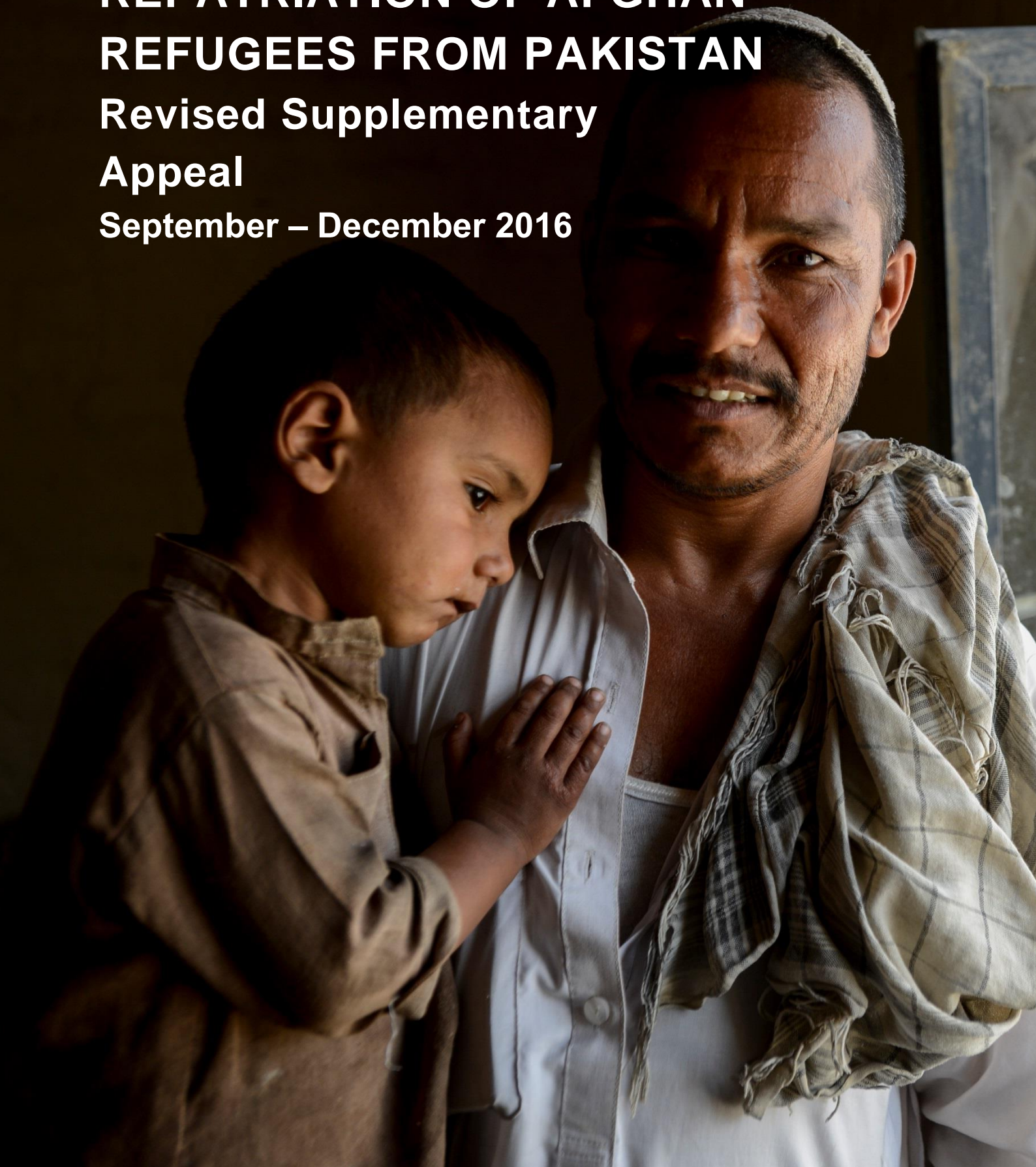


**REPATRIATION OF AFGHAN
REFUGEES FROM PAKISTAN**
Revised Supplementary
Appeal
September – December 2016



28 October 2016



UNHCR
The UN Refugee Agency

Cover photograph:

Minadar, 30, has eight children and they have all returned to Afghanistan from Pakistan. He is pictured here with his three-year-old son, Adnan. Minadar had been a refugee in Pakistan since he was one year old.

