

### **RESEARCH PAPER**

## Harmonizing Humanity: Unveiling the Nexus of International and **Constitutional Dynamics in Pakistan's Potential Adoption of the Refugees Convention**

### <sup>1</sup>Dr. Syed Murad Ali Shah, <sup>2</sup> Dr. Syed Muhammad Farrukh Bukhari and <sup>3</sup> Khawaja Noor Ul Ain\*

- 1. Assistant Professor, Department of Law, University of Azad Jammu & Kashmir, Muzaffarabad, AJ&K, Pakistan
- 2. Assistant Professor, Department of Law, University of Azad Jammu & Kashmir, Muzaffarabad, AJ&K, Pakistan
- 3. LL.M Scholar, Department of Law, University of Azad Jammu & Kashmir, Muzaffarabad, AJ&K, Pakistan
- \*Corresponding Author: noorkhawaja146@gmail.com

#### ABSTRACT

United Nations Convention relating to the Status of Refugees adopted in 1951 is deemed as a cornerstone of international human rights law. The significant objective of the Convention certifies the protection of refugees' rights and inherent dignity. The constitution of Pakistan provides fundamental rights to the vulnerable refugee community. Therefore, Foreigners Act, 1946 works as a legal mechanism for regulating the rights of refugees, but it is inadequate to fulfill the objectives of the Refugee Convention till now. Pakistan is not a signatory to the Convention; therefore, it is imperative to ratify the 1951 Refugee Convention to ensure the protection of refugees' rights. This study examine the intersection between Refugee Convention and the fundamental rights provided in Pakistan's constitution, by employing exploratory and descriptive methodology, highlights the concerns regarding the absence of the Convention in Pakistan's legal framework and advocates for the ratification of so to address legal gaps.

#### **KEYWORDS** 1951 Refugee Convention, Constitution of Pakistan, Fundamental Rights, Refugees Introduction

Refugees are the individuals who are forced to leave their native countries because of armed conflicts or institutional oppression. It could also involve the fear of persecuting serious injury or abuses of their human rights. Due to inadequate protection in their native countries, they are compelled to seek refuge across international borders, where the government is either incapable or unwilling to protect them (Lewis & Skutsch, 2001). Since these persons fulfill the globally accepted requirements for refugee status, thereby securing access to support from governments, the UNHCR and various other bodies. Their designation as refugees arises from the severe threats they encounter upon returning home, requiring international protection in foreign nations (Lewis & Skutsch, 2001). The norms for refugee protection are established by a number of international agreements and customary international law. The 1951 Refugee Convention and its 1967 Protocol, which specify the rights accorded to refugees and the duties of host nations to protect them, form the foundation of refugee law (Lewis & Skutsch, 2001). The 1951 Convention delineates the definition of a refugee under international law and articulates the legal protections, rights and support to which they are entitled (Maley, 2016). The rights delineated in the Refugee Convention and human rights treaties encompass protection against repatriation (non-refoulement) and entitlements to education, healthcare, housing, work and family unity (Maley, 2016).

The 1951 Convention has been crucial in safeguarding millions of displaced persons around the world and offering critical assistance during periods of repression and war. Nevertheless, considerable obstacles in the way of its implementation remain, particularly in Pakistan, because she is not a signatory to either the 1951 Refugee Convention or the 1967 Protocol (Ali & Khan, 2019). Pakistan did not adopt national legislation or developed procedures to ascertain the refugee status of those requesting international protection within its borders. Refugees are therefore governed by the rules of the Foreigners Act of 1946 (Pervez & Özkan, 2023). Despite not ratifying the 1951 Convention, Pakistan has a long history of accepting and welcoming refugees. In addition to 99% Afghans with various legal statuses, Pakistan is home to over 1.38 million refugees and asylum-seekers. (UNHCR, 2024). The nation has hosted one of the greatest refugee populations in the world for almost forty years. But Pakistan's long-standing commitment to aiding refugees is nonetheless under pressure due to a number of interrelated challenges, including socioeconomic difficulties, growing inflation and persistent security threats (UNHCR, 2024). However, the provisions of Foreigners Act, 1946 provided by the national legislation governs as the legal foundation surrounding the presence and treatment of those seeking refuge in the country (Ethical Journalism Network, 2021). Consequently, concerns regarding the protection and preservation of refugee rights in Pakistan are raised by the lack of conformity with the international norms set forth by the Refugee Convention.

