



United nations efforts in handling Pakistan's climate refugees during the Covid-19 pandemic

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Abstract

At the end of August 2022, Pakistan was struck by flash floods that killed at least one thousand people. The environmental disaster resulted in a substantial number of climate refugees. It threatened human security in Pakistan, necessitating competent management for the survival of Pakistani society. Due to the flash floods, Pakistan, which is currently recovering from the Covid-19 Pandemic, faces complicated public health challenges. As an international body that works on multi-sector concerns and humanitarian issues, the United Nations assists the Pakistani government in reducing the number of humanitarian risks in Pakistan. This study intends to investigate, from an Islamic viewpoint, the role and efforts of the United Nations in assisting climate refugees in Pakistan. This study employs the idea of Al-Malja' to assess the United Nations' efforts to help climate refugees in Pakistan. A qualitative method using a literature review data collection technique and a descriptive analysis approach was adopted in examining the concerns mentioned. The findings of this study reveal that the United Nations' responsibility in the Pakistan Flood Response program is to protect integration throughout the humanitarian sector. This is in accordance with Al-Malja' idea, which says that providing protection to refugees entails providing shelter and meeting all of their fundamental necessities to prolong their existence. This research is essential for comprehending the global concept of refugee treatment in Islam.

Keywords: climate refugee; Covid-19 pandemic; Pakistan monsoon floods; concept of Al-Malja'

Introduction

One of the tragic events in this world is the increasing number of refugee problems. The phenomenon of the spread of refugees has become an element of its own experience experienced by humans throughout history. The issue of refugees, which continues to increase, has become the focus of world humanitarian agencies due to the lack of facilities to meet the basic needs of refugees. A significant increase in the number of refugees has impacted the countries of origin of refugees and countries of destination for refugees. These countries are affected by an economic, social, political and environmental sectors. Refugees deal with local communities and compete to obtain basic needs such as; water, food, shelter, and health facilities. In addition, the presence of refugees also encourages an increase in the market for education, health facilities, and infrastructure such as; sanitation, water supply, and transportation. The issue of refugees always presents positive and negative sides^[1], both for the country of origin and the recipient country.

Pakistan is one of the countries affected by the increasing number of refugees in their country. Pakistan, located in the South Asian region, must be the Host Country of Afghan refugees for 40 years. Pakistan is also faced with drastic climate change, which causes flash floods. Flash floods that hit Pakistan have destroyed communication infrastructure, damaged more than 3.5 million hectares of agricultural land, and caused more than 1,162,000 livestock to die. The catastrophe destroyed many livelihoods and impacted the food security of Pakistan^[2]. The floods also claimed many victims and forced thousands of people to seek shelter. The flood disaster has displaced 7.9 million people, of which 600 thousand people live in temporary camps. It is estimated that around 1700 people lost their lives, and 12,867 were injured, of which 4,000 were children^[3]. This

is enough to grab the attention of the world community for what happened to Pakistan.

Pakistan is faced with complex public health challenges because this flash flood disaster occurred while Pakistan was still recovering from the COVID-19 Pandemic. These conditions exacerbate the situation and limit the movement of humanitarian organizations to achieve their goals and help those affected^[4]. In addition, the health security system faces failure with the spread of diseases caused by Vector-Borne Disease (VBD) and the spread of COVID infection that is far from control^[5]. More than 1,460 health center facilities were affected, and 432 were destroyed, so WHO classifies the flood disaster as an emergency level 3, among other significant disasters^[6]. As a result, areas affected by flash floods are constrained in obtaining health services and access to medicines and vaccinations^[7]. This problem is a challenge for the government of Pakistan in dealing with various events that hit the country.