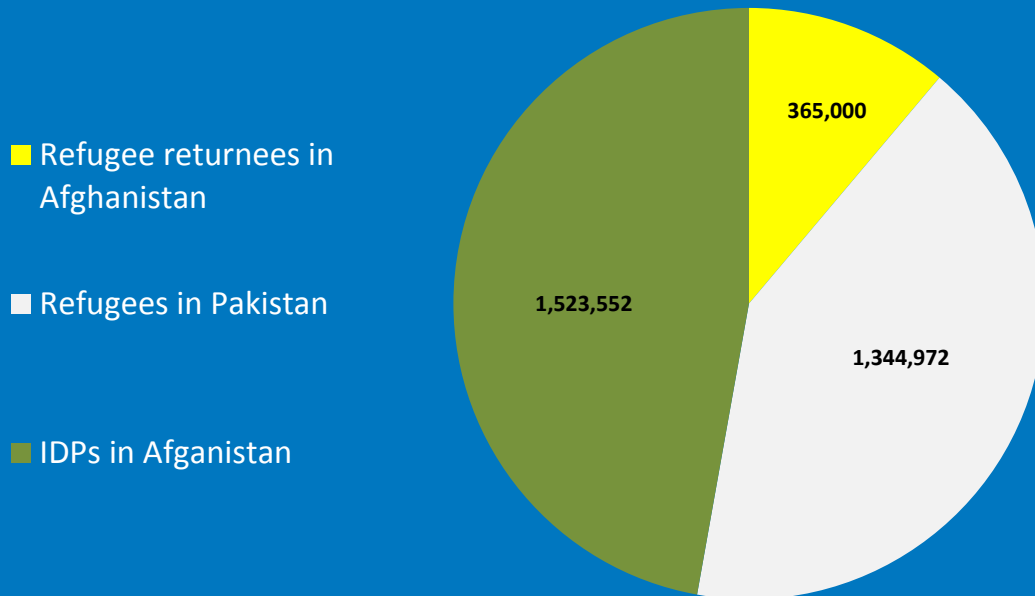
UNHCR/S. Rich

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AT A GLANCE

A total of 3,124,969 people of concern



The financial requirements for the repatriation of Afghans from Pakistan initially presented in September amounted to \$104.7 million, including \$40.5 million reprioritized within the ExCom revised budget for Afghanistan and initial supplementary requirements of \$64.2 million.

These supplementary requirements have been revised up to \$140.7 million (\$130 million for Afghanistan and \$10.7 million for Pakistan), bringing the revised financial requirements for the repatriation to

\$181.2 million¹.

¹ All dollar signs in this document denote United States dollars. This total includes 7% support costs.

INTRODUCTION

THE NEED FOR A REVISED SUPPLEMENTARY APPEAL

The scale and pace of Afghan returns from Pakistan is accelerating to an unprecedented rate, aggravated by the humanitarian challenges of winter months. Refugees are often returning to areas with limited absorption capacity. Combined with increasing levels of displacement and continuing economic difficulties faced by vulnerable local populations, multiple humanitarian needs are outstripping international capacity to assist.

On 19 September 2016 UNHCR issued a Supplementary Appeal for \$104.7 million to support 221,000 refugee returnees from Pakistan with repatriation cash grants and enhanced protection monitoring and interventions, as well as processing at the Voluntary Repatriation Centres (VRCs) in Pakistan. Since the publication of that Supplementary Appeal, the pace of repatriation from Pakistan has accelerated, with the added risks of humanitarian impact on already vulnerable people and communities in Afghanistan ahead of winter.

This revision to the initial Supplementary Appeal reflects the latest developments, and highlights urgent priority actions that need immediate funding. It reflects increased needs as a result of the increased numbers of refugees returning from Pakistan, and to support the most vulnerable returnees, IDPs and local population in Afghanistan. As of 20 October 2016, almost 270,000 refugees had returned to Afghanistan, almost exclusively from Pakistan. This already surpassed the annual projection presented in the initial Supplementary Appeal.

