



BORDER CONSORTIUM APPEAL

PAKISTAN RETURNEES

UPDATE



Afghan returning migrants are waiting to be registered to receive assistance. © Osman Azizi/IOM 2023

CONTEXT

On 3 October 2023, the Government of Pakistan announced its decree “Illegal Foreigners’ Repatriation Plan’ setting a 1 November deadline for the ‘voluntary return’ of all undocumented Afghans in Pakistan to their country of origin. Following this date, there was a sharp increase in returns, with both forced (based on fear of imprisonment) and deportations. The implications of this announcement are considerable. Historically in 2023/2022 the daily influx of undocumented Afghans returning to Afghanistan via the Spin Boldak (Kandahar) and Torkham (Nangarhar) border crossing points stood at an average of less than 260 individuals per day. Since 15 September 2023, border crossings have dramatically peaked to 17,000 individuals crossing per day on 1 November. As of November 18th, 340,000 returnees have crossed back into Afghanistan in the past two months through Torkham and Spin Boldak border points.

Those returning include undocumented individuals, Afghanistan Citizen Card (ACC) holders and Assisted VolRep (Proof of Registration (PoR) card holders). The majority of those returning has cited the use of police force. Community-level harassment is also being widely reported. In addition, the number of deportations has been progressively increasing; between mid-September and mid-November, over 3,400 deportations have been recorded.

Following clarification from the Government of Pakistan that only undocumented Afghans, and not PoR card holders or ACC holders, will be affected by the decree, it is estimated that between 1.1 and 1.3 million undocumented Afghans presently residing in Pakistan are being targeted. Considering the situation of mixed-status households, an estimated 50,000 Assisted VolRep (PoR card holders) may also return due to the shifting political context in Pakistan, in addition to ACC holders. To respond to this observed increase in returns, organizations working at the aforementioned border locations have scaled-up their operational capacity, including through the adoption of a joint and harmonized approach to the provision of assistance, ensuring optimal use of resources to assist the high volume of persons in need and in line with contingency plan scenarios.

Additionally, while the primary focus remains on the situation inside Pakistan, it is critical to note that an increase in returns (and notably deportations) from Iran has been noted. While not included in this updated Appeal, the situation at the Iranian Border will likely further strain the limited resources in Afghanistan. Based on the current trend in deportations from Iran, contingency plans and funding requirements are under development to ensure that all cases of deportations and forced returns, irrespective of their point of origin, receive support and assistance to uphold their dignity and safety. Funding requirements developed at a later stage for an influx from Iran would then be either annexed to this updated Appeal or integrated into a revised Border Consortium Appeal.

RESPONSE PLAN

ESTIMATED FIGURES FOR NUMBER AND TYPES OF BENEFICIARIES

1.3 million undocumented Afghans are estimated to currently reside in Pakistan. With due consideration of historical trends, observed detention rates, and general contextual changes in both Afghanistan and Pakistan, approximately 720,000 undocumented individuals and 50,000 Assisted VolRep (PoR card holders) are expected to require assistance at border points from now through July 2024. Assistance will be provided in stages and based on vulnerabilities.

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720,000 people	%100 of undocumented individuals are requiring post-arrival humanitarian assistance. Based on the implementation of the Vulnerability Criteria and the profiles observed during the first two months of influx, over %98 of returnees met the agreed Vulnerability Criteria. For the duration of this specific influx and to reduce the processing time of returnees at Transit Centers, the Vulnerability Criteria screening was suspended, and all returnees receive post-arrival humanitarian assistance. It is planned for a review at the end of 2023 for possible redeployment of a potentially revised PSN approach.
7,200 people	%1 of undocumented individuals are expected to be unaccompanied minors or separated children (UASC).
180,000 people	%25 of undocumented individuals would be persons with specific protection concerns including GBV survivors, survivors of torture, individuals at risk of forced or early marriage, and victims of trafficking.
50,000 people	Assisted VolRep (PoR card holders) households are expected to return to Afghanistan.

ASSISTANCE AT BORDER POINTS

Reception centres at the border crossing points are providing primary assistance including refreshments, fortified biscuits, healthcare (multi-service), GBV and Protection including Psychosocial support, Psychological First Aid, WASH, legal aid and explosive ordinance risk education. All returnees including those deported and forcibly returned will be screened based on the joint protection and vulnerability criteria and thereafter referred for specific assistance according to status and needs: Assisted VolRep individuals (PoR cardholders) will be referred to the UNHCR Encashment Centers, whereas ACC and undocumented individuals will be processed and assisted in the IOM led Transit Centers, with undocumented individuals with specific protection concerns will be referred to protection actors for appropriate assistance in coordination with UNHCR.

