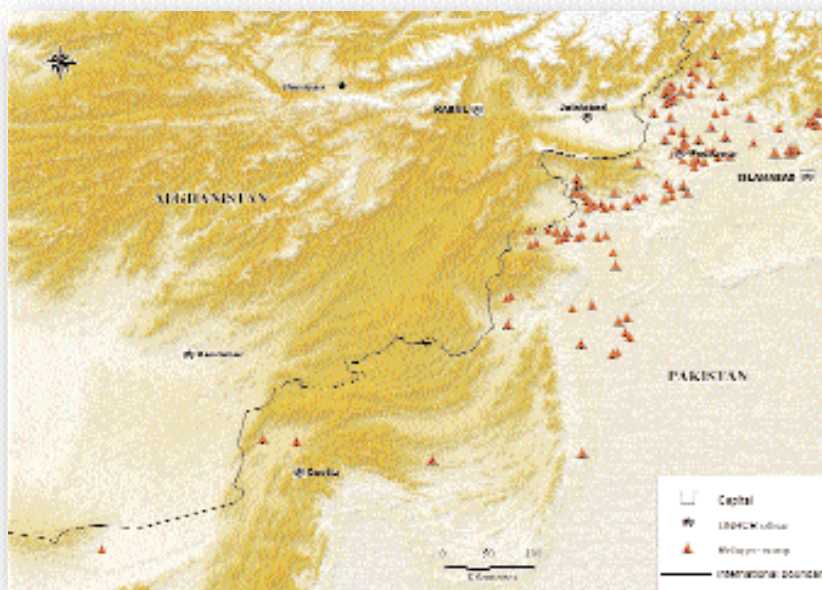


Pakistan

Main Objectives

- Provide protection and emergency assistance for newly arrived Afghan refugees in Pakistan.
- Maintain a level of preparedness to respond adequately to the needs of a potential refugee influx from Afghanistan, and ensure that basic needs of newly arrived Afghan refugees are met.
- Provide protection and community-based assistance in refugee villages with maximum refugee participation in the areas of health, education, water and sanitation; targeted assistance is offered to vulnerable cases, including disabled and women heads of households.
- Provide a rapid and adequate protection response to the needs of a limited number of refugees (women-at-risk and security cases), for whom resettlement may be the only viable option.
- Work with a network of NGOs and Governmental institutions to provide indirect support, mostly in the health and education areas, to vulnerable urban Afghan refugees pending their repatriation or resettlement.
- Support the voluntary repatriation of Afghans when conditions allow, through the provision of cash grants, food aid and shelter assistance.
- Identify suitable durable solutions for non-Afghan refugees, i.e. repatriation or resettlement, and provide protection



PLANNING FIGURES

Population	Jan. 2002	Dec. 2002
Afghan refugees ¹	1,200,000	1,500,000
Non-Afghan refugees ²	1,350	1,350
Total	1,201,350	1,501,350

¹ Estimate of number of refugees living in refugee villages and receiving assistance. In addition, the Government estimates that 2 million Afghans live in the urban areas.

² Most of these refugees are from Somalia, the Islamic Republic of Iran and Iraq.

TOTAL REQUIREMENTS • USD 24,771,574

and assistance to them during their stay in Pakistan.

WORKING ENVIRONMENT

Recent Developments

At the time of going to print, planning for possible 2002 activities in Pakistan related to the Afghan crisis has not yet been finalised, owing to the rapidly changing situation in the region following the terrorist attacks on 11 September. These

activities will be presented in an Addendum to this Appeal which will be published once the new needs assessments are completed and the Supplementary Programme approved.

The terrorist attacks on 11 September and subsequent events compelled UNHCR to undertake immediate emergency preparedness measures for a potential new refugee influx from Afghanistan. While the border has been officially closed since November 2000, refugees have been able to trickle into Pakistan through unfrequented routes. At the end of October, it was estimated that over 100,000 new Afghans had arrived. Initial surveys indicate that the majority of them have sought shelter with family and friends in old refugee villages, while others have gone to the cities. On 4 November, the President of Pakistan officially announced that the border would remain closed, although vulnerable cases, sick, wounded and disabled people as well as orphans, would be allowed to enter the country. Refugees who have slipped into Pakistan will be transferred to the new sites that UNHCR has been developing together with the Government and NGOs, near the border. UNHCR will continue to advocate for the opening of the border and for the expansion of the vulnerable category to people in need of temporary protection.

In addition to the new arrivals, the Government of Pakistan has, for the past two decades, hosted one of the largest refugee populations in the world. Over 1.2 million Afghans live in the refugee villages and, according to Government sources, over 2 million have sought refuge in the urban centres. Due to what has been perceived by the host Government as declining international support for Afghan refugees, combined with the deteriorating economic situation, the previously generous asylum regime has gradually eroded. In 1999, the Government shifted from its *prima facie* policy to consider all newly arriving Afghans who did not hold proper travel documentation as illegal migrants. Since then, numerous Afghans have been deported. It appears that political agreement to provide protection and assistance for Afghan refugees is now being linked to the degree of international support provided to the host country.

