

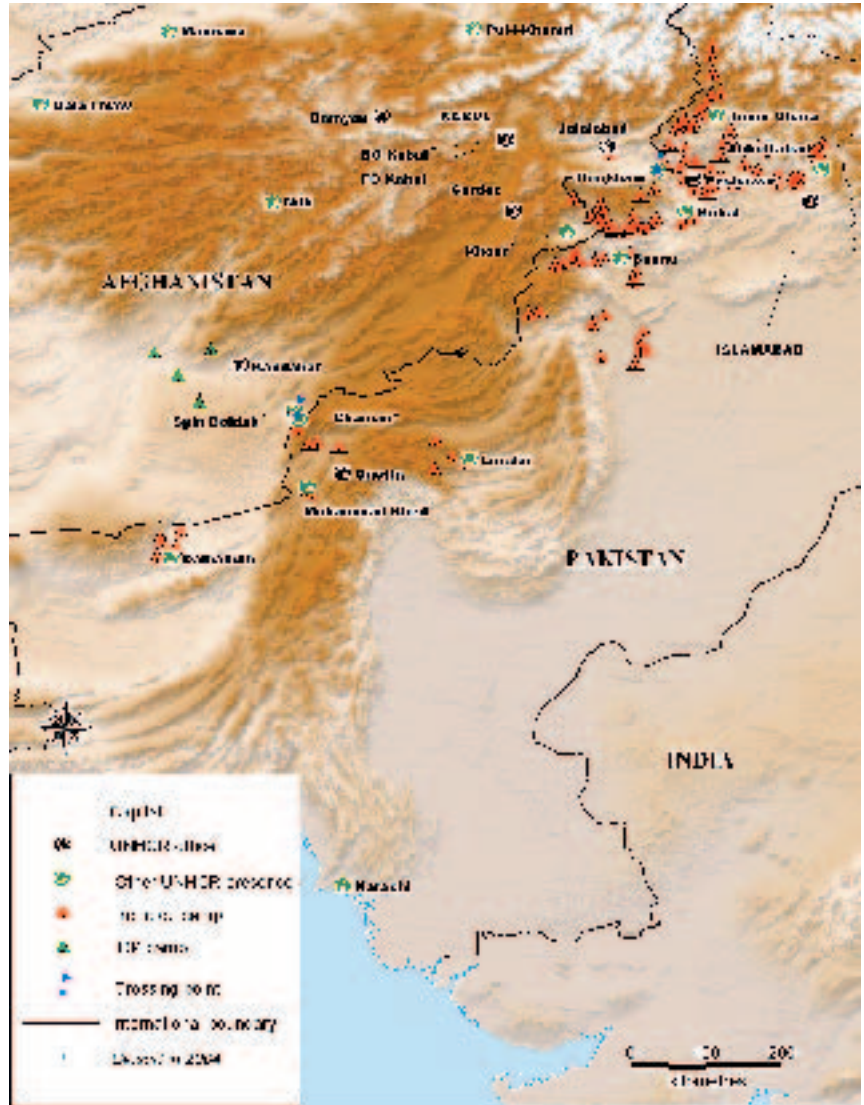
# Pakistan

## Main objectives

UNHCR planned to continue its efforts to protect and find durable solutions for all refugees and asylum-seekers, especially the voluntary repatriation and resettlement of Afghan refugees where feasible and appropriate. While continuing the delivery of basic services to camp residents in strategic partnership with the Government, UN agencies and NGOs, UNHCR sought, in 2004, to streamline the emergency camps established after 11 September 2001.

