

**Inter-Agency Protection Cluster Mission to Kurram Agency
22nd November to 25th November 2011**

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1. Overview

A protection-cluster mission comprising of UNOCHA, UNICEF, UNWOMEN, UNFPA and UNHCR visited Kurram Agency between 22 and 25 November 2011. The mission visited New Durrani Camp and IDP-hosting areas in Sadda. In New Durrani camp, the mission met with camp elders in addition to participating in the Camp Coordination and Camp Management (CCCM) meeting. Four Focus Group Discussions (FGDs) were held: Two with IDPs living in New Durrani Camp and two with IDPs living in host communities (in each case, one FGD was held with men and one with women). Meetings were also held with officials of FDMA, NADRA and Political Authorities in Tehsil Sadda and Parachinar of Kurram Agency.

Summary of key concerns

1. IDPs without valid CNICs are facing barriers registering with FDMA; female and child headed households are particularly affected
2. 1,600 registered IDP families are being blocked from WFP food assistance; this appears to be at least in part due to errors in NADRA's database
3. Pregnant women are not able to access reproductive health services and are giving birth in their tents/homes
4. Women are largely confined to their tents/homes; no lighting is available in the camp, making key areas unsafe or difficult to access at night
5. A high proportion of school-age children in camp and in host communities are not receiving education
6. The returns process does not include key steps required to ensure returns are safe and voluntary; IDPs reported that they are afraid of being ordered to return during winter

2. Displacement and flight

While no specific questions were asked to IDPs regarding displacement and flight from their home areas, a couple concerns were raised in the FGDs. One respondent who was paralysed said that his family had to pay Rs 20,000 to arrange his journey to New Durrani camp and the other participants in the male camp FGD agreed that 'evacuations' should have been the responsibility of the government, indicating they were not provided with assistance. Another respondent stated he was unable to bring his intellectually disabled daughter with his family, now their area of origin is closed and they do not know about her wellbeing.

Respondents also raised concerns that they had not been able to bring all their livestock with them. They were given insufficient time to catch chickens and retrieve cows that had been to put out to graze. Women in the off-camp FGD also stated that they had not brought sufficient winter clothes with them in their rush to leave.

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3. Registration

With the support of UNHCR, FDMA is carrying out non-electronic registration of IDPs in New Durrani camp and in two sites in Sadda. Officials informed the delegation that 2,800 IDP families are registered in the camp. This includes 7,784 males, 6,245 females, and 6,669 children under age 12. 11,000 families are registered in host communities.

Registration is ongoing on a daily basis for freshly displaced families in New Durrani camp and off-camp in Sadda (e.g. from Marghan and Doghar). On registration, IDP families in the camp are provided with a tent and package of NFIs by UNHCR/CERD. Registration is also continuing off-camp in Sadda. Off-camp IDPs are provided with an NFI pack by NRC.

According to the Kurram registration SOPs agreed signed by FDMA and UNHCR in July 2011, an IDP who is not in possession of a national ID card is to be registered and then facilitated access to NADRA to obtain a CNIC. However, camp and off-camp families reported barriers to registration related to lack of required documentation, including for IDPs who:

- a) Do not possess a computerized national identity card (CNIC)
- b) Possess the old non-computerized national identity cards
- c) Possess English-language CNICs (more useful for seeking jobs abroad) which do not have the family CNIC number

The following categories of people were also reported to face particular barriers:

- a) Widow/women heads of household possessing CNIC but who do not have the CNIC of their (late or absent) husbands
- b) Child headed families who do not possess the CNICs of their parents
- c) Women married to men with more than one wife when the husband lives with another wife (because they have the same CNIC family number as the husband and other wife)
- d) IDPs who possess CNIC's where the permanent address is from the notified area but the temporary address is not included in the notified areas



IDPs queue for registration, Sadda, November 2011

Respondents in the male off-camp FGD also added that IDPs from Taral area (of around 450 houses), which is also affected by the military operation, are not being registered.

One woman that participated in the camp FGD was a head of household with 7 daughters and had been living unregistered in the camp for the past month as she doesn't have a CNIC. She and her daughters were living in tents with other families. According to CERD, who are providing community services in the camp on behalf of UNHCR, there are 32 un-registered IDPs in the camp who are living in the

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tents of other families and without any assistance. The barriers to registration may have also meant that some IDPs who arrived at New Durrani camp were prohibited from staying in the camp.

