

Pakistan

Main objectives

- Provide international protection to one million Afghan refugees and some 2,200 non-Afghan refugees/asylum-seekers.
- Facilitate the voluntary repatriation of some 400,000 Afghans and promote voluntary repatriation to selected areas of origin.
- Deliver basic services in camps while ensuring a cost-effective use of resources.
- Forge new and strengthen existing strategic partnerships with a broad range of stakeholders within the Government, civil society, refugee representatives, host communities and NGOs.
- Seek durable solutions for refugees, including voluntary repatriation where feasible and resettlement where appropriate.



Planning figures		
Population	Jan 2005	Dec 2005
Afghanistan (refugees)	1,004,879	884,634
Asylum-seekers	650	480
Other refugees	582	507
Total	1,006,111	885,621

Total requirements: USD 24,470,715

Working environment

Recent developments

More than 350,000 Afghans returned to their homeland between March and early September 2004 (it was in March 2004 that the facilitated voluntary repatriation programme resumed, having been suspended following the murder of a UNHCR staff member in November 2003). This brought the total number of returnees from Pakistan, over the past three years, to more than 2.2 million.

In April, the Governments of Afghanistan, Pakistan and UNHCR agreed that all assistance to the "new camps" (those camps established near the border

with Afghanistan after 11 September 2001) would cease on 31 August 2004. UNHCR and its partners stepped up repatriation activities from these camps in July and August, and by September all the "new camps" in the North-West Frontier Province and the Chaman area of Balochistan had been closed. Some 82,000 refugees repatriated from these camps and refugees who were either unwilling or unable to return were given the option of relocating to another camp.

In mid-2004, military interventions in the Pakistani border area of South Waziristan forced more than 20,000 Afghans to leave their temporary homes and cross back into Afghanistan, where they received assistance from UNHCR via NGO partners.

In early September, UNHCR organized a series of workshops with high-level federal and local government officials as well as other stakeholders to discuss new ways to approach the continued presence of Afghans in Pakistan. Although it is agreed that voluntary repatriation is the preferred durable solution for Afghan refugees, and further return will be encouraged in 2005, it is understood that there are likely to be a substantial number of Afghans remaining in Pakistan at the end of 2005. These initial discussions have identified a number of issues to be addressed, notably the need for a detailed profile of the Afghan population, the need to regulate labour and other forms of migration, and the status and living conditions of Afghans in Pakistan in general.

The Government and UNHCR have agreed to carry out a census and registration of the Afghan population in Pakistan in late 2004 and early 2005. This will enable both parties to develop an accurate and comprehensive database on the Afghans in the country. The Government has acknowledged that not all Afghans in Pakistan will be of concern to UNHCR.

Constraints

As 2005 is expected to be the last year of UNHCR-assisted mass repatriation, official and civil society actors are anxious to see a significant decrease in the Afghan population in Pakistan. While many Afghans are expected to return, delays in reconstruction, drought, and insecurity

in Afghanistan will make future return and reintegration problematic for a proportion of the population.

As Pakistan is not a party to the 1951 Refugee Convention or to the 1967 Protocol and regulates all stay, entry and movement of foreigners through the Foreigners' Act of 1946, all foreigners without proper documentation, including refugees, are subject to arrest, detention and deportation. UNHCR is supporting the Government in the introduction of an amendment to the Foreigners' Act, entailing the adoption of the refugee definition and the principle of *non-refoulement*. Refugee status determination is conducted by UNHCR on the understanding that persons accepted under its mandate will be provided with an appropriate durable solution.

Strategy

Protection and solutions

The year 2005 will be a year of transition during which UNHCR will reduce its emphasis on the delivery of material assistance, and focus increasingly on a protection-oriented programme. UNHCR will continue in 2005 to facilitate voluntary repatriation under the Tripartite Agreement with the Governments of Afghanistan and Pakistan. The main focus here will be on identifying groups with a high return potential and facilitating group returns.

