

COMMUNITY BASED PROTECTION AND URBAN OUTREACH STRATEGY FOR REFUGEES 2017 – 2019 PAKISTAN



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ABBREVIATIONS

AGDM	Age, Gender and Diversity Mainstreaming
ALAC	Advice and Legal Aid Centres
AOR	Area of Responsibility
CAR	Commissionerate Afghan Refugees
CBP	Community Based Protection
CCAR	Chief Commissionerate Afghan Refugees
CDU	Community Development Unit
COC	Code of Conduct
DFID	Department for International Development of the Government of United Kingdom
DNH	Do No Harm
FUI	Field Unit Islamabad
GoP	Government of Pakistan
IC	Individual Case
ICT	Islamabad Capital Territory
ICT	Information Communication Technology
INGO	International Non-Governmental Organisation
KP	Khyber Pakhtunkhwa
LEAs	Law Enforcement Agencies
LoU	Letter of Understanding
CC	Community Centre
MoU	Memorandum of Understanding
MRV	Mobile Registration Van
NADRA	National Database and Registration Authority
OP	Operating Partners
PAK	Pakistan Administered Kashmir
PFA	Psychological First Aid
PoC	Person of Concern
PoR	Proof of Registration
OV	Outreach Volunteer
RSD	Refugee Status Determination
RV	Refugee Village
CM	Change Maker
SAFRON	Ministry of States and Frontier Regions
SDGs	Sustainable Development Goals
SGBV	Sex and Gender Based Violence
SOP	Standard Operating Procedure
SoP	Sub Office Peshawar
SoQ	Sub Office Quetta
ToR	Terms of Reference
ToTs	Training of Trainers
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

Every crisis and emergency offers us an opportunity to build an enabling environment to empower Persons of Concern to mobilise their agency, resilience and resourcefulness for social transformation – replacing the harmful beliefs, behaviour and practice with the principle of equity, dignity and safety for all, especially for the most vulnerable amongst them – women, children, elderly and differently-abled persons.

EXECUTIVE SUMMARY

OVERALL GOAL

The overall goal of the Community-Based Protection and Urban Outreach Strategy 2017 – 2019 is for Afghan refugees living in Pakistan to be empowered and their resilient capacity strengthened, enabling them to minimize their exposure to protection risks and improve their overall protection environment, with a special focus on the most vulnerable.

STRATEGIC PRIORITIES, KEY ACTIONS AND IMPLEMENTATION TIMEFRAME

PRIORITY 1

Year of Implementation: 2017 – Key Actions:

National and Provincial-level Training of Trainers (TOTs) on Community-Based Protection and Outreach will be organized in order to build upon the knowledge and skills of UNHCR and partner staff in the **theory (concepts & principles), practice (tools and methods) and modalities (approaches) of Community-Based Protection (CBP)**. At the end of each TOT, participants will also plan actions specific to priorities outlined in this Strategy and produce measurable outputs. The CBP team of UNHCR Pakistan at Country Office Islamabad (COI) will lead in developing and facilitation of the trainings at the National level. Provincial level trainings will be led by Field offices and supported by CBP COI staff.

Strategic Priority One

Developing Organisational, Partners and Afghan Refugees Capacities in Community-Based Protection and Outreach.

PRIORITY 2

Year of Implementation: 2017-2018 – Key Actions:

A network of refugee **Outreach Volunteers (OVs)** will be established in order to facilitate effective and efficient outreach and referrals pathways at the community level. OVs will be a key focal point for information and guidance on services and assistance provided by UNHCR, its partners and other service providers. OVs will be inducted in their role according to the guidance provided in the established Terms of Reference (ToR) and a series of trainings to build their capacity, skills and knowledge in CBP. The **OV Supervisor** will be responsible for providing OVs with

Strategic Priority Two

Building Efficient and Effective Community Based Outreach and Referral Pathways.

oversight, technical guidance, training and mentoring support. A simple reporting template will be introduced, to facilitate OVs to report on the extremely vulnerable individual cases and their specific protection needs, which will be reviewed by OVs' supervisors. The supervisors may refer these cases to Initial Screening Form (ISF) Teams of UNHCR/partners for an independent assessment of their international protection needs.