UNHCR is in the process of preparing a global strategy to address the needs of Afghan refugees in Pakistan. The strategy will address the needs of the new arrivals and the persons

staying in the old refugee villages. Targeted interventions will be carried out in urban areas where the majority of the Afghan refugees live.

Constraints

As a result of the difficult socio-economic situation aggravated by social and sectarian tensions, and serious security concerns linked to the evolution of the conflict in Afghanistan, the Government of Pakistan has dramatically altered its long-standing policy towards refugees. Presently, the Government is calling for the establishment of camps inside Afghanistan to contain population displacement, and considers the new



Afghan refugees in Jalozai camp. UNHCR/R. Colville.

arrivals following the 11 September events as “externally displaced people” and not refugees. While this allows the people concerned to remain in the country, the Government plans to expedite their return to Afghanistan as soon as the

situation permits. Deportations and harassment of the Afghans also occur. These various factors render. In short, the climate in Pakistan is no longer welcoming for Afghans and UNHCR's programmes for Afghan refugees in Pakistan increasingly complex.

STRATEGY

Protection and Solutions

Afghan refugees in Pakistan are not a homogenous group. They have fled to Pakistan in several waves. Some fled during the exodus of the 1980s, others arrived in the 1990s, and the



most recent waves have come to Pakistan in 2000 and 2001. The first refugees who arrived in Pakistan were predominantly Pashtoons of rural origin with little or no education, while those who fled after 1992 and 1996 were generally educated

people from the country's urban centres. 1998 and 1999 witnessed the arrival of Hazaras fleeing the events in Mazar-i-Sharif and Hazarajat. Many of those who arrived in 2000 were Farsi-speaking Tajiks, Uzbeks, Turkmens and Hazaras from the north-east of Afghanistan. As members of ethnic and religious minorities and opponents to the Taliban, they are more vulnerable than refugees who entered Pakistan during the previous decade. The latest arrivals are escaping the conflict and general unrest in Afghanistan resulting from the external hostilities.

There has been no regular registration since the early 1980s when refugee families were issued with passbooks (Shenakti passes). These passes were used both as a means of identification and for receiving direct assistance. Many refugees surrendered the Shenakti passes in the early 1990s to qualify for repatriation assistance. Some of them never left Pakistan, while others repatriated but later returned to Pakistan. Since then the great majority of new Afghan refugees have not been registered. In August 2001, UNHCR and Pakistan signed an agreement to carry out a joint screening exercise. A screening exercise started in early August in Jalojai camp and Naser Bagh refugee settlement, but it was suspended following the 11 September events.

Refugee women face measures that restrict mobility in an often strict conservative cultural environment. The environment poses protection problems for women, including forced or early marriages and denial of basic human rights to education and employment and limited access to health care. UNHCR will continue to address these problems using a community-based approach. A gender-equitable system of animators, trainers, volunteers and committees is in place with women recruited from the refugee community and medical/health personnel trained to recognise and counsel survivors of sexual and gender-based violence.

A number of Afghans may wish to be assisted to return home as they hope that the situation there will stabilise. Refugee requesting for repatriation assistance will be verified in terms of their destination and genuine intent to return and remain in Afghanistan. Refugees whose request is accepted will be given a voluntary repatriation form, which they will exchange inside Afghanistan against wheat provided by WFP, a cash grant and a tarpaulin. Resettlement in a third country is a durable solution for only a limited number of Afghan refugees who face specific security concerns, and women-at-risk such as single females or female heads of households.

UNHCR also provides protection to non-Afghan refugees in Pakistan. These refugees are mainly Somalis (44 per cent), Iraqis, mostly of Kurdish origin (27 per cent) and Iranians (23 per cent). About six per cent are of other nationalities. They live mostly in Islamabad and Rawalpindi. Some 45 per cent of these refugees are single female-headed households

with children. The Government considers all non-Afghan refugees as “illegal migrants” and they have no legal access to work or to public services. Pending the identification of a durable solution, UNHCR is providing them with basic subsistence allowances, educational assistance and medical care. The majority wish to be resettled. However, many of these refugees have received several rejections from resettlement countries. Voluntary repatriation may thus be the only solution for some of these refugees and therefore repatriation counselling will be intensified. If the refugees are not able or willing to repatriate, special representations will be made to the Government to request exceptional authorisation for them to work in Pakistan and thus no longer be dependent on UNHCR assistance.

Assistance

New arrivals in the new sites will receive emergency assistance, i.e. shelter, domestic items, health, sanitation, education, community services, as well as food. Sites will be further developed and improved according to needs and the size of the caseload. Refugees in Jalozai will be transferred to one of the new sites where they will receive full assistance.