Protecting refugees is a moral duty as well as a legal and humanitarian requirement. The 1951 Refugee Convention offers an essential framework for fulfilling this moral obligation. Nations, international organizations and civil society need a renewed commitment and coordinated action in response to the growing magnitude and complexity of the displacement and refuge situations. Despite not having ratified the Convention, this disparity highlights the importance of humanitarian obligation of Pakistan towards refugees. Resultantly, this article looks at the ramifications of Pakistan's non-ratification, evaluate the nation's current legal and policy framework, particularly the fundamental rights provided in the constitution for protecting refugees, and assess the prospective advantages of ratifying the 1951 Refugee Convention. It emphasizes the ratification of 1951 Convention by Pakistan. This step would enhance the humanitarian obligations of Pakistan. It might also ensure conformity with international responsibilities.

#### **Literature Review**

The 1951 Refugee Convention along with its 1967 Protocol provides the foundation of international refugee protection. Despite the fact several states, including Pakistan, are non-signatory to these international instruments. The reasons could be based on various factors, including political and cultural influence. The framework for refugee protection is frequently accessed by non-signatory states in an implicit manner. Notwithstanding the absence of formal ratification, the convention does not impose legal obligations on non-signatory states. Certain non-signatory states continue to show a strong commitment to refugee protection through regional initiatives and local legislation. The lack of formal accession may result in gaps in protection requirements; therefore, it is necessary to enact national policies by such countries to support the Convention's tenets (Janmyr, 2021).

The millions of Afghan refugees have sought refuge in Pakistan following the Soviet takeover in 1979. Afghans constituted the majority of Pakistan's refugee population for many years. Pakistan has offered substantial assistance to refugees regardless of not having a comprehensive domestic legislation and ratification of the 1951 Refugee Convention. The absence forces the state to rely on the Foreigners Act of 1946 and ad hoc approaches. The implemented laws fail to draw distinction between migrants and refugees. Due to this reason, the refugee population faces several challenges subject to the basic rights and their protection. UNHCR has played essential management role in terms of arranging voluntary return and providing humanitarian assistance of refugees in Pakistan. The political and security issues have a significant impact on the policies governing refugees. However, Pakistan needs to enact comprehensive national legal framework to overcome these concerns (Ali & Khan, 2019).

Pakistan has relied on the measures, which have no explicit provisions for refugees, in lieu of enacting a formal refugee law. In order to provide Afghan refugees with limited legal status, the government has put in place Proof of Registration (PoR) cards for interim accommodation. The facilities and infrastructure of the country have been severely strained by the refugee crisis in almost every sector. Managing refugees in border and metropolitan areas has also presented difficulties for the authorities. By working with international agencies, such as UNHCR, Pakistan has helped millions of refugees. Due to serious security challenges, Pakistan facilitated the deliberate repatriation of Afghan Refugees. Pakistan still has a lot of trouble controlling its refugee population in spite of continuous efforts. Refugees are exposed to prejudice and exploitation due to the failure of refugees' convention (Pervez & Özkan, 2023).

The Refugee Convention has been the subject of considerable writings. The relevant literature particularly focuses on policies enacted for Afghan Refugees. But insufficient has been attempted to examine how Pakistan's ratification of the Convention could simultaneously satisfy its obligations under international law and be consistent with the fundamental rights provided by its Constitution. This research aims to bridge the gap concerning refugees' protection and strengthen Pakistan's moral and legal stance.

#### **Materials and Methods**

The legal research is primarily conducted by using doctrinal legal research method. The research at hand will employ exploratory approach accompanying descriptive methodology. The 1951 Refugees Convention and the national laws, particularly fundamental rights, pertaining to the protection of refugees will be examined and systemization will be included in this study.