This revised Supplementary Appeal presents the additional financial requirements to support 365,000 refugee returnees and winterization for vulnerable returnees, IDPs and host community population. The revised financial requirements total \$181.2 million, up from the \$104 million presented in September's Supplementary Appeal.

In light of the exponential pace and volume of returns, UNHCR finds itself critically short of the funding to carry on providing repatriation grants to refugee returnees. To make up for this funding shortfall, it has been re-allocating and reprioritizing resources within Afghanistan and from other operations. Unless further resources are made available, UNHCR will be obliged to suspend the provision of repatriation cash grants in the coming days.

While only 7,804 refugees returned to Afghanistan during the first six months of 2016, between July and 19 October nearly 257,000 Afghan refugees returned, 99 per cent of them from Pakistan. This was more than thirty times the number that returned in the first half of the year, and the pace is still accelerating. The second week of October witnessed the highest weekly levels since 2009 and the rate of return is expected to remain high. With this evidence, UNHCR is revising its projections from an estimated 221,000 refugee returnees from Pakistan in 2016 to some 365,000.

The factors influencing the return dynamics remain the same. Enhanced border management measures were introduced at the Torkham border crossing between Pakistan and Afghanistan, requiring every Afghan to be in possession of a valid national passport and Pakistani visa. Although the validity of Afghan refugees' Proof of Registration (PoR) cards was provisionally extended by three months to the end of March 2017, refugees remain anxious about what may happen at their expiration. The Government of Pakistan has set 15 November 2016 as the deadline for undocumented Afghans to return. Afghan refugees and undocumented Afghans are living in the same communities often within the same families, meaning both groups feel it necessary or are compelled to repatriate together. This, too, may have an impact on patterns on return of refugees. Further, a number of returning refugees continue to cite incidents of harassment, detention, loss of economic opportunities and decreased levels of acceptance by hosting communities. These dynamics underscore the critical differences of the current population flows with return patterns in previous years.

Ahead of repatriation, many Afghan refugees are compelled to sell assets in haste for a fraction of their value or abandon them altogether. The resulting high levels of vulnerability of refugee returnees are

adding to the already overstretched absorption capacity in Afghanistan, especially in urban centres. This is coupled with the challenges returnees face in accessing basic services, securing land tenure, and adequate shelter and job opportunities, particularly for youth. The doubling of the repatriation grant to \$400 per person on average – as foreseen in the Regional Plan and announced by the High Commissioner during his visit to Pakistan in June this year – aims to address these initial challenges and refugees interviewed upon arrival in Afghanistan are confirming the importance of this support.

The Conclusions of the Tripartite Commission meeting between the Governments of the Islamic Republics of Afghanistan and Pakistan and UNHCR in July 2016 reaffirmed the commitment to the principle of voluntary return and the Solutions Strategy for Afghan Refugees. It also further stressed the need to create an environment conducive for voluntary repatriation and sustainable reintegration in Afghanistan, particularly by integrating returnee needs within national development planning processes across relevant line Ministries. The High Level ad hoc Quadripartite meeting in October 2016 further emphasised the need to ensure that returns are voluntary, in safety and dignity as well as gradual, in keeping with Afghanistan’s absorption capacity.

Against this background, this revised Supplementary Appeal presents the additional financial requirements to support a total of 365,000 refugee returnees until the winter break, namely an additional 149,000 refugee returnees to the projected figure in the 19 September Supplementary Appeal. The response will continue focusing on monitoring and advocating for safe, voluntary, dignified and gradual returns of Afghan refugees, and supporting the initial phase of their integration/reintegration through the payment of repatriation grants. In addition, the revision also covers the provision of essential, life-saving assistance for the most vulnerable refugee returnees, IDPs and vulnerable host communities in the central, northern and northeastern regions on the eve of winter.