PRIORITY 3

Year of Implementation: 2017-2018 – Key Actions:

UNHCR alone cannot meet all the needs of refugees. An **online interagency directory** of service providers and referral partners, from civil society as well as public and private sectors, will be produced and a user-friendly version provided to OVs to ensure communities are informed of services available. Additional referral partners will be identified and partnership with them will be formalised through the signing of MoUs and LoUs in order to broaden the scope of protection services and assistance available

to Afghan refugees. Furthermore, **focal persons for Afghan Refugees** will be identified to facilitate their easy access to the services. Individual cases with international protection needs identified through Enhanced Registration will be referred to the CBP teams in the provinces for assistance and follow up monitoring. **Accountability mechanisms** will be installed to solicit views and suggestions to ensure accountability of UNHCR and its partners to persons of concern.

Strategic Priority Three

Establishing a System-wide Referral Network of Protection Services.

Year of Implementation: 2019 – Key Actions:

- To **promote implementation of common minimum standards** by all service providers and referral partners, UNHCR, in collaboration with the relevant public authorities, will introduce harmonized minimum standards and will advocate that service providers and referral partners ensure confidentiality, dignity and safety of the refugees accessing their services.
- UNHCR, in collaboration with development partners from the UN system and the bi-lateral missions, will use the **existing advocacy initiatives**, to lobby with the relevant national and provincial legislators and with the governments, for **mainstreaming Afghan refugees** in the relevant national/provincial Social Protection, Child Protection and Women Protection legislation, policies and initiatives.

PRIORITY 4

Year of Implementation: 2018-2019 – Key Actions:

- Afghan refugees in Pakistan have demonstrated their **resourcefulness and resilience** by managing highly uncertain and unpredictable environments with minimal assistance from external sources. UNHCR and its partners will engage with refugee communities to learn from them and work together to **strengthen community capacities and resilience and foster their linkages with key stakeholders** in order to facilitate collective actions that aim to prevent and respond to protection challenges.
- *Shuras* will be facilitated to play their role in improving protection environment through selection of male and female **Change makers** to work on **behaviour change for prevention to reduce incidence of harmful social practices**. The CM networks will be established in the same communities as Outreach Volunteers, so that OVs and CMs can synergize their effort towards positive change within their community. The capacity of Change Makers and of existing *Shuras* will be strengthened and support will be provided to form new *Shuras* where none exist. UNHCR will advocate for the **inclusion and genuine engagement of refugees** most at-risk in *Shuras* as well as sensitize traditional powerholders and religious clergy on the rights and entitlements of refugees most at-risk.

Strategic Priority Four

Putting Afghan Refugee Communities at the Centre of Action to Prevent and Respond to Protection Risks.

- **Social mapping and protection assessment of refugee communities** will be conducted to identify the social and power dynamics within the communities, patterns and trends of protection issues, specific groups of refugees most at risk as well as mapping of **community assets and resources**. The results of the mapping will inform **Community Safety Action Plans**, to be developed with the assistance of *Shura* members, which will prioritize key protection risks, which the community will agree to work on communally, by mobilising and pooling their collective capacity and assets.
- Communal meeting places, or **Community Centres**, will be identified in the community. The centres will be community-provided and managed 'safe' spaces accessible to all segments of the community, in particular women and girls. The community centres will help to **promote community participation and social interactions under CBP interventions**.
- **Community pooled funding** initiatives have been established by Shuras to finance public goods and services for the benefit of their community. *Shura* members within Refugee Villages (RVs) will be engaged to share benefits of the pool fund with communities living in informal urban settlements. UNHCR CBP teams and its partners will support OVs, CMs and community members, to negotiate with *Shura* leadership to expand the criteria for the use of the community pool fund and include **financial support for protection specific interventions**.