## Impact

- UNHCR facilitated the return of some 384,000 Afghans. Some 26,700 Afghans returned through the Facilitated Group Return Programme. To avoid duplication of assistance, UNHCR and its partners carried out documentation and iris recognition checks before departure from Pakistan and all material assistance was delivered to returnees at encashment centres in Afghanistan.
- The Government of Pakistan and UNHCR closed all emergency camps at the end of August 2004. This had the effect of increasing voluntary repatriation, with 44 per cent of Afghans returning from these camps. The Government of Pakistan offered the remaining population the option to relocate to other refugee settlements.
- Legal counselling was provided (mainly to the camp population) as well as assistance with administrative and legal matters affecting the decision to repatriate.
- UNHCR and its partners provided basic humanitarian assistance in emergency camps in all sectors, including food and non-food items. Refugees in the old settlements continued to receive basic support for health, education, water and sanitation. The increased empowerment of



- refugee communities to manage projects, including financial contributions, ensured the sustainable continuation of a number of services.
- The Government of Pakistan and UNHCR signed a Memorandum of Understanding in December 2004 on a planned census of Afghans who arrived in Pakistan after 1 December 1979. As the relevant Tripartite Agreement ends in March 2006, this census will help in the development of comprehensive solutions for Afghans living in Pakistan.

## Working environment

### The context

For the third consecutive year, the voluntary repatriation of Afghans from Pakistan was the largest movement of its type in the world. However, there is still a sizeable population remaining, with more than a million refugees receiving assistance in camps in North-West Frontier Province (NWFP), Balochistan and Punjab, while a large number, estimated by the Government to be 1.6 million, live in urban areas.

Operations by the Pakistani Armed Forces in South Waziristan within the Federally Administrated Tribal Areas (FATA) in June triggered the return of several thousand Afghans to eastern Afghanistan and limited UNHCR's access to the area. In its interventions with the Government of Pakistan, UNHCR reiterated that the Afghan population must have access to voluntary repatriation, safe passage and an option to relocate to existing camps in Pakistan.

Pakistan is not a party to the 1951 Refugee Convention nor to the 1967 Protocol. The entry, stay and

movement of foreigners is regulated by the Foreigner's Act of 1946, under which all foreigners without valid documentation, including refugees and asylum-seekers, are subject to arrest, detention and deportation. In practice, however, the Government of Pakistan has generally respected international standards. Furthermore, the Executive Committee of the Parliamentary Commission for Human Rights has prepared a proposal to Parliament to amend the Foreigners Act to include the refugee definition and the principle of *non-refoulement*. UNHCR carried out refugee status determination under its mandate of all persons in need of international protection and pursued durable solutions mainly through voluntary repatriation or third country resettlement.

### Constraints

Repatriation and field operations were disrupted on a number of occasions owing to security concerns including sectarian violence, threats from militant movements, and disputes with local landowners. These disruptions tended to limit access to refugees and even forced the temporary suspension of all activities in Balochistan in June 2004.

Persons of concern				
Main origin/Type of population	Total in country	Of whom UNHCR assisted	Per cent female	Per cent under 18
Afghanistan (refugees)	960,000	960,000	53	59
Afghanistan (asylum-seekers)	7,200	7,200	-	-
Nigeria (asylum-seekers)	400	400	-	-
Iraq (asylum-seekers)	200	200	-	-

Income and expenditure (USD) Annual programme budget				
Revised budget	Income from contributions <sup>1</sup>	Other funds available <sup>2</sup>	Total funds available	Total expenditure
28,880,479	5,426,925	24,497,730	29,924,655	28,794,130

<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.

## Funding

The UNHCR annual programme budget for Pakistan was reduced, to the detriment of assistance to refugees residing in camps. Although closing emergency camps produced some savings, the closure itself required significant investment in increased security measures and rehabilitation of the camp sites.

## Achievements and impact

### Protection and solutions

The Tripartite Agreement signed in March 2003 continued to provide the legal framework for the repatriation operation. Several Tripartite meetings were held in 2004, addressing issues related to both the operational and the protection aspects of repatriation. The voluntary nature of the repatriation was respected, although concerns were raised regarding the impact of military operations in refugee-hosting areas in FATA. Resettlement also remained the preferred durable solution for certain categories of Afghan refugees such as women at risk or those with security problems.