In a coordinated effort, all organizations are delivering harmonized assistance packages to undocumented individuals and ACC holders with specific needs.

- The assistance packages are provided in the transit centers (for undocumented and ACC holders Afghans returnees) and in encashment centers (for Assisted VolRep - PoR card holders and undocumented/ACC holders with specific protection concerns referred to UNHCR) and include:

Undocumented (including undocumented with protection concerns) and ACC holders and Persons with specific needs and protection concerns	<p>Assistance package equal to 140 USD/household (or 10,000 AFN):</p> <ul style="list-style-type: none"> MPCA (standard 1-month package of 10,000 AFN). Package composed of: <ul style="list-style-type: none"> A food portion, amounting to 6,400 AFN (not segregated in encashment centers by UNHCR) Remaining sectoral components of the MPCA, amounting to 3,600 AFN <p>Transportation allowance to area of return (average of 20 USD/pers) in Afghanistan Cash for phone and SIM card and specialized protection assistance for persons with specific protection concerns Health consultation, vaccination and medication will be provided as per the need.</p>
Unaccompanied minors or Separated Children (UASC).	<p>Family reunification and interim care Assistance package equal in-kind winter clothing kit equivalent to 39 USD/child Psychosocial support, health consultation and vaccination as required.</p>
Assisted VolRep (PoR)	<p>Assistance package includes \$375 per person as Vol.Rep cash grant and \$ 700/HH for reintegration. In addition, persons with special need will receive \$550 max. subject to protection assessment findings.</p>

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SUPPORT IN AREA OF RETURN

While this response plan covers the needs and financial requirements to support the Afghans returning, including those who have been deported or forcibly returned via two border crossing points, it is critical that additional assistance is provided in areas of return. Most Afghans will have few means on arrival at their point of destination and will require basic support such as food and NFI, WASH, shelter and winterization support, , livelihoods, health assistance, GBV and protection including psychosocial support, psychological first aid as well as access to services and education. This will require a system-wide consolidated effort. In addition, given the scale of returns and the pace at which Afghans are expected to return, greater investment in host communities to ensure a holistic and whole-of-society approach is required. This investment will assist with the absorption of new arrivals as well as contribute towards the resilience, self-reliance, and empowerment of communities, hence encouraging peaceful co-existence.

To facilitate the planning and coordination of assistance in areas of return, all organizations delivering assistance at the borders will strengthen internal referrals to enhance programing capacity in areas of origin/destination and will enhance mechanisms to ensure the inclusion of vulnerable returnees into existing assessments wherever needed. In addition, information will be provided on a regular basis to inform inter-agency efforts at the regional level to ensure that the multi-sectoral needs are addressed. This information will include numbers of returnees, demographics, skills, anticipated needs, intended area of return/destination, and other pertinent information.

While the HRP 2023 includes assistance to a limited number of undocumented Afghans returning from Pakistan and Iran, the current limited funding will require additional resources be mobilized to respond to these needs given the scale of return in the fourth quarter of 2023.

The Assisted VolRep (PoR) individuals will receive support from UNHCR in areas of return.

FINANCIAL REQUIREMENTS TO SUPPORT ASSISTANCE AT BORDER POINTS

The returns are expected to continue throughout 2024, estimates indicate that %70 will occur until the end of 2023 and the remaining %30 in 2024.

Assumptions:

The rate of return of 5,000 individuals per day will continue through November and decrease to 4,000 for the first half of December and to 3,000 daily crossing for the second half of December due to logistical constraints associated with winter. The rate of return of 3000 individuals per day in January (winter constraints + Pakistani election), 2,000 individuals per day in February, and a progressive decrease of crossing with 600 individuals per day in March, 500 individuals per day in April and a stabilization from May onwards at pre- September 15th level (265 individuals per day)

It is also assumed that for Spin Boldak / Kandahar, based on projected daily crossings, returnees will be able to pass through the reception and transit centers on the day of arrival. Similarly in Torkham, returnees will be able to pass through Zero Point and the reception and transit centers within the day of returns but %20 of assisted individuals will remain in the Reception Center for approximately 10 days after receiving post arrival humanitarian assistance before they depart for Area of Origin.