Registration of women and children

On and off-camp respondents reported that all members of their families that were present at the time of registration were registered; i.e. that registration wasn't just limited to the head of household. One reason why this is important is that it provides information about the demographic characteristics of the IDP communities, which in turns enables the government, and humanitarian organisations who support them, to better ensure their safety and well-being. The finding that all children are being registered was particularly welcome as there had been some initial reports that registration of children was being limited to those identified as vulnerable. As protocol, every single child should be registered because the risks and vulnerabilities that a child may be exposed to are not constant.



Registered IDPs collect NFIs from UNHCR/CERD, New Durrani camp, November 2011

However, the fact that the official data refers only to IDPs under 12 as children is problematic. According to international standards, anyone 18 is a child. The FCR also now acknowledges anyone under 16 to be a child. Despite repeated requests to registration authorities by the child-protection sub-cluster, IDPs between the ages of 13 -18 are still not being categorised or recorded in records as children. Children of this age group are prone to a different set of risks, and by recording misleading numbers on children, the response to the needs of this particular age group may be completely ignored.

Off-camp IDPs also raised concerns that female staff are not available at registration points, that it is difficult for women to access registration points, and that this is compounded by frequent changes to locations IDPs are referred to in the registration process (in particular, the “token dispensation point”).

FDMA response to concerns regarding barriers to registration

FDMA in Sadda explained that they do not want to register any IDPs who will then be denied food assistance as this may contribute to social unrest. IDPs without valid CNICs (or who otherwise cannot be verified by NADRA) are being blocked from WFP food assistance (see below). Already, there are demonstrations by IDPs protesting food blockages. According to the official of FDMA in the camp, if WFP agrees to provide food they will take the necessary steps to register unregistered IDPs.

4. Access to food assistance

WFP is distributing food to on and off-camp IDPs. However, in addition to the barriers faced by IDPs in the registration process, FDMA and New Durrani camp management reported that 1,600 registered

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families are being excluded from receiving food assistance. This includes 600 of the 2,800 families residing in New Durrani camp and 1,000 of a total of 11,000 registered families residing in the host communities in Sadda.

WFP's computerised list requires verification by NADRA; errors and glitches within NADRA's database have appeared to result in the following IDPs being "blocked":

- a) Families that initially registered in the host communities outside Kurram and later moved to the camp/ host community inside Kurram and registered again. As a rule they should have had the choice to cancel their previous registration.
- b) Married sons and daughters who should be recognised as a separate family but who are not because, on application to NADRA, they were not provided with a new CNIC number as distinct from their fathers. NADRA has explained that this has not been happening due to a bug in their system.
- c) Families from villages in the notified areas that are not on the NADRA list or are not identified/ spelt correctly.

Off-camp IDP women also raised concern that there were no female staff members working at any of the food distribution points.

5. Access to health facilities

IDPs in New Durrani camp and host communities expressed concern regarding access to health services. In New Durrani there is only one health facility with one male staff person (no doctor) catering to the medical needs of the 2,800 families. The medicines available are basic. While camp residents can access a hospital in Sadda, the medical assistance available there is inadequate. For example, the maternity section lacks staff and there is not a single female doctor available. As a result, women are reportedly giving birth in their tents without medical assistance. In the case of complications, IDPs reported that they must be rushed to a medical facility in Khyber Pakhtunkhwa. No ambulance facility is available to IDPs of the camp.

Women in the camp reported that there is no antenatal and postnatal care available and also expressed concern for the nutritional status of their children and of pregnant women. As far as the delegation could determine, there is no available data regarding the total number of women that are pregnant in the camp or their stage of pregnancy.

6. Access to WASH facilities

Respondents in camp generally expressed satisfaction with the availability of water points. Men and women responded that they were located within close distances and could be easily reached during the day. According to FDMA, there are 222 water tanks in the camp, provided by UNICEF/SSD.

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Water draining from tent women after women bathe, New Durrani camp, November 2011

Respondents in camps expressed mixed view on the accessibility and adequacy of latrines and bathhouses. Men use the latrines and bathhouses. Women use the latrines. For bathing women do not use the bathhouses due to their proximity with the male bathhouses and instead wash in their tents. Both men and women raised concerns relating to lack of lighting in the camp meaning that women cannot access the WASH facilities after dark without accompaniment by male relatives.