#### **International Efforts to Protect Refugees**

The number of refugees worldwide exceeded 21 million by the end of 2015, up about 2 million from the previous year and the highest total since World War II. With noteworthy exceptions like September 2016, when nearly five million Syrian refugees were registered in Turkey, Lebanon, Jordan, Egypt, Iraq and other countries. This number has been continuously rising (Esses, Hamilton, & Gaucher, 2017). By the end of 2023, the United Nations High Commissioner for Refugees (UNHCR) has projected that approximately more than 117.3 million forcibly displaced persons for the first time in recorded history. This figure encompasses over 31.6 million refugees within UNHCR's mission and a further 6 million Palestinian refugees (Refugee Council of Australia, 2024). Remarkably, almost 100,000 of these refugees are unaccompanied or have been split up from their families, and more than half (51%) of them are children (Esses et al., 2017). The worldwide framework for refugees contains conventions, regulations, principles and decision-making processes that regulate state acts pertaining to refugee protection. The League of Nations High Commissioner for Refugees (LNHCR) began addressing human displacement in Europe during the Inter-War era and implemented ad hoc solutions in the aftermath of World War I. However, following World War II, a formal framework founded on treaties and equipped with accountability procedures was established (Betts, 2008).

The 1951 Refugee Convention serves as the foundation for the current framework for refugee protection ratified by 146 countries (Janmyr, 2021) and its 1967 Protocol ratified by 147 countries (Janmyr, 2021), solidified the global dedication to convention refugees. These agreements outline refugee status, delineate refugee rights and underscore the international responsibility to safeguard and aid in securing lasting resolutions for refugees (Esses et al., 2017). Additionally, Article 35 of the 1951 Convention expressly requires the UNHCR, which was founded to protect and oversee its enforcement, to monitor its implementation. The UNHCR and the 1951 Convention continue to be the fundamental elements of the regime, despite its increased complexity as a result of the establishment of other regional entities (Betts, 2008).

Particular human rights for refugees are guaranteed under the 1951 Convention. These rights include equal access to elementary education, employment, housing, public assistance and religious freedom as for nationals (Goldenziel, 2013). As important as it is to choose who offers assistance and where, the main goal for all parties concerned is supposedly to protect refugees. Even so, there is still significant disagreement about the precise meaning of terms like "protection" and "refugee protection," despite their common usage. This is evident despite the fact they are crucial to the objectives of many Non-Governmental Organizations (NGOs), the Refugee Convention and the UNHCR's mandate (Stevens, 2017). Unlike the Refugee Convention, which imposes obligations on state parties, the UNHCR's Statute provides specifics on "international protection" in paragraph eight. In order to protect refugees under their authority, the High Commissioner collaborates with governments to enhance refugee circumstances, supports international treaties, and reduces refugee admittance, among other actions that are detailed in paragraph eight of the treaty (Stevens, 2017).

The UNHCR oversees the global refugee regime, which is based on the 1951 Convention and aims to protect refugees' rights to housing, employment, education and religious freedom. Nonetheless, although being fundamental to the UNHCR's mission and NGO operations, defining and putting into practice "protection" continues to be difficult. Although the Convention binds state parties, "international protection" refers to a range of actions outlined in the UNHCR Statute, underscoring the complex endeavors necessary to protect refugees around the globe.