The complexity of the Pakistani government's problems has prompted the Pakistani government to ask for international assistance in tackling the monsoon flood disaster that occurred in August 2022. This was stated by the Minister of Foreign Affairs of Pakistan, Bilawal Bhutto Zardari, who hoped for financial assistance from the IMF to overcome the monsoon floods in his country^[8]. This was responded to by the Secretary General of the United Nations, Antonio Guterres, who called on the international community to jointly assist the Pakistani government in dealing with monsoon floods in Pakistan^[9]. Guterres made this statement shortly after he visited disaster sites in the Sindh and Balochistan regions, namely districts severely affected by the monsoon floods in Pakistan.

Islam, as a religion that is inclusive and relevant at various times, has provided guidelines for solving contemporary societal problems, including handling refugees. Islam also

adheres to societal norms by obliging Muslims to help each other in goodness regardless of identity, background, or even religion ^[10]. Furthermore, Islam teaches that all human beings are a single entity whose dignity needs to be maintained, including that of refugees. This is the background of this research, which is to analyze the UN's efforts in handling refugees in Pakistan in terms of the concept of Al-Malja'. This article examines the idea of Al-Malja' and its analysis of handling climate refugees in Pakistan after flash floods amid the covid-19 Pandemic.

Research Method

This study uses a qualitative method with a descriptive-analytical type of research. The al-Malja' concept approach is applied in this article to analyze the existence of the Al-Malja' concept in handling refugees in the era of globalization. The data collection technique used in this study is the library study technique, in which researchers collect data obtained from various books, journals, and official websites of the Pakistani government and also the United Nations website related to handling refugees in Pakistan after the flash floods that hit Pakistan.

Result and Discussion

1. The Issue of Environmental Refugees as a Global Humanitarian Issue

Disasters and climate change can be directly related to human security issues at the individual and group levels. In general, human security can be defined as a condition when the vital core of human beings is protected and when people have the freedom and the capacity to live with dignity. The International Panel on Climate Change (IPCC) acknowledges a link between climate change and human security. The IPCC concluded that climate change contributes to human insecurity in various ways, damaging livelihoods by limiting the availability of natural resources, including food and water supplies. This can impact the culture and identity of community groups, leading to community and individual welfare. Climate change can also increase health risks from heat waves and can expand the reach of areas at risk of malaria or other infectious diseases ^[11].

Climate change is a real challenge today. A collaborative system is needed to handle it quickly and effectively. Mitigation and adaptation efforts are needed in dealing with climate change, either locally, nationally, or internationally. The natural consequences of climate change can be seen in many internally displaced persons (IDPs). It is recorded that 591 million people have become internally displaced since 2021, where climate change disasters cause the majority of refugees. The number of refugees due to climate disasters has increased significantly from the accumulation of refugees caused by armed conflict. Unfortunately, so far, there is no legal definition of climate refugee. Climate refugees were not considered refugees in the 1951 UN refugee convention, so that these people may fail in terms of protection ^[12]. The emergence of refugees globally brings various complex problems and becomes a big challenge for countries that accept them. This encourages many countries to struggle to maintain balance by guarding their borders. Pakistan, which is still recovering from the COVID-19 Pandemic, faces challenges in handling climate refugees due to monsoon floods at the end of August 2022. Climate change due to rising sea, land, and atmosphere temperatures impacts people's lives from political, economic, and social,

energy and health. This situation is entering a critical phase due to increasingly extreme weather in various countries ^[13]. Therefore, there needs to be awareness from the international community in overcoming the global warming crisis.

2. Flash Floods in Pakistan as a Challenge to the Government of Pakistan During the Covid-19 Pandemic

Generally, the South Asian region is affected by floods during the summer monsoon between June and September, causing significant damage to lives and livelihoods ^[14]. Pakistan is ranked 10th as the country most affected by climate change ^[15]. The catastrophic drought, followed by monsoon rains, brought in 3 times the amount of water from normal rains over 30 years ^[16]. Low air pressure due to a heat wave caused the previous summer is suspected as the cause of the flash floods in Pakistan. In addition, the melting of seven glacial lakes caused by a heat wave further increased the volume of water in the upper Indus River ^[17]. The rain that occurred in Pakistan had a significant impact on two provinces, Sindh province, which received more than 785.6% of rain, and Balochistan province, which received 500% more than before ^[18]. The increased rainwater volume causes erosion and landslides in several places ^[19]. These are suspected to be factors driving flash floods in Pakistan at the end of August 2022.

