

BORDER CONSORTIUM APPEAL



Returnees crossing the Torkham border © Léo Torréton/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, deportations are expected to commence. 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. A significant increase has been observed since 15 September 2023, with current returns increasing to 4,500 individuals per day. Those returning include undocumented individuals, Afghanistan Citizen Card (ACC) holders and Assisted VolRep (Proof of Registration (PoR) card holders). While the majority of these returns are predominantly voluntary¹, instances of deportations² have been observed since mid-September.

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 will be targeted. Considering the situation of mixed-status households, an estimated 50,000 Assisted VolRep (PoR) may also return due to the shifting political context in Pakistan, in addition to an undetermined number of ACC holders. To respond to this observed increase in returns, organizations working at the aforementioned border locations have scaled-up their operational capacity. They have adopted 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 in Pakistan, it is critical to note that any increase in returns from Iran will further strain resources in Afghanistan. A surge in deportations from Iran would trigger a reassessment of funding requirements to ensure that all cases of deportation and forced return, irrespective of their point of origin, receive support and assistance.

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 for 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 holder) are expected to require assistance at border points from now through July 2024. Assistance will be provided in stages and based on vulnerabilities.

468,000 people	%65 of undocumented individuals (based on the latest joint Vulnerability Criteria and the profiles observed) are expected to require post-arrival humanitarian assistance.
14,400 people	%2 of undocumented individuals are expected to be unaccompanied minors or separated children (UASC).
72,000 people	%10 of undocumented individuals would be persons with specific protection concerns including persons facing GBV, persons with specific needs, survivors of torture, individuals at risk of forced or early marriage, and victims of trafficking.
50,000 people	Assisted VolRep (PoR) households are expected to return to Afghanistan.

ASSISTANCE AT BORDER POINTS

At the borders in the reception centers, in addition to receiving primary assistance including refreshments, fortified biscuits, health (multi-service), 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 referred for specific assistance according to status and needs: Assisted VolRep individuals (PoR cardholders) will be referred to UNHCR Encashment Centers, whereas ACC and undocumented individuals identified as Persons with Specific Need (PSN) will be processed and assisted in the IOM led Transit Centers, where they will receive additional assistance outlined below. Individuals with specific protection concerns will be referred for appropriate assistance in coordination with UNHCR.

In a coordinated effort, all organizations listed above are delivering harmonized assistance packages tailored to the specific needs of the most vulnerable undocumented individuals. The assistance packages will be provided in the transit centers (for undocumented and ACC holders Afghans returnees) and in encashment centers (for Assisted VolRep (PoR card holders) and include:

Undocumented and ACC holders with identified vulnerabilities and Persons with specific needs and protection concerns	Assistance package equal to 140 USD/household: - Food assistance (%100 in-kind food ration in a single distribution, including nutritious food for children under 5 and for Pregnant and Breastfeeding Women [PBW]) - MPCA (standard 1-month package with the subtraction of food allocation amounting to 6,400 AFN) Transportation allowance to area of return (average of 30 USD/pers) in Afghanistan Referral mechanism for winterization program at place of return Cash for phone and SIM card for persons with specific protection concerns
Unaccompanied minors or Separated Children (UASC)	Assistance package equal in-kind winter clothing kit to 39 USD/child Family reunification
Assisted VolRep (PoR)	Assistance package includes \$375 per person as VolRep cash grant and \$ 700/HH for reintegration. In addition, persons with special need will receive \$500 max. subject to protection assessment findings.

In recognition that the same household may have members with different status, in case a household includes one or more Assisted VolRep (PoR card holder), the entire household will receive the Assisted VolRep package.

SUPPORT IN AREA OF RETURN

While this response plan covers the needs and financial requirements to support the returnees, including those who have been deported or forcibly returned to border crossing points in Afghanistan, it is critical that additional assistance is provided in areas of return. Most undocumented Afghans will have few means on arrival at their point of destination and will require basic support such as food, education, health assistance as well as access to services and livelihoods. This will require a system-wide consolidated effort. In addition, given the scale of returns and the speed at which Afghans are expected to return, , further attention and assistance needs to be dedicated to host communities whose resources may already be limited and will be put under further strain with the new arrivals.