SUPPORTING ACTIVITIES

The following **supporting activities** are planned to reinforce a system of learning, review of process and documentation of good practice:

Year of Implementation: 2018-2019 – Key Actions

- *An approximate baseline of the pattern and trends of protection risks in the selected communities will be established based on the findings of protection mapping.*
- *Periodic reviews and an annual learning retreat will be organised with UNHCR staff and partners to critically evaluate progress against planned actions, course correction to bring improvements, and to address challenges where protection gaps persist.*
- *Documentation of good practice mostly in the form of case studies and short documentaries.*
- *Regular monitoring visits and reporting on agreed quantitative and qualitative indicators to measure performance and progress.*
- *A Social Audit tool will be developed and introduced to measure performance on accountability markers in selected districts. Over time, refugees will be selected and trained as social auditors to facilitate the process themselves.*
- *UNHCR will focus on strengthening and expanding cooperation with key Government counterparts at federal and provincial levels, UN agencies, bi-lateral donors, national and international NGOs, as well as civil society and Community-Based organizations, to identify opportunities for joint resource mobilisation.*
- *CBP is most effective when it is accompanied by other interventions of particular interest to and priority for refugee communities. Accordingly, this Strategy is in line with the education, health, livelihoods and protection strategies of UNHCR Pakistan to enable work that is done in a harmonized and effective manner for refugees in Pakistan.*

PART ONE INTRODUCTION AND CONTEXT

1.1 INTRODUCTION

This strategy document presents propositions and priorities of Community Based Protection (CBP) and increased Urban Outreach of UNHCR's operation in Pakistan. It aims to achieve, moving forward, enhanced impact in promoting respect, protecting rights and offering best solutions to Afghan refugees living in Pakistan. The strategy has two main elements i.e. 'Response' and 'Prevention' that span the entire protection continuum.

This strategy acknowledges the human agency (i.e. resilient capacity and resourcefulness) of Afghan refugee communities and offers empowering approaches to engage with them in a dignified, safe and informed partnership. It identifies the need to strengthen partnerships with development actors, for refugee responsibility-sharing and to drive larger impact through collaborative effort. The strategy is cognisant of the challenges and of the evolving dynamics and is, indeed, timely as it allows UNHCR to build on the momentum of the potentially transformative impact of the Comprehensive Management Strategy¹ recently adopted by the Government of Pakistan². It also recognises the paradox that the very same refugees that are a source of resilience and of shared social identity, demonstrating solidarity by taking collective action for the protection and safety of the weakest and most vulnerable amongst them, can also be the source of perpetuating abuse, violence and neglect. Lastly, the strategy builds on the previous community services work of the operation, takes on board the past deliberations on urban outreach for Afghan refugees in Pakistan, benefits from the existing analysis, and learns from the lessons learned and good practice.

*In this strategy document, a **Refugee** refers to all UNHCR **Persons of Concern (PoC) of Afghan origin living in Pakistan** holding a valid identity document – i.e. a **Proof of Registration (PoR) card issued by the Government of Pakistan and/or an Asylum Seeker Certificate or a mandated Refugee Card issued by UNHCR**).*

1.2 EXTERNAL CONTEXT: A BRIEF OVERVIEW OF AFGHAN REFUGEES IN PAKISTAN

The Influx: Pakistan has hosted millions of Afghan refugees, for almost four decades, since the mass exodus from Afghanistan that began in 1978³.

Between the Soviet invasion of Afghanistan in 1979 and the present day, one in four Afghans has been a refugee and every fifth citizen of Afghanistan is a returnee⁴. In 1986, more than 6 million Afghans were refugees, over 5 million of them in Pakistan and Iran⁵. Another refugee influx began in summer 2000. It followed heavy fighting in northern Afghanistan and the widening effects of the worst drought to hit Afghanistan in 30 years. UNHCR estimated that more than 172,000 Afghans entered Pakistan in 2000⁶.

¹ This opportunity is presented by the adoption of the Government of Pakistan's *Comprehensive Policy on Repatriation and Management of Afghan Refugees*, approved on 7th February by the Federal Cabinet of Pakistan (source: Factsheet, February 2017, UNHCR Pakistan).

² A review of the CBP and Urban Outreach strategy might become necessary depending on the implementation and impact of the Government's Comprehensive Policy.

³ Pakistan has ranked as the top refugee hosting country worldwide for 22 years between 1978, and as second since 2014. Source: UN High Commissioner for Refugees (UNHCR), *Global Trends: Forced Displacement in 2015*, at: <http://www.unhcr.org/statistics/unhcrstats/576408cd7/unhcr-global-trends-2015.html>.

