of specific groups.

## Achievement and impact

### Main objectives

In 2007, UNHCR's main objectives for Pakistan were to facilitate the repatriation of Afghans from rural and urban areas; register the Afghan population in the country; identify and find solutions for people of concern to UNHCR among the Afghan population; and campaign for the inclusion of refugee-affected and -hosting areas and Afghan populations in the national development agenda. The agenda was supported by other UN agencies and the UN's "Delivering as One" initiative.

Mitigating the impact of camp closures and supporting viable relocation options also became priorities during the year.

## Protection and solutions

The second phase of the registration of Afghans living in Pakistan was completed in early 2007. Of some 2.1 million Afghans registered, approximately 64 per cent were living in the North-West Frontier Province (NWFP), 21 per cent in Baluchistan and the rest in other provinces. All registered Afghans were issued POR cards valid through 2009.

The assisted voluntary repatriation programme resumed in March through two Voluntary Repatriation Centres in NWFP and Baluchistan. A total of 160,000 registered Afghans returned through this programme, benefiting from an enhanced repatriation grant of USD 100 per person. The grant allocation was monitored using iris-recognition technology; the deregistration process included verification using fingerprint technology. The Government, in consultation with UNHCR, offered a six-week period for non-registered Afghans to avail themselves of UNHCR assistance and voluntarily repatriate at the beginning of the repatriation season. Some 206,000 Afghans benefited from this scheme, bringing the total number of people assisted to return to 366,000.

Pursuant to the decision of an earlier Tripartite Repatriation Commission meeting of the Governments of the Islamic Republics of Afghanistan and Pakistan and UNHCR, Katcha Gari refugee village was closed and the closure of Jalozei refugee village begun. Some 63,000 of a total of 180,000 residents were processed for repatriation. The planned closure of two refugee villages in Baluchistan hosting some 75,000 people was postponed due to security concerns.

People recognized through individual Refugee Status Determination (RSD) procedures were referred for resettlement assessment in accordance with established criteria. Of the 323 individual cases submitted for resettlement to various countries, 82 were accepted and 64 left Pakistan in 2007.

Standard operating procedures to prevent sexual and gender-based violence and improve the response to it were finalized in English and Urdu. They are currently being translated into Pashto. Forty-seven female health volunteers and gender focal points from 44 basic health units were trained in the prevention and treatment of gender-based violence, including sexual abuse and exploitation.

Some 13 cases of unaccompanied and separated children were identified during voluntary repatriation. Their families were traced with help from UNHCR prior to their return. The unaccompanied and separated children were placed in an orphanage during tracing. A panel established to undertake Best Interests Determinations for unaccompanied and separated children reviewed two cases in 2007.

## Activities and assistance

Field offices began the transition from three decades of care and maintenance to development-oriented programmes, particularly in the education and health sectors. This new scheme, the Refugee Affected and Hosting Area (RAHA) programme, was undertaken within the framework of the “Delivering as One” initiative.

**Community services:** UNHCR expanded the responsibilities of Afghan community committees in the management of the health, education, water and sanitation sectors. Thirty training sessions covering community mobilization and community development were organized for 500 Afghan community workers.

Persons of concern					
Type of population	Origin	Total	Of whom assisted by UNHCR	Per cent female	Per cent under 18
Refugees <sup>1</sup>	Afghanistan	888,400	888,400	47	55
	Various	600	600	39	61
Refugee-like situation <sup>1</sup>	Afghanistan	1,145,800	-	47	55
Asylum-seekers	Afghanistan	2,500	2,500	48	56
	Somalia	210	210	41	27
	Iraq	130	130	28	28
	Various	270	270	27	13
Returnees (refugees)	Various	10	-	-	-
<b>Total</b>		<b>2,037,920</b>	<b>892,110</b>		

<sup>1</sup> Refugee figure for Pakistan includes recognized refugees (1,700), registered Afghans in refugee villages who are assisted by UNHCR (888,400), and registered Afghans outside refugee villages who are living in a “refugee-like” situation (1,145,800). Individuals in all categories have been issued a Proof of Registration Card by the Government of Pakistan. Following the completion of the registration in 2007, those living outside refugee villages are now in the “refugee-like” category. They do not receive direct UNHCR assistance but they benefit from advocacy and voluntary repatriation upon return.