KEY FIGURES

SUMMARY OF FINANCIAL REQUIREMENTS

Operations		People Needing Assistance	2023 Financial Requirement	2024 Financial Requirement	2024 - 2023 Financial Requirement	Total
Undocumented/ACC holders	Border Operations	720,000	\$ 50,301,260.22	\$24,315,916.83	\$74,617,176.05	\$88,128,474.05
	Area of Return	252,000	\$13,511,298.00	2024 HRP	\$13,511,298.00	
VolRep (PoR Card holders)	Border Operations	50,000	\$8,435,360.00	\$12,653,040.00	\$21,088,400.00	\$29,132,700.00
	Area of Return	50,000	N/A	N/A	\$8,044,300.00	
				Total	\$117,261,174.05	



Afghan returnees arriving in Torkham © Léo Torrétton/IOM 2023

2024 - 2023 RETURNEES IN NEED



RETURNEES IN NEED
720,000 UNDOCUMENTED
ACC CARD HOLDERS



NUMBER OF ORG
11



FUNDING REQUIREMENT
USD 74.6

UNDOCUMENTED RETURNEES (INCLUDING ACC CARD HOLDERS AND FORCED RETURNS)					
Sector	Undocumented Afghans %	People Needing Assistance	Total Financial Requirement	GAP	Delivering Organization
Health	%71	514,080	\$6,434,472.00	\$6,306,479.50	PUI/SCI/UNICEF/UNFPA/ IOM/WHO
Nutrition	%29	207,648	\$3,054,281.34	\$2,617,640.95	UNICEF/WFP/SCI/PUI
Protection	%25	180,000	\$7,200,000.00	\$3,704,000.00	IOM/UNHCR/DRC/ UNFPA
Information Counselling Legal Assistance (ICLA)	%15	108,000	\$1,556,000.00	\$1,375,000.00	NRC
Explosive Ordinance Risk Education	%80	576,000	\$500,000.00	\$450,000.00	DRC
UASC	%1	7,200	\$1,304,820.00	\$1,259,703.33	UNICEF/SCI
MPCA	%100	720,000	\$8,695,976.24	\$5,745,953.40	IOM/WFP/UNHCR/DRC
Food*	%84	603,000	\$10,118,469.23	\$10,118,469.23	WFP
WASH	%100	720,000	\$8,933,142.86	\$6,599,640.85	UNICEF/IRC/SCI
Infrastructure/Facilities Running cost	%100	720,000	\$4,255,439.38	\$2,936,639.38	IOM
Transportation	%100	720,000	\$22,564,575.00	\$15100,082.50	IOM/UNHCR

* %16 of the remaining individuals requiring FOOD assistance are attributed in the MPCA line and will be covered via a full MPCA package in the UNHCR encashment center by UNHCR

FUNDING REQUIREMENT PER ORGANIZATION AT BORDER CROSSING POINTS


ORGANIZATION	FUNDING REQUIREMENT IN 2023 AND 2024	FUNDING GAP IN 2023 AND 2024
IOM	\$30,503,781.28	\$15,842,473.44
WFP	\$12,863,639.97	\$12,863,639.97
UNICEF	\$10,820,409.47	\$8,771,338.80
UNHCR	\$9,049,500.00	\$9,049,500.00
WHO	\$1,126,318.80	\$1,126,318.80
UNFPA	\$928,221.98	\$928,221.98
DRC	\$2,396,000.00	\$1,650,000.00
IRC	\$1,928,571.43	\$1,928,571.43
Save the Children	\$2,785,228.81	\$2,019,040.42
PUI	\$659,504.90	\$659,504.30
NRC	\$1,556,000.00	\$1,375,000.00



2024 - 2023 RETURNEES IN NEED



RETURNEES IN NEED
50,000 POR HOLDERS



NUMBER OF ORG
1



FUNDING REQUIREMENT
USD 21M

ASSISTED VOLREP HOLDERS

Sector	Percentage of PoR Card Holders	People Needing Assistance	Total Cost	GAP	Delivering Organization
Voluntary Repatriation Cash Grant Reintegration	%100	50,000	\$19,312,500.00	\$19,312,500.00	UNHCR
Encashment Center Mgmt and Improvements	%100		\$803,400.00	\$803,400.00	
Operational Management and Coordination Costs	%100		\$972,500.00	\$972,500.00	