⁴ UNHCR, *Solutions Strategy for Afghan Refugees*, Regional Overview, p.8, 2014.

⁵ World Refugee Survey, 1986.

⁶ *Ibid.*

Legal & Policy Framework: Pakistan is not a signatory to the 1951 Convention relating to the Status of Refugees or its 1967 Protocol nor has it promulgated any specialized law for dealing with the issue of refugees⁷. However, the Government of Pakistan signed a Tripartite Agreement (“Agreement”) with the Government of Afghanistan and UNHCR on August 2, 2007, which was most recently renewed on July 19, 2016, reaffirming the commitment of all parties to the Agreement. The Solutions Strategy for Afghan Refugees (SSAR)⁸ remains the regional framework for identifying and implementing lasting solutions for the Afghan refugees in Pakistan. Additionally, in 2016, following two broad-based consultations with the leadership of major political parties, as well as several inter-ministerial meetings, on 7 February 2017, the Federal Cabinet of Pakistan approved the Comprehensive Policy on Voluntary Repatriation and Management of Afghan Nationals, with five key elements⁹. The Federal and Provincial Steering Committees comprised of representatives of relevant line Ministries have been established to oversee and monitor the implementation of the Comprehensive Policy and to deliberate and build consensus on a National Refugee Law.

Many of the following human rights instruments contain rights and obligations that have a bearing on the treatment of refugees in a Member State. In Pakistan’s case, the following instruments are key, as they are signed and ratified by the country:

- a) *The Convention Against Torture (CAT)*: The relevant Article for refugee protection under this convention is Article 3, which states that “No State Party shall expel, return (“refouler”) or extradite a person to another State where there are substantial grounds for believing that he would be in danger of being subjected to torture. For the purpose of determining whether there are such grounds, the competent authorities shall take into account all relevant considerations including, where applicable, the existence in the State concerned of a consistent pattern of gross, flagrant or mass violations of human rights.”¹⁰
- b) *The International Covenant on Civil and Political Rights*: The relevant part of this convention is Article 13 which states “An alien lawfully in the territory of a State Party to the present Covenant may be expelled there from only in pursuance of a decision reached in accordance with law and shall, except where compelling reasons of national security otherwise require, be allowed to submit the reasons against his expulsion and to have his case reviewed by, and be represented for the purpose before, the competent authority or a person or persons especially designated by the competent authority.”¹¹
- c) *Convention on the Rights of the Child (CRC)*: Article 22 of this Convention states that “States Parties shall take appropriate measures to ensure that a child who is seeking refugee status or who is considered a refugee in accordance with applicable international or domestic law and procedures shall, whether unaccompanied or accompanied by his or her parents or by any other person, receive appropriate protection and humanitarian assistance”.¹²

⁷ The subject of refugee management is regulated in Pakistan by a set of statutes, which were framed much before the Afghan Refugees arrived in the country. These are: The Foreigners Act, 1946, the Pakistan Citizenship Act, 1951 and the Naturalization Act, 1926.

⁸ The SSAR is a quadripartite consultative process between the governments of Afghanistan, Iran and Pakistan and UNHCR, endorsed by the international community at an international conference in Geneva in May 2012. The document is available at: <http://www.unhcr.org/afghanistan/solutions-strategy.pdf>.

⁹ The key elements include: (i) extension of the validity of POR cards for Afghan refugees and of the Tripartite Agreement until the end of 2017; (ii) implementation of a flexible visa regime for different categories of Afghans, based on their profiles and needs; (iii) adoption of the National Refugee Law; (iv) registration of undocumented Afghans contingent upon mutual accountability between the Governments of Afghanistan and Pakistan; and (v) regulated border management.

¹⁰ Article 2; the United Nations Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, 1984.

¹¹ Article 13; the International Covenant on Civil and Political Rights, 1966.