The training sessions addressed issues such as leadership skills, conflict management and resolution, record keeping, and technical competence. For example, 10 youth groups with a total of 98 members were formed to support community-run secondary education programmes. Ten women's groups with a total of 139 members were formed to support education for girls.

**Domestic needs and household support:** Some 500 non-Afghan refugees received a monthly allowance to cover their basic needs.

**Education:** UNHCR supported some 300 schools educating 92,000 Afghan pupils. Girls' attendance and drop-out rates improved slightly through the active involvement of the communities. Due to the phasing out of an education implementing partner, UNHCR handed the management of several schools to communities. UNHCR is seeking additional funding to support secondary education, which is currently organised and supported by local communities.

**Health and nutrition:** Community-based preventive and basic health care services were provided through a network of 66 health units, labour rooms and field

laboratories. All health indicators remained within acceptable standards. Of those attending out-patient clinics, 63 per cent were female and 37.5 per cent children below the age of five. Field laboratories tested for malaria, leishmaniasis, syphilis, tuberculosis and other diseases. A safety-net mechanism allowed patients with specific needs to use health facilities without having to pay. HIV and AIDS prevention and control activities were integrated into the general primary health care programme. A total of 100 religious leaders attended HIV and AIDS awareness training sessions to help them disseminate prevention information within their communities.

**Legal assistance:** Workshops on international protection were held for various groups, including police officials, to raise their awareness of refugee rights and the validity of the POR cards. UNHCR's partners subsequently reported a reduction in cases of harassment and extortion.

Advice and Legal Aid Centres (ALAC) counselled people of concern and developed links with local authorities, host communities and humanitarian assistance providers. The centres provide accurate and timely



An Afghan boy with his luggage at Baleli voluntary repatriation centre in Pakistan.

## Special programme for the flood emergency operation in Baluchistan

UNHCR provided emergency assistance to the victims of the June 2007 floods that hit southern Pakistan. The Office worked with the UN Resident Coordinator, local authorities and its partners to distribute non-food items in the flood-affected areas of Baluchistan. Some

146,000 Afghan and Pakistani flood victims benefited from the distribution of 2,800 tents, 54,000 plastic sheets, 40,000 bamboo poles, 5,900 plastic mats, 9,500 blankets, 6,000 jerry cans and other small items.

information about protection, local and national laws, changes in Government policies and UNHCR's repatriation programme, and the current security situation in Afghanistan. ALAC lawyers represented people of concern facing illegal arrest, detention and unlawful deportation. Women-only days at the ALAC centres provided services for refugee women who were unable to leave their homes at other times. Door-to-door visits in the community by female community counsellors also reached out to women. Finally, some 15,900 birth certificates were issued to babies born in refugee villages.

**Operational support (to agencies):** UNHCR helped its partners to deliver programmes to Afghans, and continued to train partners to build their capacity.

**Sanitation:** In light of 2006 data on malaria in refugee villages, a vector-control plan was prepared and implemented for 58 villages in NWFP, Punjab and Baluchistan. Two Afghan refugee villages (one in NWFP and one in Baluchistan) were selected for household insecticide residual spraying.

**Shelter and infrastructure:** The two voluntary repatriation centres in Baluchistan and NWFP were upgraded to cater for the large number of people returning to Afghanistan. UNHCR constructed additional

waiting areas and sanitation facilities, extended the water-supply network and renovated fencing and lighting.

**Transport and logistics:** Stocks of contingency items in warehouses allowed a timely response to the routine and emergency needs of Afghans of concern.