FUNDING REQUIREMENT PER ORGANIZATION		FUNDING REQUIREMENT IN 2023 AND 2024
UNHCR	\$21,088,400.00	\$21,088,400.00

AREA OF RETURN

Food Assistance and Winterization costs only refer to 2023, all those linked to 2024 will be incorporated in the 2024 HRP



RETURNEES IN NEED
504,000 UNDOCUMENTED
ACC CARD HOLDERS



ORGANIZATIONS
WFP, ES/NFI CUSTERS




FUNDING REQUIREMENT
USD 12.3M

UNDOCUMENTED RETURNEES (INCLUDING ACC CARD HOLDERS AND FORCED RETURNS)					
Sector at Location of Return	Undocumented Returnees %	People Needing Assistance	Total Financial Requirement	GAP	Delivering Organization
Winterization	%50	252,000	\$11,916,000.00	\$10,724,400.00	ES/NFI Cluster Members
Food Assistance*	%30	155,000	\$1,595,298.00	\$1,595,298.00	WFP

* November caseload to be served in December in Areas of return, does not include December caseload that will be incorporated in 2024 HRP requirements.



RETURNEES IN NEED
50,000 POR HOLDERS



NUMBER OF ORG
1



FUNDING REQUIREMENT
USD 8M

ASSISTED VOLREP HOLDERS					
Sector	% of PoR Card Holders	People Needing Assistance	Total Cost	GAP	Delivering Organization
Activity at location of return	%100	50,000	\$8,044,300.00	\$8,044,300.00	UNHCR
CARE (Cash for Reintegration)	%100	50,000	\$5,150,000.00	\$5,150,000.00	
Psychosocial Support	%4	2,000	\$61,800.00	\$61,800.00	
Assistance Package to people with specific needs	%10	5,000	\$2,832,500.00	\$2,832,500.00	

2023 RETURNEES IN NEED



RETURNEES IN NEED
504,000 UNDOCUMENTED
ACC CARD HOLDERS



NUMBER OF ORG
11



FUNDING REQUIREMENT
USD 50.3 M

UNDOCUMENTED RETURNEES (INCLUDING ACC CARD HOLDERS AND FORCED RETURNS)

Sector	Undocumented Afghans %	People Needing Assistance	People Assisted	People still requiring assistance	Total Financial Requirement	GAP	Delivering Organization
WASH	%100	504,000	6,253,200	4,619,749	6,253,200.00	4,008,258.00	
		302,400	6,253,200	162,819	\$3,823,200.00	\$2,064,528.00	UNICEF
		100,800	3,475	97,325	\$1,350,000.00	\$1,350,000.00	IRC
		100,800	19,040	81,760	\$1,080,000.00	\$593,730.00	SCI
Nutrition	%30	145,354	35,984	109,370	\$2,137,996.94	\$1,812,128.45	
		78,624	11,257	67,367	\$597,542.40	\$352,260.40	UNICEF
		49,742	19,428	30,314	\$776,592.14	\$776,592.14	WFP
		13,759	0	13,759	\$247,363.20	\$247,363.20	PUI
		45,763	5,299	40,464	\$516,499.20	\$435,912.71	SCI

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HEALTH	%71	359,856			\$4,504,130.40	\$4,414,535.65	
		12,096			\$214,289.81	\$214,289.81	PUI
		29,061			\$384,330.84	\$294,736.09	IOM
		15,443			\$319,770.96	\$319,770.96	SCI
		258,612			\$2,273,560.23	\$2,273,560.23	UNICEF
		176,964			\$788,423.16	\$788,423.16	WHO
		29,212			\$523,755.39	\$523,755.39	UNFPA

Operation of Facilities (RC/TC/Zero Point)	%84	422,100	339,358	82,742	\$1,189,831.25	\$121,031.25	IOM
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MPCA	%100	504,000	395,444	73,456	\$6,478,596.67	\$3,738,573.82	
		260,900	215,124	45,776	\$2,707,703.27	\$55,680.43	IOM
		175,000	175,000	0	\$1,635,753.40	\$1,635,753.40	WFP
		81,900	7,567	74,333	\$1,687,140.00	\$1,687,140.00	UNHCR
		33,000	5,320	27,680	\$450,000.00	\$360,000.00	DRC

Food	%84	422,100	266,000	156,100	\$7,082,928.46	\$7,082,928.46	WFP
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BORDER CONSORTIUM APPEAL