Since October 2022, at least 94 districts have become the epicenters of the most affected disasters throughout the country. The majority of these districts are divided into three provinces: Balochistan, Sindh, and Khyber Pakhtunkwa. It is estimated that the total loss resulting from this flood disaster is 14,906 USD. This impact underlies many life sectors, including social, infrastructure, and the productive sector. The flash floods brought new challenges for Pakistan, which is currently dealing with various other problems, including infrastructure, lack of disaster mitigation, rising inflation, and even COVID-19 ^[20]. Pakistan's government must deal with these problems effectively through appropriate public policies. Stagnant water that is constant and not immediately acted on becomes a breeding ground for mosquitoes that have the potential to give rise to various infectious diseases. Therefore, malaria and dengue fever cases will be estimated to exceed the previous record highs. With many waves of people living in densely populated settlements, disease transmission is increasingly massive and fast. A messy health campaign exacerbates this. As a result, millions of children are at high risk of being infected with diseases such as; COVID-19, Poliomyelitis, and measles ^[21]. The security threat to Pakistan's public health adds to the long list of problems the Pakistani government must face.

The impact of the 2022 monsoon floods will not only stop at health facilities. Flash floods in Pakistan have also encouraged people to seek safer shelter because they have no hope of surviving in the flooded areas. It was recorded that more than 33 million people were affected by the flood disaster, with 7.6 million forced to flee. At the same time, the death rate reached more than 1500 people, including 552 children. The majority of refugees come from underdeveloped settlements and riverside areas. Most of these settlements have high indicators of poverty and lagging development ^[22]. This phenomenon is also an evaluation of the Pakistani government regarding the equity and welfare of its people.

After the flood events, Pakistan has made efforts in disaster management since the 2010 flood events in the *National*

Disaster Management Plan and National Flood Protection Plan IV program [23]. However, the preventive actions taken by Pakistan have not been seen to be running as expected and can be said to have failed [24]. This failure is due to a lack of operationalization, financing, and absorption capacity in infrastructure and land governance planning risk assessment. In the case of catastrophic flooding, Pakistan's systems and institutions were inadequate for the unprecedented scale of the climate disaster [25]. Pakistan's unpreparedness in dealing with floods has caused an immeasurable catastrophe and a drastic impact.

When flash floods hit, the government of Pakistan launched an intensive humanitarian program called the *National Flood Response and Coordination Center (NFRCC)*, which oversees the national response to monsoon floods [26]. NFRCC members are representatives of Pakistan's federal government, provincial governments, and military. The armed forces and civil administration function provides search and rescue (SAR) services, logistics, and technical support. While the NDMA is tasked with delivering supply assistance and coordinating bilateral assistance to be submitted to the Army, which has been mobilized based on constitutional provisions [27]. However, the government's response when in the field was considered less responsive. This is shown by the many public complaints conveyed through social media regarding the length of time the government's response to disaster management has taken. In addition, there are indications that flood relief is not a priority for the leaders, who are more concerned with the domestic political conflict between the Imran Khan camp and Shahbaz Sharif [28]. Thus, giving rise to criticism from various countries and international organizations against the government of Pakistan.