**Water:** The number of water-management committees was increased from 45 to 89, helping to safeguard the uninterrupted supply of water to refugee villages. The cost of maintaining the water-supply system is shared by communities and UNHCR. Random tests checked the quality of the water. In addition, 36 wells were deepened and 36 new hand pumps and 15 new boreholes installed. Training sessions covered repair, installation, general management, accountancy, solid waste management, pollution and health hygiene.

## Constraints

The worsening security situation in the regions bordering Afghanistan obliged UNHCR to reduce field missions in a number of locations. This affected the monitoring of protection in many refugee villages. Should the instability persist, it will hamper the expansion of initiatives such as the RAHA programme.

## Refugee-Affected and Hosting Area programme (RAHA)

The primary objective of the RAHA programme is to promote peaceful coexistence through the sustainable development of institutions, services and communal facilities in areas that host refugee populations. The initiative aims at improving services for both host communities and refugees.

In some areas, the programme upgraded water resources, educational facilities and health services. In the North-West Frontier Province (NWFP), for instance, a new 24-hour Emergency Obstetric Centre focused on maternal and child

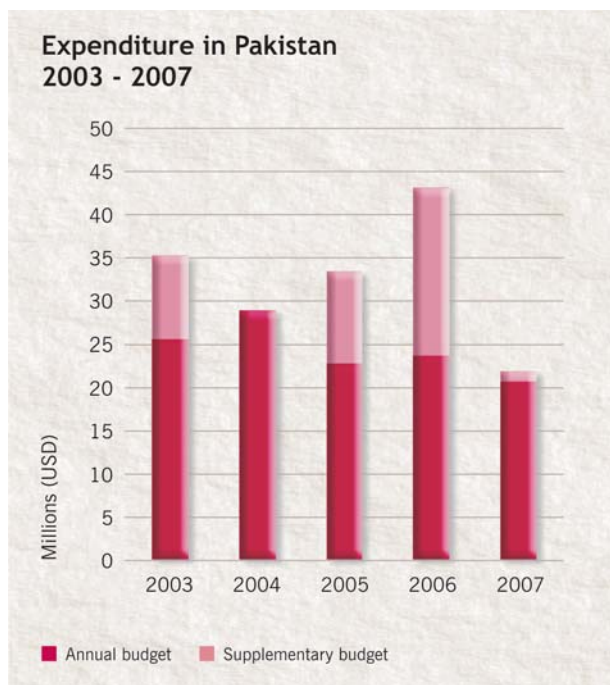
health care, using the services of trained traditional birth attendants and community health workers based in the communities.

UNDP completed an assessment of needs in the concerned areas of NWFP and Baluchistan in December 2007. The review focused on natural resources and the environment, livelihoods, communications infrastructure and gender issues. Consultations have begun with the Pakistani authorities, UN agencies and donor countries on the implementation of projects under the UN's "Delivering as One" initiative.

The security situation in Afghanistan was one of the main factor influencing decisions on return in 2007. Residents of the four villages slated for closure resisted leaving, increasing tension in and around the villages. Of the planned closures only one was completed, while another village was partially closed.

## Financial information

UNHCR's operations in Pakistan were adequately funded in 2007. Expenditure under the Annual Programme Budget remained in line with the previous two years, while additional resources were made available to the supplementary programme for the flood emergency in Baluchistan (see *Box*). The big decrease in supplementary programme expenditure is related to the phase-out of the emergency response for the earthquake in 2005.



## Organization and implementation

### Management

UNHCR's operation in Pakistan was coordinated by the Representation office in Islamabad and implemented by sub-offices in Peshawar and Quetta and a field office in Karachi. The programme operated with 27 international staff, 137 national staff, one JPO, five UNVs and two

consultants. Some 160 staff members participated in the refresher Code of Conduct sessions. With security remaining a concern in Pakistan, UNHCR employed two international field safety advisors in Quetta and Peshawar and three national field safety assistants.