#### **Refugee Protection in Harmony with International Human Rights Law**

The contemporary international law of human rights emerged as a phenomena following the outbreak of World War II (Buergenthal, 1988). Human Rights Law and Refugee Law share a symbiotic relationship, with Refugee Law falling under the umbrella of Human Rights Law. Documents such as the ICCPR prohibit the repatriation of refugees, particularly if it risks subjecting them to torture. The aforementioned laws protect both citizens and noncitizens, including those intending to escape to other nations (Shah, 2020). Additionally, refugees, along with their families and infants, are fully protected against discrimination and forced repatriation by means of the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (UNCAT) of 1985 and the Convention on the Rights of the Child (CRC) of 1989 (Shah, 2020). The core framework for refugee protection is still the current set of international instruments, notwithstanding disagreements on their suitability in addressing contemporary refugee issues. Moreover, a number of regional and national laws have included the definition and rights standards relevant to refugees. Human rights are emphasized in the 1951 Refugee Convention, which may be traced back to the UN Charter and the UDHR. The Refugee Convention remains relevant and serves as a crucial framework for resolving contemporary refugee concerns as human rights law changes (Gorlick, 2000). There is a crucial relationship between international human rights law and refugee protection, with the latter offering the overall structure. Since it is based on human rights, the 1951 Refugee Convention continues to be relevant in resolving existing refugee challenges regardless of laws pertaining to human rights changes.

#### Protection in Compliance with International Humanitarian Law

The Law of Armed Conflict, commonly known as International Humanitarian Law (IHL), protects civilians from the destructive effects of war, whether or not they are displaced. Since refugees frequently become victims of armed conflicts, this has an immediate connection to refugee law (Shah, 2020). The four 1949 Geneva Conventions, the two additional protocols from 1977 and the 1907 Hague Conventions, particularly Convention IV on the rules and practices of war on land and its annexed regulations, are the main sources of conventional IHL. Furthermore, the ICRC identified approximately 160 customary principles of IHL that apply to both international and non-international armed conflicts in a thorough research carried out in 2005. IHL and refugee law work together in times of armed conflict to offer the best possible protection for refugees and internally displaced people from the atrocities of war (Jacques,

2012). The rights of refugees and internally displaced persons are covered under Article 44 of the 1949 Fourth Geneva Convention, which focuses on safeguarding civilians during times of war. Notably, refugees are granted nearly identical protections under Parts I and III of the Fourth Geneva Convention in the event of an armed conflict under the 1977 Additional Protocol I. Extending outside IHL's boundaries, International Human Rights Law (IHRL) is supplemented by Refugee Law, to protect refugees and asylum seekers (Shah, 2020). These legal frameworks offer all-encompassing defense in conjunction with IHRL and Refugee Law against devastation caused by warfare, prioritizing the safety and rights of those affected by conflict.

# Constitutional Compassion: Analyzing Implicit Safeguards for Refugees within the Constitution of Pakistan

The constitutional journey of Pakistan has been characterized by military interventions, amendments, and political turmoil. The profoundly important 1973 Constitution came after a period of unrest and the division of East Pakistan. It highlighted federalism and provincial autonomy while restoring parliamentary democracy. In democratic nations, upholding fundamental rights is crucial, but in Pakistan, this is especially difficult because of the need to protect the rights of minorities. The Constitution of Pakistan, particularly Chapter 1 (Articles 8–28), provides essential rights to protect each citizen's equality, freedom and dignity (Kanwel, Khan, Usman, & Khan, 2020). The constitutional structure of Pakistan is vital because of its preamble, principles of governance and fundamental rights. It guarantees each and every citizen freedom, fairness and equality. Even in circumstances where resources are limited, it is the responsibility of state to keep its promises and work toward achieving these objectives (Jamali, 2015). Pakistan's Constitution relies heavily on fundamental rights to protect fundamental values including equality, dignity and life. The Shehla Zia case serves as a reminder that everyone has the right to a dignified living environment that is within the confines of the law and the constitution (Jamali, 2015).

Therefore, every Pakistani citizen, including refugees living within its borders, is inherently entitled to the basic rights to life and dignity. The Shehla Zia case serves as an example of how judicial interpretation highlights the fact that the right to life extends to a wide range of human existence and guarantees everyone respectable living conditions within legal and constitutional frameworks.