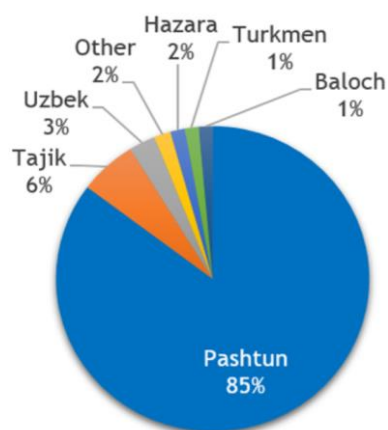
¹² Article 22, Convention on the Rights of the Child, 1989. In addition, other relevant articles of CRC are: Non-discrimination (Article 2); Best Interests of the Child (Article 3); Right to life, Survival and Development (Article 6); and Respect for the Views of the Child (Article 12).

- d) *International Humanitarian Law (IHL)*: Refugees are protected by IHL when they are in a State that is involved in an armed conflict. Refugees receive, besides the general protection afforded to civilians by IHL, special protection under the Fourth Geneva Convention and Additional Protocol-I. For instance, Article 44 of the Fourth Geneva Convention specifies that Detaining Powers should not treat as enemy alien refugees who do not, in fact, enjoy the protection of any government. Article 73 of Additional Protocol-I adds that refugees must be regarded as protected persons in all circumstances and without any adverse distinction¹³.
- e) *Universal Declaration of Human Rights (UDHR)*: Article 14, which states:
- Everyone has the right to seek and to enjoy in other countries asylum from persecution.
 - This right may not be invoked in the case of prosecutions genuinely arising from non-political crimes or from acts contrary to the purposes and principles of the United Nations.¹⁴

In addition to the above, other universal provisions in the Conventions also apply equally to the refugees.

Refugee Villages and Urban Informal Settlements: Afghan refugees were initially housed in refugee camps established by UNHCR throughout Pakistan's two western-most provinces, the Khyber Pakhtunkhwa (KP)¹⁵ and Baluchistan Provinces. Over the years, the camps evolved into Refugee Villages (RVs) that began to appear much like other villages in Pakistan. Many of the refugees carved out stable and predictable lives, at least compared to what they could expect in Afghanistan. Many found at least subsistence work in the local economy or rented land to cultivate. Some maintained a foothold in both countries by living in Pakistan while hiring tenant farmers to work on their agriculture land in Afghanistan¹⁶. Following the reduction/discontinuation of food rations in refugee camps in Pakistan in the mid-1990s, Afghan refugees increasingly moved to urban and semi-urban areas in search of economic opportunities and other essential services. Today, 68% of Afghan refugees live in urban/semi urban localities whereas 32% continue to live in 54 remaining Refugee Villages in which UNHCR continues to provide primary education and health care as well as water/sanitation services.

Ethnic Diversity: Most of the remaining 1,417,460¹⁷ Afghan refugees (PoR cardholders) in Pakistan are ethnic Pashtuns i.e. 85%, remaining 15% of the Afghan refugees are from other ethnic



Ethnicity	No. of Individuals	Ind %
Pashtun	1,208,352	85.2%
Tajik	84,173	5.9%
Uzbek	38,747	2.7%
Hazara	21,179	1.5%
Turkmen	20,255	1.4%
Baloch	20,236	1.4%
Other	24,518	1.7%
Total	1,417,460	100.0%

¹³ Source: <https://www.icrc.org/en/document/how-does-humanitarian-law-protect-refugees-and-internally-displaced-persons-0>.

¹⁴ Source: <http://www.un.org/en/universal-declaration-human-rights/>.

¹⁵ Formerly called North-West Frontier Province or NWFP.