3. UN Efforts in Handling Climate Refugees in Pakistan

As a form of emergency response, the United Nations, in collaboration with Pakistan's government, launched the 2022 *Pakistan Floods Response Plan (FRP)* program simultaneously in Islamabad and Geneva. Although FRP is a holistic program, FRP uses a multisectoral approach to address disasters on the themes of food safety, agriculture, health, nutrition, education, shelter protection, non-food items, water, sanitation, and hygiene [29]. The United Nations also provided a particular disaster assistance fund program of USD 3 Million through the *Central Emergency Response Fund (CERF)* on August 25, 2022, which was aimed at helping affected areas. These funds focus on the health, nutrition, food, water, and sanitation sectors [30]. Five days later, on August 30, 2022, Antonio Guterres announced a UN aid package of 160 million USD [31]. Antonio Guterres also visited flood-affected locations in Pakistan from 9 to September 10, 2022, as a form of full support for refugee families and the Government of Pakistan in tackling this disaster [32].

FRP focuses on achieving three strategic targets, namely; (a) Provide urgent emergency assistance to victims in affected areas., (b) Effectively prevent disease transmission, monitor the health of the population, including the nutrition of vulnerable populations, pregnant and lactating women, and children under five years of age., and (c) Restore the condition of victims affected by the floods, provide assurance of assistance and protection for them [33]. In the case of the 2022 monsoon flood refugees, the United Nations mobilizes the organizations it leads and divides the tasks according to the mandate, and the following data show this;

Table 1

The Organization	Sector	Task Priority
IOM, UNHCR, and IFRC	Shelter and non-food materials	<ul style="list-style-type: none"> ▪ Provision of emergency tents ▪ Provision of essential non-food items (blankets, kitchen utensils) ▪ Condition of tools and Cash-for-work to clear debris and repair houses with severe damage.
UNICEF	Education	<ul style="list-style-type: none"> ▪ Ensure access to education in a safe and secure environment ▪ Establishment of Temporary Learning Centers (TLC) ▪ Training and mobilization of class opening ▪ Meeting educational needs (class tents and other materials)
	Nutrition	<ul style="list-style-type: none"> ▪ Health services for malnourished children under five years old ▪ Provision of iron and folic acid for pregnant and lactating women ▪ Provision of supplements for children affected by micronutrients ▪ Provide nutrition consulting services
	WASH (Water, Sanitation, and hygiene)	<ul style="list-style-type: none"> ▪ Increase access to clean water for drinking, cooking, and hygiene ▪ Increase access to sanitation (toilets, washing facilities) ▪ Improve critical facilities related to WASH
UNHCR, UNFPA, UNICEF	Shelter	<ul style="list-style-type: none"> ▪ Ensure critical protection needs by providing prevention services, risk mitigation and response by specific actors. ▪ Building the capacity of response agencies to ensure protection with a sensitive approach ▪ Strengthen the accountability of affected communities through PSEA and grievance mechanisms ▪ Child protection ▪ Prevention of Gender-based violence
WFP and FAO	Food and agriculture security	<ul style="list-style-type: none"> ▪ Ensure emergency food access to the level of refugees or even farmers. ▪ Provision of livestock vaccinations and feed ▪ Plant seeds and fertilizer for the coming growing season ▪ Provision of cash-for-work in agriculture and animal husbandry rehabilitation.
WHO	Health	<ul style="list-style-type: none"> ▪ Establishment of medical camps ▪ Support immunization campaigns ▪ Established mobile health and nutrition services ▪ Prevent the spread of the plague ▪ Strengthening mechanisms for maternity services ▪ Provision of essential health equipment

In addition to coordinating with the government of Pakistan in dealing with flood refugees, the United Nations also cooperates with other governmental and non-governmental organizations to participate and contribute to helping refugees, both from a financial and technical perspective in the field. This coordination aims to facilitate work and clarify the direction of assistance for refugees. These organizations are divided based on the purpose and type of service to be provided; they are:

Assistance in the Shelter / Non-Food Items Sector: In this sector, IOM is working with the *International Federation of Red Cross and Red Crescent Societies (IFRC)* to provide emergency tents for refugees, especially in several districts in Khyber Pakhtunkwa and Sindh provinces. IFRC is also trying to help meet non-food needs, such as clothes, tent equipment, and other equipment for refugees to face the coming winter^[34]. IOM also partners with various other actors such as USAID, Bureau for Humanitarian Assistance (BHA), and ACTED^[35].