At the end of 2004, a total of 576 non-Afghan refugees, recognized by UNHCR under its mandate, were awaiting durable solutions, mainly through voluntary repatriation or resettlement.

UNHCR organized several training sessions and workshops on international protection in 2004, targeting police and prison authorities and representatives of the Parliamentarian Commission for Human Rights. Furthermore, UNHCR signed Memoranda of Understanding with various universities in Pakistan to introduce refugee law into their law curricula.

### Activities and assistance

**Community services:** UNHCR and its partners increased the involvement of refugee committees in the management of community-based assistance during the year. UNHCR continued to support women's grand councils, social welfare committees, and education and health committees through activities addressing women's welfare, health, hygiene, education, self-help schools, literacy courses, income generation and awareness raising. Male and female refugee social workers were trained on sexual

and gender-based violence, child labour, landmine awareness and women's and children's rights.

**Domestic needs/Household support:** UNHCR and its partners continued to provide stoves and coal in emergency camps until the end of August 2004. Relief items were provided to vulnerable Afghan and non-Afghan refugees on a case-by-case basis.

**Education:** UNHCR funded more than 450 primary schools catering for over 143,000 pupils (28 per cent girls) in camps in NWFP, Balochistan and Punjab. The Government of Pakistan and operational partners provided secondary education to some 10,000 refugee children. The majority of Afghan refugee schools are registered with the Afghan Consulate, allowing certification of grades obtained by refugee pupils. All repatriating students were given school certificates to enable them to enrol in the correct school year class after return to Afghanistan. The emphasis remained on enrolment and retention of girl students, as well as increasing female teachers. Girls' education was also supported through home-based schools or double-shift primary schools. Forty-two Afghan men and 10 Afghan women were sponsored at various colleges and universities, and 56 Afghan women took short courses with the help of NGO scholarship programmes and donations.

**Food:** An estimated 190,000 refugees residing in emergency camps in NWFP and Balochistan were provided with food by WFP and other partners.

**Health/Nutrition:** Basic curative and preventive health care services were provided through 115 health units in NWFP, Balochistan and Punjab. The closure of the emergency camps and rationalization of the health care structure brought the number of health units down to 98 by the end of 2004. More than one million Afghan refugees benefited from the services, including immunization, mother-and-child health programmes, reproductive health services, TB treatment, HIV/AIDS prevention and the distribution of drugs and medicines. UNHCR also provided substantial assistance to the main referral hospitals in refugee-affected areas.

**Legal assistance:** UNHCR and its partners provided free legal counselling and legal representation to refugees in camps and urban areas through legal advice centres and itinerant legal units. The legal advice centres were an important element of the mass information campaign to facilitate voluntary repatriation.



Pakistan: A UNHCR staff member talks with residents of a district in Islamabad where many Afghan refugees live.  
*UNHCR/J. Redden*

**Operational support (to agencies):** Financial support was provided to NGOs as well as governmental partners implementing UNHCR assistance projects. Rationalization measures helped to reduce operational support costs and to standardize salaries among partners.

**Shelter/Other infrastructure:** To facilitate consolidation of the emergency camps, UNHCR undertook site development for the relocated refugees.

**Sanitation:** UNHCR provided family latrines in emergency camps as well as solid waste disposal systems in some areas.

**Transport/Logistics:** Logistical support was provided to relocate refugees from emergency camps to old refugee settlements, to transport clean water to emergency camps and to support camp closure activities.

**Water:** UNHCR and its partners continued to provide the minimum daily quantity of drinking water for more than one million refugees in the camps. Efforts were made to rehabilitate water supply schemes to maximize the use of existing wells in the old settlements.

## Organization and implementation

### Management

UNHCR's operation in Pakistan was coordinated by the Branch Office in Islamabad. Suboffices in Peshawar and Quetta (four additional field units), and a field office in Karachi implemented the field operations. A total of 33 international staff, 341 national staff, nine UNVs, and three secondees worked with UNHCR in Pakistan during 2004. A large

proportion of the personnel was under temporary contracts, especially those working on repatriation.