Population data

Category	CONCERNED POPULATIONS		PLANNED ASSISTED POPULATIONS BY 31 DECEMBER 2016	
	As of 30 August 2016	as of 19 October 2016	as of 19 September	as of 24 October
	Afghanistan			
Refugee Returnees	90,573	256,445	221,000	379,052 (including 14,052 for winterization)
IDPs (winterization)		1,523,552		113,688
Host communities (winterization)				22,260
	Pakistan			
Afghan refugees	1,527,657	1,344,972	1,340,162	1,028,162
TOTAL	1,618,230	3,124,969	1,561,162	1,543,162

Financial summary (US\$)

UNHCR's Executive Committee (ExCom) budget for the Afghan situation in 2016 amounts to \$121.4 million for Afghanistan and \$105.4 million for Pakistan. The financial requirements for the repatriation of Afghan refugees from Pakistan amounted to \$104.7, including \$40.5 million reprioritized within the ExCom revised budget and initial supplementary requirements of \$64.2 million. These supplementary requirements have been increased to \$140.7 million, bringing the revised financial requirements for the repatriation to \$181.2 million.

OPERATION	EXCOM- REVISED BUDGET (excluding the Afghan Refugee Situation ¹)	AFGHAN REFUGEE SITUATION			TOTAL REVISED REQUIREMENTS FOR 2016
		EXCOM- REVISED BUDGET ²	REVISED ADDITIONAL REQUIREMENTS	TOTAL	
Afghanistan	16,373,817	121,360,048 (incl. 40,500,00 reprioritized)	121,500,000	242,860,048	259,233,865
Pakistan	21,960,914	105,391,442	10,000,000	115,391,442	137,352,356
Subtotal	38,334,731	226,751,490	131,500,000	358,251,490	396,586,221
Support costs (7%)	-	-	9,205,000	9,205,000	9,205,000
TOTAL	38,334,731	226,751,490	140,705,000	367,456,490	405,791,221

¹ IDPs in Pakistan and refugees in Afghanistan.

² Includes the refugee and refugee-hosting area programmes (Pillars 1 and 3) in Pakistan; and the IDP and returnees programmes in Afghanistan (Pillars 1, 3 and 4).

AFGHANISTAN

Existing response

To respond to the increased returns of Afghan refugees from Pakistan, UNHCR has scaled up the reception and processing capacity at its Encashment Centres in Jalalabad, Kabul and Kandahar. UNHCR provides cash grants to the returnees at the Encashment Centres at \$400 per person on average. Cash grants remain a central part of the assistance to returnees during the critical period of their initial integration/re-integration. UNHCR returnee monitoring documented that the cash grants help cover immediate needs including transport costs, lodging, initial expenses upon return, and facilitate the initial stages of integration.

In addition to cash grants, UNHCR will continue to provide services to returnees at the Encashment Centres, as well as enhanced protection interviews and monitoring. Emergency medical services, vaccinations, nutrition screening, assistance with school enrolment, referrals for legal assistance, as well as mine risk awareness education, are provided at the Centres in collaboration with partners. Given the limited capacity of health infrastructure in Afghanistan, medical services provided at Encashment Centres may be the only opportunity for women and children to receive such assistance.

UNHCR also conducts enhanced interviews with returnees, as well as focus group discussions with returnee groups (men/women, boys/girls), at the Encashment Centres to identify protection concerns, the results of which inform UNHCR's monitoring activities and advocacy in both Pakistan and Afghanistan.

Strategy and coordination

Based on the recent trends, UNHCR has reviewed its initial projection and adjusted upwards to 365,000 potential refugee returnees until the winter break, with high overall levels of vulnerability. Many have few resources and little time to prepare for return. In addition, many have lost vital community linkages with Afghanistan and are becoming secondarily displaced without access to land, shelter and livelihoods, in particular with the approach of winter.

There is also a significant level of internal displacement in Afghanistan this year. As of mid-October over 323,000 people have been newly displaced by fighting and ongoing conflict, adding to an estimated protracted IDP population of 1.2 million. The UN Humanitarian Country Team estimates that with current trends, it is likely that the numbers of Afghans unexpectedly on the move could reach one million. UNHCR will continue working with the Humanitarian Country Team (HCT) within the overall humanitarian action addressing the needs of different types of population movements.