Under the Afghanistan Comprehensive Solutions initiative (also referred to as Afghanistan Plus), UNHCR has set in motion a process of consultations with the governments concerned regarding the future management of population movements from Afghanistan after the expiry of the Tripartite Agreements (2005-2006). These consultations aim to encourage agreement on arrangements for future return and reintegration; rights of continued stay for Afghans with protection needs and other legitimate reasons to remain; and provisions for temporary labour migration.

An important first step towards the identification of appropriate solutions will be the census and registration of Afghans in Pakistan. This will afford a vital profile of the Afghans remaining in the country.



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Afghan refugees receiving counselling in preparation for their trip home. *UNHCR / J. Redden*

UNHCR will provide international protection to Afghan refugees, urban-based refugees from other countries as well as newly-arrived asylum-seekers. The existing network of Advice and Legal Aid Centres will be reinforced. The network will continue to promote refugee rights and develop local capacities to advocate on behalf of refugees and take up protection issues.

Assistance

UNHCR and implementing partners will continue to provide basic humanitarian assistance to about one million Afghan refugees residing in "old camps" (established prior to 11 September 2001). Refugees will have access to health facilities, clean drinking water and primary education (with a focus on girls' enrolment). UNHCR will at the same time scale back its assistance programme, whilst intensifying its efforts to mobilize support from a broader range of stakeholders to cover emerging gaps. It will concentrate on mobilizing the support of development agencies and ensuring that development programmes in Pakistan include refugee-

hosting areas. There will also be a greater emphasis on empowering refugee communities to attain greater self-sufficiency.

UNHCR's active involvement in national frameworks on poverty reduction, gender equity and HIV/AIDS prevention will remain a priority in 2005.

Desired impact

Refugees and asylum-seekers will receive international protection and assistance, while the voluntary return of Afghans will be facilitated. Consolidation of the assistance programme, closer monitoring of the performance of partners and increased participation by development-oriented agencies will improve the quality of services delivered to refugees, reflecting international standards. There will be a wider recognition of the varied and complex facets of the Afghan displacement situation, and acknowledgement that it can no longer be treated simply as a humanitarian problem.

Organization and implementation

Management structure

The UNHCR representative is responsible for the Pakistan country programme. UNHCR will operate from four offices: the branch office in Islamabad, sub-offices in Peshawar and Quetta and a field office in Karachi with a total of 248 staff (33 international, 204 nationals, one JPO and 10 UNV/consultants).

Coordination

UNHCR activities will continue to be carried out in collaboration with the Government, in particular the Ministry of Kashmir and Northern Areas and States and Frontier Region (SAFRON), and with the support of national and international NGOs and United Nations agencies. Voluntary repatriation activities are coordinated through the Tripartite Commission comprising representatives of Pakistan, Afghanistan and UNHCR.

Offices
Islamabad
Abbottabad
Bannu
Chaman
Dalbandin
Karachi
Kohat
Loralai
Mohd. Khoja
Peshawar
Quetta
Timer Ghara

Partners
Government agencies
Ministry of Kashmir and Northern Areas and States and Frontier Region
NGOs
Afghan Medical Welfare Association
American Refugee Committee
Association of Medical Doctors of Asia

Basic Education and Employable Skill Training
 Church World Services
 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
 Save the Children Federation
 SAVERA Counselling Services
 Sayyed Jamal-Ud-Din Afghani Welfare Organization
 Society for Human Rights and Prisoners Aid Society
 Taraqee Foundation
 Union Aid for Afghan Refugees
 World Vision

Others

Deutsche Gesellschaft für Technische Zusammenarbeit
 UNV

Budget (USD)	
Activities and services	Annual Programme
Protection, monitoring and coordination	9,055,754
Community services	454,322
Domestic needs	434,873
Education	3,452,947
Food	39,332
Health	4,501,940
Legal assistance	1,616,191
Operational support (to agencies)	1,425,989
Sanitation	138,222
Transport/logistics	284,471
Water (non-agricultural)	568,513
Total operations	21,972,554
Programme support	2,498,161
Total	24,470,715

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