## Working with others

UNHCR continued its close working relationship with the Government of Pakistan while enhancing partnerships with other UN agencies, national and international NGOs and donors. Memoranda of Understanding were signed with UNAIDS on HIV/AIDS awareness-raising and with UNDCP on prevention of drug abuse and health-related issues. Furthermore, UNHCR coordinated with IOM and UNAMA during the Afghan presidential elections, making available its field facilities and temporarily suspending the voluntary repatriation operation to facilitate the registration of voters and out-of-country voting inside Pakistan. Collaboration with UNDP on assistance to refugee-affected areas was under discussion.

## Overall assessment

In 2004, UNHCR successfully attained its objectives, in particular with respect to facilitating voluntary repatriation, closing emergency camps and streamlining the provision of assistance of refugees.

Negotiations with the Government of Pakistan on the census and registration have brought about a common understanding that the management of the Afghan population remaining in Pakistan will need to be based on the outcome of the census and that the solutions need to be comprehensive. A shared understanding that not all Afghans in Pakistan are of concern to UNHCR is significant in paving the way to developing mechanisms for the management of complex cross-border movements.

The international community has made it increasingly plain that humanitarian assistance to residual populations will decrease substantially. This has increased the urgent need to mainstream refugee issues into the national development agenda. To this end, development programmes targeting host communities or rehabilitating refugee-affected areas must be developed and presented to the donor community for possible funding through development assistance.

### Offices

#### Islamabad

Karachi  
Peshawar  
Quetta

### Partners

#### Government agencies

Government of Pakistan

#### NGOs

Afghan Medical Welfare Association  
American Refugee Committee  
Association of Medical Doctors of Asia  
Basic Education and Employable Skills Training  
Basic Education for Afghan Refugees  
Church World Service  
Danish Committee for Aid to Afghan Refugees  
Frontier Primary Health Care  
Health Net International  
International Rescue Committee  
Kuwait Joint Relief Committee  
Ockenden International  
Pakistan Red Crescent Society  
SAVERA Counselling Service  
Save the Children  
*Sayyed Jamal-ud-Din* Afghani Welfare Organization  
Society for Human Rights and Prisoners Aid  
Struggle for Change  
*Taraqee*  
Union Aid for Afghan Refugees  
Water Environment and Sanitation Society

#### Others

UNV

## Financial Report (USD)

Expenditure breakdown	Current year's projects	Prior years' projects
	Annual programme budget	Annual and Supplementary programme budgets
Protection, monitoring and coordination	8,320,694	0
Community services	701,681	350,610
Domestic needs / household support	208,393	11,792
Education	3,876,666	1,664,038
Food	29,262	526
Health and nutrition	3,603,537	1,952,386
Legal assistance	2,032,595	242,729
Operational support (to agencies)	1,918,470	79,394
Sanitation	262,877	164,216
Shelter and infrastructure	118,926	38,235
Transport and logistics	369,648	161,445
Water	953,105	590,385
Instalments with implementing partners	4,162,485	(5,255,757)
<b>Sub-total operational activities</b>	<b>26,558,339</b>	<b>0</b>
Programme support	2,235,791	0
<b>Total disbursements</b>	<b>28,794,130</b>	<b>0</b>
<b>Instalments with implementing partners</b>		
Payments made	15,018,746	
Reporting received	(10,856,262)	
<b>Balance</b>	<b>4,162,484</b>	
<b>Prior years' report</b>		
<b>Instalments with implementing partners</b>		
Outstanding 1 January		4,896,399
Payments made		815,672
Reporting received		(5,255,757)
Refunded to UNHCR		(442,201)
Currency adjustment		(14,113)
<b>Balance</b>		<b>0</b>
<b>Unliquidated obligations</b>		
Outstanding 1 January		3,560,122
Disbursements		(2,556,489)
Cancellations		(1,003,633)
<b>Outstanding 31 December</b>		<b>0</b>