## Working with others

UNHCR worked closely with the Government and 11 national and 11 international implementing partners in Pakistan. The Office participated in the UN Operation Management Team in Pakistan, and contributed to the "Delivering as One" programmes.

## Overall assessment

UNHCR met its operational objectives in 2007 despite a deterioration in the security situation, which reduced access to many areas where Afghans live, particularly in NWFP, and delayed the updating and correction of POR cards for Afghans.

Ongoing UN reforms have been slow in producing tangible results which meet UNHCR's strategic objectives in Pakistan. The full mainstreaming of care and maintenance programmes, using the Refugee Affected and Hosting Areas (RAHA) approach in cooperation with other UN agencies, will take time to develop. Consequently, UNHCR's main focus of programming and of human resources continued to be on the transition from care and maintenance to developing a stronger protection and durable solutions framework. This is being addressed through the restructuring of field units to improve outreach and protection networking.

## Partners

### Government of Pakistan

**International partners:** Sayyed Jamaluddin Afghani Welfare Organisation, Union Aid for Afghan Refugees, Afghan Medical Welfare Association, Ockenden International, Health Net International, Norwegian Refugee Council, International Rescue Committee, Church World Service, Catholic Relief Services, American Refugee Committee, Save the Children Federation

**National partners:** Pakistan Red Crescent Society, The Frontier Primary Health Care, Taraqee Foundation, Society for Human Rights and Prisoners' Aid, Society for Community Support, Struggle for Change, Basic Education for Afghan Refugees, National Database and Registration Authority, Dost Welfare Foundation



## Budget, income and expenditure (USD)

	Final budget	Income from contributions	Other funds available	Total funds available	Total expenditure
Annual budget	20,769,247	6,949,560	14,699,923	21,649,483	20,473,887
Cyclone and floods SB	2,548,598	1,604,543	499,157	2,103,700	1,468,933
<b>Total</b>	<b>23,317,845</b>	<b>8,554,103</b>	<b>15,199,079</b>	<b>23,753,183</b>	<b>21,942,820</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 (USD)

Expenditure breakdown	Current year's projects			Previous years' projects
	Annual budget	Supplementary budget	Total	Annual and supplementary budgets
Protection, monitoring and coordination	6,757,072	30,731	6,787,803	0
Community services	432,211	0	432,211	83,079
Domestic needs and household support	70,344	265,098	335,442	20
Education	1,763,193	0	1,763,193	240,373
Health and nutrition	2,445,326	0	2,445,326	376,119
Legal assistance	1,488,260	0	1,488,260	134,910
Operational support (to agencies)	3,035,584	0	3,035,584	312,984
Sanitation	14,523	0	14,523	(878)
Shelter and infrastructure	469,917	649,504	1,119,420	30,978
Transport and logistics	490,318	324,991	815,310	2,306,866
Water	239,010	0	239,010	64,824
Instalments with implementing partners	619,414	198,610	818,024	(3,549,275)
<b>Sub-total operational activities</b>	<b>17,825,173</b>	<b>1,468,933</b>	<b>19,294,107</b>	<b>0</b>
Programme support	2,648,713	0	2,648,713	0
<b>Total expenditure</b>	<b>20,473,887</b>	<b>1,468,933</b>	<b>21,942,820</b>	<b>0</b>
<b>Cancellation on previous years' expenditure</b>				<b>(67,572)</b>
<b>Instalments with implementing partners</b>				
Payments made	9,447,528	198,610	9,646,138	
Reporting received	(8,828,114)	0	(8,828,114)	
<b>Balance</b>	<b>619,414</b>	<b>198,610</b>	<b>818,024</b>	
<b>Previous years' report</b>				
<b>Instalments with implementing partners</b>				
Outstanding 1st January				5,041,297
Reporting received				(3,549,275)
Refunded to UNHCR				(805,679)
Adjustments				26,133
<b>Balance</b>				<b>712,476</b>