Women respondents noted that the only female staff persons working with any organization in the camp are two female staff working with SSD (WASH) and reported that WASH was the only facility they had access to in the camp.

7. Access to education facilities

IDPs in and off-camp all raised concerns related to the barriers that they face being able to educate their children while in displacement. In New Durrani camp, there is only one tented school in the whole camp provided by the Agency Education Department. The total number of enrolled students is only 634 and only 250 among them come regularly attend school. According to CERD, there are 5,000 children of school-going age in the camp. The total number of teachers appointed to working in the camp is 11, but at any given time only 3-5 teachers are present.

Reasons provided by the men and women in the camp FGDs for not sending their children to school are the following;

- Unavailability of books
- Teachers usually are not present
- No separate area for boys and girls. Tarpaulin sheets required for a pardah wall
- Need for children to work and/or to take care of live stock

Off-camp IDPs reported that their children are not being provided admission into government schools because schools are already full. There is no second shift in place to accommodate IDP children.

8. Access to adequate shelter



Accessible water tanks provided by UNICEF/SSD, New Durrani camp, November 2011

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Families trying to equip their tents for winter, New Durrani camp, November 2011

Tents and NFIs are provided to registered IDP families in New Durrani camp by UNHCR/CERD. Some IDPs raised concerns related to their adequacy during winter.

Off-camp families raised concerns of the impact of living in host communities on their family lives. Several respondents stated that men and women often had to live separately to be accommodated in host communities, and that they were living as guests in cramped environments which allowed little family time. They asked to be provided with tents which would enable them to re-establish some normality in their family life.

9. Livestock

IDPs raised concerns that they had not been able to bring all their livestock with them, and that they have had to sell some of their livestock to pay for their families food/health requirements. Cattle are ill-fed and dependent on grazing by children on pastures without sufficient grass in part because of over-grazing, and stay in the open all night long in the cold. Respondents also stated that they were considering selling their livestock at deflated prices as they fear that they will not be able to keep their cattle alive. Another concern raised was that of cross-breeding of inferior and superior quality cattle.



Families living at the edge of New Durrani camp with their livestock, November 2011

The only barriers that IDPs reported to their freedom of movement related to security and to the costs of transport. All respondents reported that they were able to travel locally and to the settled areas. Camp IDPs confirmed that there were no barriers to entering and exiting the camp, and that children frequently left the camp to graze livestock.

10. Freedom of movement

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11. Safety and security

On the whole, male respondents in and off-camp reported that they felt safe since displacement, though they avoided leaving their tents/homes after sunset. In New Durrani camp, men expressed uneasiness about their close physical proximity to large numbers of strangers from other tribes and sub-tribes, but distinguished this from a feeling of insecurity. According to the men, the camp is fully secure for women and children as it is ruled by Pukhtoon Wali.

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Male respondents said that they had seen the military in the camp: “They came, they took some people for interrogation, and released all but two”.



Pardah walls in New Durrani camp, November 2011

Female respondents in New Durrani and in off-camp locations had concerns related to their safety and that of their daughters. They remain in their tents/homes to keep safe and do not go out if it can be avoided. They were reluctant to go into any detail related to the threats they perceive, but stated that families in households without men felt particularly insecure. When asked about sexual violence and other forms of violence against women, they responded that women who had experienced such incidents would be unlikely to make it known to anyone. If they needed medical support, they would try to

access such support without revealing the reasons for why it was needed.

Women in the camp were not aware of any special arrangements to protect their security, stating that the responsibility fell on family males who had no idea how to handle problems that they were faced with. When asked about the impact of displacement on family life, the female respondents in camp and off-camp stated that distress caused by difficulties meeting basic needs and the heavy reliance on others contributed to an increase in the prevalence of violence targeting women and adolescent girls within the family.

The camp has no source of electricity, from sunset to sunrise there is complete darkness - women and girls have to travel to the latrines in pitch darkness accompanied by male members of the family. Generators are urgently required to provide lighting in key areas at night.

Women respondents in New Durrani requested for a women’s desk to be established in the camp so that women could easily access information and assistance. FDMA also expressed concern that women were confined to their tents in the absence of any specialised services providing places where they could meet, share concerns and develop vocational skills.