# Navigating Legal Avenues: Pakistan's Constitutional Compatibility with the Refugees Convention

The government of Pakistan is required by the 1973 Constitution to uphold the rule of law, protect certain freedoms, and provide justice and fair play. As stated in Article 4 of the 1973 Constitution of the Islamic Republic of Pakistan, every citizen, as well as every person presently residing in Pakistan, has the unalienable right to the protection of the law and to be treated accordingly, wherever they may be. Constitutional protection, such as the right to life and liberty (Article 9), until lawfully deprived, ensure equitable treatment for every individual, including refugees (Zubair, Shehzad, & Khan, 2019). These constitutional or fundamental rights are applicable to both citizens and non-citizens inside Pakistan's borders; adhering to the Refugee Convention, Pakistan abides by its obligations under international human rights treaties such as the UNCAT and the UDHR, which forbid sending individuals back to nations where they are subjected to torture or other cruel treatment (Rashid, 2024).

Regarding the legal status of refugees in Pakistan, it has adopted a liberal stance that is comparable to the definition of a refugee found in the 1969 Organisation of African Union (OAU) Convention (Zubair et al., 2019). Because of lacking adherence to the 1951 Refugee Convention as well as its 1967 Protocol, the Foreigners Act of 1946 governs the refugee protection or status determination processes in Pakistan (UNHCR, n.d.). Unfortunately, the antiquated Foreigner's Act of 1946 does not make a distinction between refugees and other foreigners, so it is

permissible for government officials to deport immigrants without their express consent. Notably, this approach is against international customary law, which forbids the expulsion of migrants into hazardous regions (Zubair et al., 2019). Besides, the constitutional provisions of the Pakistan's Constitution, notably Article 4, guarantees the protection and equitable treatment of all people living under its authority, including refugees. This provision requires procedural equity and safeguards against unjustified behavior (Rashid, 2024), resulting in international refugee safeguards and Pakistan's constitutional rights remaining compatible (Zubair et al., 2019). Pakistan lacks laws specifically for refugee protection and is not bound by the 1951 Refugee Convention and its Protocol, yet the Foreigners Act of 1946 and the Pakistani Constitution preserve the rights of refugees. The fundamental rights of refugees are protected by the Articles 4 and 9 of the constitution, as well as the notions of fair play, the rule of law and access to justice. These laws ensure that the refugees living within Pakistan enjoy constitutional protections by reaffirming their legal status and rights.

#### Adopting the Refugees Convention Signifies Pakistan's International Commitment

The internationally accepted definition of a refugee is established by the 1951 Convention Relating to the Status of Refugees and its 1967 Protocol, which also specify the rights and obligations of refugees. Since Pakistan is yet to ratify the agreement, certain of its provisions are consistent with customary international law. A person who has a legitimate fear of persecution is considered a refugee under Article 1 of 1951 Refugee Convention (Soofi, 2023). According to UN conventions, Pakistan must defend the rights of refugees. Pakistan's dedication to the international community was emphasized by Supreme Court Justice Ayesha A. Malik. The court highlighted that the expulsion entailed constitutional interpretation at a hearing on the caretaker government's decision to deport unauthorized Afghan nationals, and it ordered the Attorney General to support the bench (Bhatti, 2023). In the notice of appeal, the petitioners stressed the significance of upholding the fundamental rights guaranteed by Pakistan's Constitution and contended that the present government was not authorized to deport residents to Afghanistan. In order to address these issues, the court sent notices to the appropriate and concerned authorities highlighting the international commitments of Pakistan surrounding refugees (Bhatti, 2023). Besides, the principle of non-refoulement, enshrined in Article 33 of the aforementioned convention forbids sending refugees to areas where their freedom or life is in danger (Soofi, 2023). Pakistan is also required to abide by the nonrefoulement norm of customary international law, which forbids sending refugees to hazardous regions. The country's legal system and constitution are substantially in line with the Refugees Convention due to the incorporation of aforementioned international norm into national jurisprudence by the courts of Pakistan (Rashid, 2024). This principle provides extensive protection to refugees and is recognized by numerous other legal systems (Soofi, 2023). Therefore, Pakistan is dedicated to safeguarding refugees and providing them with essential rights, regardless of not a signatory to the 1951 Refugee Convention. This commitment stems from Pakistan's international and constitutional commitments. The adherence of Pakistan to UN conventions protecting refugee rights was further highlighted by the Apex Court. Pakistan adheres to international norms such as non-refoulement; nonetheless, a formal ratification to the Refugee Convention would simplify legal frameworks and bolster commitments, offering more robust and unambiguous legal safeguards for refugees inside the nation's boundaries.