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 programming capacity in those areas and will enhance mechanisms for inclusion of the vulnerable returnees into existing assessments wherever needed. Assistance in locations of origin will depend on further financial requirements. 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, 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) 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 30% will occur until the end of 2023 and the remaining 70% in 2024.

Assumptions:

The rate of return of 5,000 individuals per day will continue through November and decrease to 1,000 in December due to logistical constraints associated with winter.

The rate of return of 2,500 individuals per day in January (winter constraints + Pakistani election), 1,000 individuals per day in February, and 5,000 individuals per day will resume from March through April, followed by stabilization in May through July at a rate of 1,500 individuals per day prior to returning to original levels.

Notes:

(Organization) = Partner already has activities at the border and has the capacity within country to include additional activities with additional funding

[Organization] = Organization already works in the province and has the capacity to increase capacity to include this activity



Returnees from Pakistan walk across the Spin Boldak border to return to Afghanistan. © Léo Torrétion/IOM 2023

KEY FIGURES

2024 - 2023 RETURNEES IN NEED



RETURNEES IN NEED
50,000 POR HOLDERS



NUMBER OF ORG
1



FUNDING REQUIREMENT
USD 19.6M

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	\$18,750,000.00	\$18,750,000.00	UNHCR
Psychosocial Support	%4	2,000	\$60,000.00	\$60,000.00	UNHCR

FUNDING REQUIREMENT PER ORGANIZATION		FUNDING REQUIREMENT IN 2023 AND 2024
UNHCR	\$19,560,000.00	\$19,560,000.00

2024 - 2023 RETURNEES IN NEED



RETURNEES IN NEED
720,000 UNDOCUMENTED
 ACC CARD HOLDERS



NUMBER OF ORG
7



FUNDING REQUIREMENT
USD 75.7M

UNDOCUMENTED RETURNEES (INCLUDING ACC CARD HOLDERS AND FORCED RETURNS)					
Sector	Undocumented Afghans %	People Needing Assistance	Total Financial Requirement	GAP	Delivering Organization
Health	%20	144,000	\$6,180,000.00	\$5,600,000.00	UNFPA/IOM/WHO [IRC]
Nutrition	%38	273,200	\$2,806,904.00	\$2,806,904.00	[UNICEF, PUI]
Protection	%10	72,000	\$18,598,500.00	\$17,668,575.00	IOM/UNHCR (DRC/ UNFPA)
Information Counselling Legal Assistance (ICLA)	%10	72,000	\$1,556,000.00	\$1,375,000.00	NRC
Explosive Ordinance Risk Education	%100	720,000	\$342,900.00	\$242,776.00	DRC
UASC	%2	14,400	\$7,578,000.00	\$7,532,883.33	UNICEF
MPCA	%65	468,000	\$5,408,759.46	\$4,558,759.46	IOM (UNHCR/DRC)
Food	%65	468,000	\$8,374,996.00	\$8,374,996.00	WFP
WASH	%100	720,000	\$4,793,690.00	\$4,793,690.00	UNICEF
Infrastructure/Facilities Running cost	%100	720,000	\$3,685,188.33	\$2,335,188.33	IOM/WFP
Transportation	%75	540,000	\$21,271,875.00	\$20,421,875.00	IOM/UNHCR