UNHCR and IOM as members of Afghanistan's HCT have been advocating for timely support for the needs associated with returns of refugees and undocumented Afghans. The HCT inter-agency Flash Appeal to respond to the humanitarian needs as a result of the sharp increase in returns and internal displacement was issued on 7 September 2016 (Afghanistan Flash Appeal 2016: One Million People on the Move), which included UNHCR's requirements for Afghanistan as presented in the Supplementary Appeal of 19 September 2016. Since then, the dynamics of refugee repatriation have evolved rapidly. The present revision is also of the supplementary nature to the initial Flash Appeal.

There is increasing concern that the sudden wave of return of both registered refugees and undocumented Afghans from Pakistan will stretch local community absorption capacity to the breaking point and precipitate a major humanitarian crisis on the eve of winter. At the same time, given the record levels of internal displacement for the second year, coupled with the high levels of vulnerability within host communities, UNHCR will pursue a vulnerability-based winterization programme to include returnees, IDPs and vulnerable host community families. Moreover, the UNHCR winterization programme will target areas of extreme temperature, particularly the central, north and north-eastern regions of the country, which also host large numbers of returnees and IDPs.

UNHCR's winterization support initiative is designed to complement UNHCR's responsibilities as cluster lead in the overall humanitarian response. The initiative will target support in areas hosting large numbers of IDPs or recent refugee returnees, particularly where other humanitarian actors are not present or cannot sufficiently cover the existing needs, and ensure that the needs of vulnerable host community members are also included. UNHCR will rely primarily on the data and expertise of the protection monitoring partners as well as the partners engaged in the Persons with Specific Needs (PSN) program to quickly identify and target high-risk communities and create credible lists of beneficiaries.

UNHCR may also contribute, on a contingency basis, to joint humanitarian relief efforts in areas outside of the intended coverage, targeting urban poor by supporting them with winterized non-food items.

Planned activities

Durable solutions	
Potential for voluntary return realized	<ul style="list-style-type: none"> Provide repatriation cash grant to 365,000 returnees to help address their immediate needs upon return to Afghanistan.
Basic Needs and Essential Services	
Services for people with specific needs strengthened	<ul style="list-style-type: none"> Provide unconditional cash and in kind items to estimated 25,000 families of returnees, IDPs and vulnerable host communities to help address their winterization needs in Afghanistan.
Leadership, Coordination and Partnerships	
Coordination and partnerships strengthened	<ul style="list-style-type: none"> Ensure coordination among partners to address protection concerns and humanitarian winterization needs of vulnerable returnees, IDPs and host communities

Financial requirements for Afghanistan (US\$)

	EXCOM REVISED BUDGET (Afghan Situation)	REVISED ADDITIONAL REQUIREMENTS	TOTAL
Basic Needs and Essential Services	24,308,068	4,893,000	29,201,068
Population has sufficient basic and domestic items	6,891,542	1,200,000	8,091,542
Services for persons with specific needs strengthened	727,085	3,693,000	4,420,085
Shelter and infrastructure established, improved and maintained	16,689,441		16,689,441
Community Empowerment and Self Reliance	16,641,394	0	16,641,394
Peaceful co-existence with local communities promoted	12,069,799		12,069,799
Self reliance and livelihoods improved	4,571,595		4,571,595
Durable Solutions	57,890,753	116,000,000	173,890,753
Potential for voluntary return realized	55,509,224	116,000,000	171,509,224
Reintegration made more sustainable	2,381,529		2,381,529
Fair Protection Processes and Documentation	4,259,794	0	4,259,794
Quality of registration and profiling improved or maintained	4,259,794		4,259,794
Favourable Protection Environment	6,633,672	0	6,633,672
Access to legal assistance and legal remedies improved	5,106,087		5,106,087
Law and policy developed or strengthened	1,527,585		1,527,585
Leadership, Coordination and Partnerships	1,599,587	607,000	2,206,587
Coordination and partnerships strengthened	1,599,587	607,000	2,206,587
Logistics and Operations Support	5,055,694	0	5,055,694
Logistics and supply optimized to serve operational needs	5,055,694		5,055,694
Security from Violence and Exploitation	4,971,086	0	4,971,086
Risk of SGBV is reduced and quality of response improved	4,971,086		4,971,086
Subtotal	121,360,048	121,500,000	242,860,048
Support Costs (7%)		8,505,000	8,505,000
TOTAL	121,360,048	130,005,000	251,365,048