Assistance in the Education Sector: UNICEF as the leading actor in the education sector, collaborates with various partners, including; Development & Empowerment Society (DES Pakistan), Hundreds of Original Projects for Employment (HOPE'87), Idara-e-Taleem-o-Aagahi (ITA), Insan Dost Social Organization (IDSO), Islamic Relief Pakistan (IRP), Jaggarta Social Welfare Organization (JSWO), Legal Rights Forum (LRF), Muslim Hands, Nishat Welfare Organization, Save the Children, The Aware Foundation (TAF), Strengthening Participatory Organization (SPO). The above organizations play an excellent role in providing school equipment, training teachers in the EiE (education in an emergency) mechanism, and ensuring the continuity of education to school restoration^[36].

Within this sector, UNICEF collaborates closely with ACF, CRS, SIF, Human Appeal, Muslim Aid, and ACTED, among other organizations. This collaboration provides items that are related to water and hygiene, such as clothing, laundry soap, toothpaste, and buckets of water; distributing clean water using portable tanks; providing gender-segregated sanitation; promoting hygiene promotion; and Assistance in the Food Security and Agriculture Sector: distributing clean water using portable tanks; distributing clean water using portable tanks; providing gender-segregated sanitation; and promoting hygiene promotion; and This sector is made up of three UN associate organizations (FAO, WFP, and OCHA), 11 international non-governmental organizations (INGOs), and 48 national NGOs working together^[37].

It is thought that by allocating resources according to industry, aid can be more efficiently handled and used where it is most needed. In addition, cooperation and productivity in the field can be improved by allocating responsibilities and duties sensibly.

4. The Handling of Refugees in Pakistan by the United Nations from an Islamic Law Perspective

Climate change creates new problems for affected countries, including Pakistan. Climate change impacts various sectors of national resilience, such as an economic downturn that impacts poverty, the political instability that impacts national defense and security, and threats to environmental sustainability that have an impact on human security^[38]. The South Asian region is an area that has a high potential

for conflict after the cold war due to the struggle for natural resources in the region. This is due to high population growth but not offset by an equal distribution of wealth. The climate change phenomenon adds to the long list of human security conflicts in the South Asian Region, including Pakistan^[39].

In the Mu'jam Alfazh Alquran Alkarem dictionary, Abo-el-wafa explains that the concept of al-Malja' has two meanings, namely; (a) as a verb, al-Malja' means to seek refuge in a safe place., and (b) as a noun, al-Malja' is defined as a shelter or a fortress. This word refers to Q.S. At-Taubah verse 57; ^[40] "Were they to find a shelter, cave, or a hideout, they would go to it, rushing."^[41] Abo-el-Wafa also mentioned that the word al-malja has synonyms with the same context, namely, giving protection. This refers to Q.S. Ad-Dhuha verse 6; "Did He not find you orphaned and sheltered you?"^[42] Besides that, Abou-el-wafa also said that the concept of *al-malja'* is also related to the word *hijrah*. According to the scholars, there are two categories of migration, namely, *First*, migration is based on compulsion. Usually occurs because of the desire to avoid abominations in an area or an outbreak of the disease in a particular site. And *secondly*, migration is driven by the desire to find something, whether it is because of worldly or hereafter factors, such as; earning, trading, seeking knowledge, hajj, umrah and or visiting relatives. Abou-el-Wafa also explained that the word *hijrah* (immigration) could refer to the rights obtained by refugees as described in Q.S. Al-Hasr verse 8-9; ^[43] "To the poor refugees who were driven out of their homes and their possessions, as they sought the favor of God and His approval, and came to the aid of God and His Messenger. These are sincere. (8). And those who, before them, had settled in the homeland (Medina) and had accepted faith. They love those who emigrated to them and find no hesitation in their hearts to help them. They give them priority over themselves, even if they are needy. Whoever is protected from his natural greed—they are the successful (9)"^[44].