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Child Friendly Space, New Durrani camp 2011

12. Child protection

Child Friendly Spaces (CFSs) are being established in the camp after PVDP (UNICEF's IP) received an NOC after a delay of some 2.5 months. Several hundred children – both boys and girls - are enrolled. Currently, however, these CFSs lack furniture, matts, educational material and stationery for informal learning and require fencing. The monitoring component of the CFS is also not yet in place.

Responding to questions on the prevalence of child marriages, in and off-camp IDPs suggested that marriages were more likely to be delayed. Camp families explained that it was harder for families to pay dowry or to feed participants

in the marriage ceremony, or explained that families are more concerned with basic necessities of life. Off-camp families also referred to the lack of privacy which meant that a married couple couldn't be together: "the married couples are living like single people here so what is the use of getting married anyway".

Child labour has however reportedly increased, according to all FGD respondents. Children are not able to access schools and are required to work to support their families. Children leave the camp without adult supervision to graze their cattle. A 12-year-old child has been missing for the last two months.

13. Returns

While voluntary return forms are being filled out by returning families, other safeguards required to ensure that returns are safe and voluntary have been absent: As far as the mission could determine, no mass information campaign or return intention survey has been carried out with returnees to be sure that they want to return and that they have adequate information upon which to base such a decision; no multi-agency assessment has been undertaken of the return areas for the humanitarian community to independently determine the safety and suitability of these locations for returning families; and no returns monitoring has been conducted of families that have already returned to their homes in Kurram.

While the IDPs that participated in the FGDs were not scheduled to return, male respondents in both the camp and the off-camp discussions expressed a fear that they would be forced to return in the winter to damaged homes and deep snow. When asked who makes a decision to return, respondents stated that the decision will be made by authorities. "We were ordered to leave and we will be ordered to return", stated one participant in the camp FGD with the agreement of the other men present. Respondents in each of the FGDs stated that there are no viable alternatives available to people who are told to return. They also expressed a desire for community representatives to have the opportunity to conduct scoping visits before returns started.

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Off-camp male respondents said that they would like to return first with only those who can help with the reconstruction of their homes, before being joined by the remainder of their families.

FDMA told the mission that many families will be returning in the coming week and highlighted the need for shelters and winterised kits for those families. The political authorities also provided the mission with a list of requests for assistance in return areas in Lower and Upper Kurram, including de-mining and re-drilling wells.

Political authorities response to concerns regarding returns

In response to concerns raised by the team regarding fears expressed by IDPs about returning in winter, the APA's stated that these decisions are taken by higher authorities. The delegation took this to mean the army.

14. Recommendations

- FDMA, with UNHCR support, should immediately ensure IDPs without civil documentation are able to register, and that that IDPs under 18 are registered as children
- NADRA should increase their capacity in Sadda by the end of the year, including with a mobile unit and female staff, to help facilitate the documentation of IDPs, to correct any errors and manually override problems created by a bug in their database
- WFP should, in the meantime, immediately provide food to the 1,600 families who are registered but are blocked from food assistance
- The protection cluster should by end of January 2012 consider the feasibility of establishing a grievance desk for camp and off-camp IDPs facing barriers to registration or assistance; female staff must also be available
- Kurram Agency Education Department, with the support of the education cluster, should develop a plan by end of January 2012 to respond to the barriers children face accessing education both in New Durrani and off-camp
- Kurram Agency Health Department, with the support of the health cluster, should develop a plan to improve the health response to camp and off-camp IDPs, including reproductive health services, and to ensure the availability of female health staff. At the very least, a proper functional clinic with including female staff is required in New Durrani camp as a matter of urgency; this clinic must also be able to make referrals and rely on an ambulance in emergency cases
- FDMA, with the support of the CCCM and WASH clusters, should immediately ensure that WASH and other key areas of New Durrani camp are lit at night so that women and children can access facilities safely

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- The GBV sub-cluster/Gender Task Force should by the end of January 2012 consider the feasibility of developing a space for women to meet safely, share concerns, access advice and gain vocational skills in New Durrani camp; FDMA has specifically requested this support from the humanitarian community
- The protection cluster should organise a follow-up visit to Kurram Agency, including return areas, at the first possible opportunity in order to further monitor and document the returns process
- The protection cluster should organise a follow-up trip to New Durrani and Sadda host communities in February to provide an update on this report