PAKISTAN

Existing response

With 1.3 million Afghan refugee holders of a PoR card, Pakistan is one of the largest protracted refugee situations globally. Partnership and collaboration constitute the essential link between the solutions, protection and assistance approaches and UNHCR works closely with other UN agencies under the Delivering as One process as well as with development agencies and civil society. UNHCR supports the Government of Pakistan in the implementation of the SSAR, with voluntary repatriation as one of the key elements, together with the Refugee Affected and Hosting Areas programme, which aims at preserving asylum space for Afghan refugees and promoting peaceful co-existence with host communities.

Until the surge in Afghan refugee returns that started in July this year, UNHCR's activities in Pakistan focused on:

1. Advocacy for extension of the validity of the PoR cards;
2. Support for the SSAR with a focus on youth empowerment through education, livelihood and skills training;
3. Facilitation of smaller numbers of returns;
4. Protection and assistance to the most vulnerable.

In the past weeks, UNHCR in Pakistan has been maximizing the existing capacity at Voluntary Repatriation Centres (VRCs) to respond to the surge in numbers, but the operation is no longer able to meet the increase in needs with existing resources. Such large numbers require increased capacity to process the returns, enhance border monitoring, implement mass and targeted information campaigns and carry out additional advocacy interventions.

Strategy and coordination

At the governmental level, UNHCR works closely with various counterparts, in particular the States and Frontier Regions Ministry, which is responsible for refugee matters, as well as the police, to ensure that the Government of Pakistan's policy toward PoR cardholders is channelled to the provincial and local authorities and that the rights of refugees are respected by law enforcement agencies. UNHCR and the Government also seek to prevent the harassment and intimidation of refugees by local authorities and the police, and to monitor and follow-up on reports of such incidents.

At the operational level, UNHCR verifies return at its VRCs in Pakistan. The de-registration process performed at the VRCs includes biometric verification (including iris scan) and issuance of VRFs. These activities are complemented by telephone helplines and information/grievance desks to immediately provide refugees with information on repatriation.

UNHCR has increased the capacity of the existing VRCs by extending operational hours to six days a week and adding a second shift, and opening a third VRC. Establishment of a fourth VRC in northern Khyber Pakhtunkhwa (KP) is also underway: this centre will facilitate repatriation movements for local refugee families by removing the need to travel to Peshawar for processing before crossing the border. New scheduling mechanisms are also being established in both Peshawar and Quetta to shorten the waiting period for the de-registration process. In the meantime, UNHCR has reinforced its mass information and media campaigns explaining the modalities for voluntary repatriation. Given that the vast majority of refugees reside in urban or peri-urban settings, increasing outreach activities is crucial to fulfilling UNHCR's protection and solutions mandate, necessitating additional capacity in staffing and equipment.

At the individual level, UNHCR and its legal aid partners monitor detention facilities to ensure that PoR cardholders are released if they were mistakenly detained for illegal residence: ten Advice and Legal Aid Centres (ALAC) are operational in the main refugee-hosting areas of four provinces in order to provide free legal support for people of concerns through drop-in counselling, interventions in arrest/detention

cases, representations in courts as well as legal camps, *Shura* meetings and facilitated group discussions. With the number of Afghan refugees in need of legal assistance having increased in the last few months, UNHCR is planning to expand access to legal aid in response.

Five PoR Card Modification (PCM) centres support the modification/replacement of existing cards, registration of new-born children up to the age of five, provision of PoR cards to registered children who have reached five years of age and are now entitled to their own cards, as well as the issuance of birth certificates to children under the age of 18. A sudden and sharp increase in activities has been observed in these PCM centres country-wide, attributed to both the increase in the pace of repatriation (as parents wish to register their children before returning to Afghanistan) as well as the extension of the validity of PoR cards until the end of March 2017. Increases and upgrades in staffing and infrastructure are urgently required to keep pace with demand.