The verses above show one of the main points of the humanitarian principle promoted by Islam, in which all Muslims are encouraged to prioritize social interests by the presence of immigrants in their cities. As a religion of *rahmatan lil-alamin*, Islam prioritizes human values in the corridor of *muamalah baina-an-naas*. Rasulullah saw. Several times in the position of migrating (migrating) to other countries due to threats directed against him. It is recorded in history how Rasulullah had to leave Makkah for Habasyah (Ethiopia), Taif, and Yathrib. A unique strategy is needed in the process of migrating to Yathrib^[45]. Refugees and displacement require special attention because of the severity of a person's condition while in an evacuation center.

Refugees from the monsoon floods in Pakistan in 2022 describe the description of refugees described in the Qur'an. These refugees are categorized as migrating due to compulsion because flood refugees are people who are forced to leave their hometowns due to climate disasters, which, if they stay, will threaten their lives. Refugees also face other threats in refugee camps, starting from the availability of food, clean water, access to health services and access to clean clothes. They even have to face winter in December, so they need emergency help. Refugees are a community that needs to be helped, assisted, and supported to continue to grow to overcome difficult

conditions. Based on Q.S., Ad-dhuha described above tells how the story of an uncle of the prophet who not only protects but also treats the prophet as a refugee, like his own child. Abu Talib helped and always supported the prophet's steps until the end of his life. This is in line with the obligation to handle flood victims in 2022 initiated by the United Nations. The *Pakistan Flood Response 2022* program, which resulted from a collaboration between the United Nations, the Government of Pakistan and various Humanitarian Organizations, has positively contributed to helping deal with flood disasters. The PFR program theme uses a holistic approach, making this program quite a positive impact on refugees.

The United Nations, as an international forum, also handles cases of global refugees as an international actor who has played a role in global disasters, especially the climate disaster in Pakistan. The United Nations, through its organizations, not only provides protection in the form of refugee camps but also maintains and strives to ensure the availability of clean water, food supplies, logistics and other needs, including educational needs. In the concept of *al-malja'*, the needs of refugees must be considered, especially the lack of refugees for protection. This means that the values and teachings of Islam are universal and holistic, as shown by the global implementation of various current problems, including the issue of dealing with refugees, which is in harmony with the concept of *al-malja'*.

Conclusion

In the middle of 2022, Pakistan faces a multi-dimensional human security conflict. The threat to health security due to the unfinished Covid-19 Pandemic is increasingly complex due to the flash floods that hit Pakistan and threatened individual security and humanity in Ali Jinnah's country. The Pakistani government's unpreparedness in dealing with climate refugees in their country has prompted the United Nations' response to participate in helping with climate refugees in Pakistan. The United Nations, a global organization whose members consist of almost all countries, is playing a role in protecting integration in the vital humanitarian sector included in the 2022 Pakistan Flood Response program by collaborating with various related organizations. Multiple actions and assistance were implemented by adjusting the areas and focus of the organization, including; service in the shelter/non-food items sector in collaboration with IFRC; assistance in the Education sector in cooperation with UNICEF; assistance in the WASH sector through UNICEF Collaboration with ACF, SIF, Human Appeal, Muslim Aid, ACTED and other organizations; as well as contribution in the field of food security and agriculture involving FAO, WFP and OCHA. The response and action of the United Nations in handling climate refugees in Pakistan align with the concept of *al-Malja'* in Islam. Based on the idea of *al-malja'*, protecting refugees is not only in the form of shelters or refugee camps but also meeting all the basic needs of refugees so they can sustain their lives. This shows that Islamic values and teachings are holistic, universal and dynamic.

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