#### Pakistan's Legal Transformation: Constitution and Refugees Convention Implementation

Under the terms of its mandate and a 1993 agreement with Pakistan, UNHCR determines the status of refugees (Ali & Khan, 2019). Pakistan's several treaties with the UNHCR could be employed to elucidate the definition and status of refugees. Notwithstanding the lack of a recognized definition, individuals who escape their homelands amid persecution or catastrophe are generally considered as refugees (Zubair et al., 2019). As long as they are pursuing solutions that are sustainable, recognized refugees and asylum seekers are permitted to remain in Pakistan by the government, which generally respects UNHCR's rulings (UNHCR, 2017). Pakistan's recognition of Afghan nationals as refugees is indicative of its agreements with UNHCR. Regardless of status, every person living within the territory of Pakistan is entitled to extensive fundamental rights under the constitution of the country. This guarantees the same level of protection for their personal safety and liberty comparable to that of any other citizen of Pakistan (Zubair et al., 2019). Refugees are protected by Pakistan's constitution, pursuant to the fundamental rights. However, the absence of a legislation addressing refugees creates ambiguity and hinders the ability to adequately safeguard them. Therefore, ratifying the 1951 Refugee Convention and its 1967 Protocol could significantly strengthen the refugee laws in Pakistan (UNHCR, 2017). Implementation of the Refugee Convention is a way to guarantee that the rights of refugees are protected by the state. Their basic needs are adequately met by offering Pakistan a solid legal basis for refugee protection. Resultantly, ratification of the Convention is essential to bring Pakistan's legal system into compliance with international norms.

#### **Conclusion and Recommendations**

Subject to the discussion, it is concluded that Pakistan has a long legacy of hosting refuges. The absence of 1951 Refugee Convention creates a substantial gap in the implementation of these rights. In Pakistan, the rights of refugees are upheld by national laws. The Foreigners Act of 1946 provides a basic framework for dealing with foreign nationals and refugees. Pakistan's Constitution demonstrates its commitment to fairness and human decency by guaranteeing fundamental rights to all individuals. These rights are also extended to refugees living within the territory of Pakistan. These policies lack adherence to international standards. The protection of refugees' rights underscores the need for adopting comprehensive and effective refugee law. Therefore, the ratification and implementation of 1951 Refugee Convention is the need of hour. The Convention offers a recognized international framework for protecting the rights and dignity of refugees. It is based on the core principles of non-refoulement, non-discrimination and the right to request for asylum. The Convention emphasizes long-term alternatives, including voluntary repatriation, resettlement and local integration. A careful examination of existing laws and practices in the context of the Convention's tenets is essential for reforms.

The global standing of Pakistan can be improved via ratifying the Convention. The ratification of the Convention is unavoidably a significant decision having far-reaching consequences. A path for ratification should be established by a careful and informed dialogue. It will safeguard the rights and well-being of refugees, and also conform to Pakistan's international commitments and national interests. Its internal policies should be aligned with international human rights standards. The access to education, healthcare and legal assistance would be ensued by adopting the Convention's principles. Despite certain barriers, the implementation may inspire refugees to become self-sufficient and promote eventual social integration. A staggered adoption strategy might offer a workable remedy surrounding national security, resource constraints and socioeconomic impacts.

Undergoing unilateral commitments to uphold significant provisions of the Convention should be considered as alternative avenues. It is necessary to have comprehensive national negotiations with social organizations and refugee groups. It will help to identify the possible challenges and offer targeted solutions. These regulations would support refugees and foster a more tolerant and tranquil society. These alternatives may provide multiple chances for refugees to make valuable contributions to their host nations. This would strengthen the standing of the country as a hospitable and resilient nation.

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