Explosive Ordinance Risk Education	%80	403,200	32,000	371,200	\$350,000.00	\$300,000.00	DRC
Unnacompanied and separated children	%1	5,040	445	4,595	\$913,374.00	\$898,357.33	
		5,040	445	4,595	\$879,984.00	\$864,967.33	UNICEF
		600	0	600	\$33,390.00	\$33,390.00	SCI
Transport	%100	504,000	349,121	154,079	\$15,795,203.50	\$8,330,710.00	
		422,100	339,358	82,742	\$13,264,493.50	\$5,800,000.00	IOM
		81,900	10,563	71,337	\$2,530,710.00	\$2,530,710.00	UNHCR
Protection	%25	126,000	14,875	83,405	\$5,040,000.00	\$4,012,800.00	
		60,480	14,512	45,968	\$2,116,800.00	\$2,116,800.00	UNHCR
		12,600	0	12,600	\$126,000.00	\$126,000.00	UNFPA
		27,720	NA	NA	\$277,200.00	\$0.00	DRC
		25,200	363	24,837	\$2,520,000.00	\$1,770,000.00	IOM
Information Counselling Legal Assistance (ICLA)	%15	75,600	69,424	6,176	\$556,000.00	\$375,000.00	NRC

2024 RETURNEES IN NEED



RETURNEES IN NEED
216,000 UNDOCUMENTED
ACC CARD HOLDERS



NUMBER OF ORG
11



FUNDING REQUIREMENT
USD 24.3M

UNDOCUMENTED RETURNEES (INCLUDING ACC CARD HOLDERS AND FORCED RETURNS)

Sector	Undocumented Afghans %	People Needing Assistance	Total Financial Requirement	GAP	Delivering Organization
WASH	%100	216,000	\$2,679,942.86	\$2,591,382.85	
		129,600	\$1,638,514.29	\$1,638,514.29	UNICEF
		43,200	\$578,571.43	\$578,571.43	IRC
		43,200	\$462,857.14	\$379,297.14	SCI
Nutrition	%30	62,294	\$916,284.40	\$805,512.50	
		33,696	\$256,089.60	\$256,089.60	UNICEF
		21,318	\$332,825.20	\$332,825.20	WFP
		5,897	\$106,012.80	\$106,012.80	PUI
		19,613	\$221,356.80	\$110,584.90	SCI

BORDER CONSORTIUM APPEAL

HEALTH	%71	154,224	\$1,799,301.60	\$1,417,033.51	
		5,184	\$91,838.49	\$91,838.49	PUI
		12,455	\$164,713.22	\$126,315.47	IOM
		6,618	\$137,044.70	\$137,044.70	SCI
		110,834	\$974,382.96	\$974,382.96	UNICEF
		75,842	\$337,895.64	\$337,895.64	WHO
		12,519	\$224,466.60	\$224,466.60	UNFPA
Operation of Facilities (RC/TC/Zero Point)	%84	180,900	\$3,065,608.13	\$2,815,608.13	IOM
MPCA	%100	216,000	\$2,217,379.57	\$2,007,379.57	
		57,100	\$444,319.57	\$444,319.57	IOM
		0	\$0.00	\$0.00	WFP
		35,100	\$723,060.00	\$723,060.00	UNHCR
		77,000	\$1,050,000	\$840,000.00	DRC
Food	%84	180,900	\$3,035,540.77	\$3,035,540.77	WFP

BORDER CONSORTIUM APPEAL

Explosive Ordinance Risk Education	%80	172,800	\$150,000.00	\$150,000.00	DRC
Unnacompanied and separated children	%1	2,160	\$391,446.00	\$361,346.00	
		2,160	\$377,136.00	\$347,036.00	UNICEF
		1,560	\$14,310.00	\$14,310.00	SCI
Transport	%100	216,000	\$6,769,372.50	\$6,769,372.50	
		180,900	\$5,684,782.50	\$5,684,782.50	IOM
		35,100	\$1,084,590.00	\$1,084,590.00	UNHCR
Protection	%25	54,000	\$2,160,000.00	\$2,041,200.00	
		25,920	\$907,200.00	\$907,200.00	UNHCR
		5,400	\$54,000.00	\$54,000.00	UNFPA
		11,880	\$118,800.00	\$0.00	DRC
		10,800	\$1,080,000.00	\$1,080,000.00	IOM
Information Counselling Legal Assistance (ICLA)	%15	32,400	\$1,000,000.00	\$1,000,000.00	NRC