2023 RETURNEES IN NEED



RETURNEES IN NEED
216,000 UNDOCUMENTED
ACC CARD HOLDERS



NUMBER OF ORG
7



FUNDING REQUIREMENT
USD 22.5M

UNDOCUMENTED RETURNEES (INCLUDING ACC CARD HOLDERS AND FORCED RETURNS)					
Sector	Undocumented Afghans %	People Needing Assistance	Total Financial Requirement	GAP	Delivering Organization
Health	%20	43,200	\$1,854,000.00	\$1,590,000.00	UNFPA/IOM
Nutrition	%20	43,200	\$330,224.00	\$330,224.00	UNICEF
Protection	%10	21,600	\$5,579,550.00	\$4,649,625.00	IOM/UNHCR (DRC/ UNFPA)
Information Counselling Legal Assistance (ICLA)	%10	21,600	\$556,000.00	\$375,000.00	NRC
Explosive Ordinance Risk Education	%100	216,000	\$150,000.00	\$110,000.00	DRC
UASC	%2	4,320	\$3,243,600.00	\$3,228,583.33	UNICEF
MPCA	%65	140,400	\$1,378,974.05	\$528,974.05	IOM (UNHCR/DRC)
Food	%65	140,400	\$2,228,078.00	\$2,228,078.00	WFP
WASH	%100	216,000	\$3,438,490.00	\$3,438,490.00	UNICEF
Infrastructure/Facilities Running cost	%100	216,000	\$832,798.00	\$532,798.00	IOM
Transportation	%75	162,000	\$6,376,895.83	\$5,526,895.83	IOM/UNHCR

2024 RETURNEES IN NEED



RETURNEES IN NEED
504,000 UNDOCUMENTED
ACC CARD HOLDERS



NUMBER OF ORG
7



FUNDING REQUIREMENT
USD 52.3M

UNDOCUMENTED RETURNEES (INCLUDING ACC CARD HOLDERS AND FORCED RETURNS)					
Sector	Undocumented Afghans %	People Needing Assistance	Total Financial Requirement	GAP	Delivering Organization
Health	%20	100,800	\$4,326,000.00	\$4,010,000.00	UNFPA/IOM (WHO)
Nutrition	%46	230,000	\$1,651,120.00	\$1,651,120.00	UNICEF
Protection	%10	50,400	\$13,018,950.00	\$13,018,950.00	IOM/UNHCR (DRC/ UNFPA)
Information Counselling Legal Assistance (ICLA)	%10	50,400	\$1,000,000.00	\$1,000,000.00	NRC
Explosive Ordinance Risk Education	%100	504,000	\$192,900.00	\$132,776.00	DRC
UASC	%2	10,080	\$4,334,400.00	\$4,304,300.00	UNICEF
MPCA	%65	327,600	\$4,029,785.42	\$4,029,785.42	IOM (UNHCR/DRC)
Food	%65	327,600	\$6,146,918.00	\$6,146,918.00	WFP
WASH	%100	504,000	\$1,355,200.00	\$1,355,200.00	UNICEF
Infrastructure/Facilities Running cost	%100	504,000	\$2,852,390.33	\$1,802,390.33	IOM/WFP
Transportation	%75	378,000	\$14,894,979.17	\$14,894,979.17	IOM/UNHCR

FUNDING REQUIREMENT PER ORGANIZATION

ORGANIZATION	FUNDING REQUIREMENT IN 2023 AND 2024	FUNDING REQUIREMENT IN 2023	FUNDING REQUIREMENT IN 2024
IOM	\$30,167,708.74	\$9,050,312.62	\$21,117,396.12
UNHCR	\$11,575,385.71	\$3,472,615.71	\$8,102,770.00
DRC	\$5,144,118.84	\$1,543,615.71	\$3,600,889.19
NRC	\$1,375,000.00	\$375,000.00	\$1,000,000.00
UNICEF	\$12,326,573.33	\$3,697,972.00	\$8,628,601.33
WFP	\$8,479,443.00	\$2,228,078.00	\$6,251,365.00
UNFPA	\$5,816,857.00	\$1,745,057.25	\$4,071,800.25

AREA OF RETURN



RETURNEES IN NEED
216,000 UNDOCUMENTED
ACC CARD HOLDERS



NUMBER OF ORG
7



FUNDING REQUIREMENT
USD 7.5M

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	%65	140,400	\$6,759,257.14	\$6,759,257.14	ES/NFI Cluster Members
Food Assistance	%65	140,400	\$757,130.00	\$757,130.00	WFP



RETURNEES IN NEED
50,000 POR HOLDERS



NUMBER OF ORG
1



FUNDING REQUIREMENT
USD 7.8M

ASSISTED VOLREP HOLDERS

Sector	% of PoR Card Holders	People Needing Assistance	Total Cost	GAP	Delivering Organization
CARE (Cash for Reintegration)	%100	50,000	\$5,000,000.00	\$5,000,000.00	UNHCR
Assistance Package to people with specific needs	%10	5,000	\$2,750,000.00	\$2,750,000.00	UNHCR