Planned activities

Favourable protection environment	
Access to legal assistance and legal remedies improved	<ul style="list-style-type: none"> ▪ Expand ALACs in four provinces. ▪ Strengthen the helpline system, border protection monitoring. ▪ Process PoR card modification and de-registration, including birth registration, PoR cards correction, biometric verification, issuance of VRFs.
Public attitude towards people of concern improved	<ul style="list-style-type: none"> ▪ Produce and disseminate relevant information through TV, radio adverts, press releases, leaflet and posters, focus group discussion, seminars and <i>Shura</i> meetings.
Durable solutions	
Potential for voluntary return realized	<ul style="list-style-type: none"> ▪ Establish additional VRCs in Azakhel, near Peshawar as well as in northern KP (including installation of network and satellite connections for the data base processing). ▪ Upgrade the Chamkani (KP) and Baleli (Balochistan) VRCs (including wash facilities, parking lots for the buses and trucks, waiting sheds and child-friendly spaces). ▪ Establish new scheduling centres in Peshawar and in Quetta to assist refugees and shorten the waiting period for de-registration process at the VRCs. ▪ Strengthen security measures in all VRCs and scheduling centres (walk through gates, armed security guards, scanning machines, barriers and items to control access to premises).

Financial requirements for Pakistan (US\$)

UNHCR's 2016 ExCom-revised budget for Pakistan to support refugee returns from Pakistan to Afghanistan amounts to \$105.4 million. To address the needs of returning refugees prior to departure, UNHCR has established a supplementary budget for the requirements presented above for Pakistan amounting to \$10.7 million, as shown in the table below.

	EXCOM-REVISED BUDGET (Afghan Situation)	ADDITIONAL REQUIREMENTS	TOTAL
Basic Needs and Essential Services	57,992,217	-	57,992,217
Health status of the population improved	16,087,845	-	16,087,845
Population has optimal access to education	23,458,819	-	23,458,819
Population has optimal access to reproductive health and HIV services	2,584,651	-	2,584,651
Population lives in satisfactory conditions of sanitation and hygiene	4,181,726	-	4,181,726
Services for persons with specific needs strengthened	2,656,809	-	2,656,809
Supply of potable water increased or maintained	9,022,367	-	9,022,367
Community Empowerment and Self-Reliance	17,104,843	-	17,104,843
Community mobilization strengthened and expanded	3,362,406	-	3,362,406
Peaceful co-existence with local communities promoted	4,865,013	-	4,865,013
Self-reliance and livelihoods improved	8,877,424	-	8,877,424
Durable Solutions	11,811,788	4,426,000	16,237,788
Comprehensive Solutions strategy developed, strengthened or updated	6,530,619	-	6,530,619
Potential for resettlement realized	1,571,018	-	1,571,018
Potential for voluntary return realized	3,710,151	4,426,000	8,136,151
Fair Protection Processes and Documentation	3,496,473	-	3,496,473
Access to and quality of status determination procedures improved	1,911,947	-	1,911,947
Civil registration and civil status documentation strengthened	409,952	-	409,952
Level of individual documentation increased	1,174,574	-	1,174,574
Favourable Protection Environment	4,008,549	5,574,000	9,582,549
Access to legal assistance and legal remedies improved	2,351,616	5,034,000	7,385,616
Access to the territory improved and risk of refoulement reduced	656,137	-	656,137
Public attitude towards persons of concern improved	1,000,796	540,000	1,540,796
Leadership, Coordination and Partnerships	799,071	-	799,071
Donor relations and resource mobilization strengthened	799,071	-	799,071
Logistics and Operations Support	7,738,769	-	7,738,769
Logistics and supply optimized to serve operational needs	2,277,813	-	2,277,813
Operations management, coordination and support strengthened and optimized	5,460,956	-	5,460,956
Security from Violence and Exploitation	2,439,732	-	2,439,732
Protection of children strengthened	535,215	-	535,215
Risk of SGBV is reduced and quality of response improved	1,904,517	-	1,904,517
Subtotal	105,391,442	10,000,000	115,391,442
Support costs (7%)	-	700,000	700,000

TOTAL	105,391,442	10,700,000	116,091,442
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