Community-based assistance is provided for those who have been in the country for many years and are living in one of the 195 established refugee villages. Local integration is not an option acceptable to the Government given the socio-economic conditions in the country. Programmes in the refugee villages focus on primary health care; education for all school-aged children (the goal is to increase girls’ enrolment and achieve 90 per cent attendance at all levels); and potable water and sanitation. Special efforts will be made in 2002 to expand and improve these services to also benefit new refugees there, and to provide targeted assistance to vulnerable cases, including disabled and women headed households.

Women’s health services will be accessed through basic health units, reproductive health, mother and child health services, including screening of high-risk pregnant women. Female health personnel will be trained in drug use and harm reduction in an expanded curriculum. Capacity-building for female health committees will include training in hygiene, health management, reproductive health awareness. Provisions will also be made to provide basic agriculture and veterinary skills, which are useful both in Pakistan and in anticipation of repatriation. In Baluchistan, women will be trained in life skills and literacy for self-improvement at non-formal education centres. Increased recruitment of refugee female teachers will include special incentives for those willing to teach in remote areas. Micro-credit schemes, skills training, and income generation will address income needs for about 2,000 women.

Youth groups, child- to-child groups, and youth welfare organisations will be supported to lessen opportunities for exploita-

tion and harmful drug use. Rehabilitation of disabled children will be part of the general primary education programme to ensure their integration into the community.

School management committees and parent teacher associations have promised to participate in the management of the schools, arranging extra-curricular activities and mobilising the community to maintain school premises. A six-month vocational training programme is being run for the handicapped, who are often victims of mine accidents in Afghanistan. Training is provided in carpet-weaving, carpentry, metalwork, welding, shoemaking, and small trading. Upon completion of the course, participants receive a tool kit to allow them to set up their own business. Disabled children are being placed in regular primary schools to ensure their integration in the community, following specialised training.

Throughout the years, UNHCR has had to reduce the level of its assistance to Afghan refugees. As NGOs have independently developed refugee assistance programmes, there are increasing calls for UNHCR to enhance its co-ordinating role.

Desired Impact

UNHCR’s goal is to ensure that Afghan refugees in Pakistan have access to international protection and basic humanitarian assistance. This involves high level advocacy in favour of opening of the borders and expansion of the categories allowed entry to include people in need of temporary protection. As conditions permit, UNHCR will continue to assist those Afghans who wish to return voluntarily to those areas where return is feasible and sustainable. In caring for Afghan refugees, UNHCR seeks to promote self-reliance and increased participation in community-based activities in the refugee villages.

ORGANISATION AND IMPLEMENTATION

Management Structure

In autumn 2001, a regional co-ordinator was appointed. The regional co-ordinator is responsible, at the field level, for the co-ordination of operational matters in the region, for the duration of the emergency. Representatives in the region will report to, and co-ordinate with, the regional co-ordinator on all matters pertaining to the present crises. The UNHCR Representative for Pakistan is responsible for the Pakistan country programme.

Co-ordination

UNHCR activities are implemented in collaboration with the Government and with the support of national and interna-

tional NGOs and UN agencies. WFP's support is crucial to assist new arrivals and repatriating refugees. Close linkages exist also with other UN agencies working both in Pakistan and Afghanistan to ensure a comprehensive understanding and response to the Afghanistan situation. Information is shared on a regular basis with UNDP, UNAIDS, UNESCO, UNICEF, WHO, UNFPA, and UNDCP. Discussions are under way with the World Bank for the establishment of a joint education programme, and with UNFPA for reproductive health activities for new arrivals. UNHCR directly undertakes all repatriation and resettlement activities. Co-ordination takes place through regular meetings at the provincial and country levels. Training of partners focuses on protection and programme management.

OFFICES

Islamabad
Peshawar
Quetta

PARTNERS

NGOs
Afghan Medical Welfare Association
Afghan Construction and Logistics Unit
Church World Service
Danish Committee for Aid to Afghan Refugees
Frontier Primary Health Care
Health Net International
International Rescue Committee
Kuwait Joint Relief Committee
Mercy Corps International
Ockenden International
Pakistan Red Crescent Society
Sayyad Jamaluddin Afghani Welfare Organisation
Save the Children Fund
Savera Counselling Services
Society for Human Rights and Prisoners Aid (SHARP)
Skills for Employment and Self-Employment
Union Aid for Afghan Refugees

BUDGET (USD)

Activities and Services	Annual Programme
Protection, Monitoring and Co-ordination	2,639,243
Community Services	492,227
Domestic Needs	2,356,963
Education	4,908,589
Food	27,410
Health	5,556,755
Income Generation	58,600
Legal Assistance	1,390,151
Operational Support (to Agencies)	2,038,624
Sanitation	677,973
Shelter/Other Infrastructure	673,465
Transport/Logistics	828,206
Water	1,198,837
Total Operations	22,847,043
Programme Support	1,924,531
Total	24,771,574