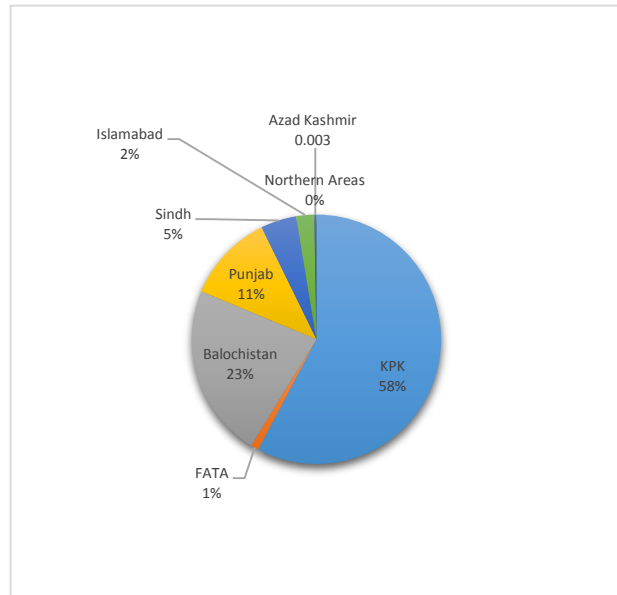
¹⁶ Hiram A. Ruiz, Afghanistan: Conflict and Displacement 1978 to 2001, Forced Migration Review 13, Refugee Studies Centre, June 2002, at: <http://www.fmreview.org/sites/fmr/files/FMRdownloads/en/FMRpdfs/FMR13/fmr13.3.pdf>.

¹⁷ Pakistan: Refugee Update – as of 31st March 2017, UNHCR Pakistan Office.

groups of Afghanistan, i.e. Tajik, Hazara, Uzbek, Baloch, Turkmen and others¹⁸.

Mass Return: The first mass UNHCR assisted voluntary repatriation to Afghanistan was from 2002-08, with 4.36 million Afghan refugees (PoR cardholders) returning from Pakistan, Iran and other countries¹⁹, soon after President Hamid Karzai's government was installed in Kabul. This return followed the United States led military operation against the Taliban and Al-Qaeda in Afghanistan and signing of Bonn-I²⁰. The second large UNHCR assisted voluntary repatriation was in 2016; 370,283 Afghan refugees were assisted by UNHCR to return to their country of origin from Pakistan²¹.

Current PoC Caseload and Location: Afghan refugees in Pakistan, currently number slightly more than 1.4 million, were issued Proof of Registration (PoR) cards during the countrywide registration in 2006-07 by the National Database and Registration Authority (NADRA) of the Government of Pakistan (GoP). The **PoR card is the primary tool of protection that provides the holders with temporary legal residence, including freedom of movement and freedom from prosecution under the Foreigners Act and safeguards them from refoulement but does not provide other entitlements.** The PoR cards have since been renewed a number of times; the current extension is until December 2017. The majority of Afghan PoR cardholders reside in KP²² (see table below).



¹⁸ *Ibid.*

¹⁹ Shelter Factsheet, February 2009, UNHCR (<http://www.unhcr.org/49ba2e9116.pdf>).

²⁰ The Bonn Agreement (officially the Agreement on Provisional Arrangements in Afghanistan Pending the Re-Establishment of Permanent Government Institutions) was the initial series of agreements and a plan for governing Afghanistan, passed on December 5, 2001, attended by 25 prominent Afghans under the auspices of United Nations. By inviting warlords capable enough to disrupt the state building process, a "big tent" strategy was enacted in order to incorporate, rather than alienate, these non-state actors in Afghan state centralization. It intended to re-create the State of Afghanistan, following the U.S. invasion of Afghanistan in response to the September 11, 2001, terrorist attacks. Since no nationally agreed-upon government had existed in Afghanistan since 1979, it was felt necessary to have a transition period before a permanent government was established. A nationally agreed-upon government would have required at least one *Loya Jirga* to be convened; however, in the absence of law and order in the wake of the rapid victory of American and Afghan Northern Alliance Forces, immediate steps were felt to be required. As a result, the Afghan Interim Authority (AIA) - made up of 30 members, headed by Hamid Karzai as its chairman - was inaugurated on 22 December 2001 with a six-month mandate to be followed by a two-year Transitional Authority' (TA), after which elections are to be held. One of the sections of the Bonn Agreement envisaged the establishment of the International Security Assistance Force (ISAF) Resolution 1386 of the United Nations Security Council subsequently establishes ISAF. Source: [https://en.wikipedia.org/wiki/Bonn_Agreement_\(Afghanistan\)](https://en.wikipedia.org/wiki/Bonn_Agreement_(Afghanistan)).

²¹ Factsheet, February 2017, UNHCR Pakistan.

²² Afghan National Registration (ANR) Database, April 2017.

Province	Outside RVs	RVs	Total Individuals	Ind. %
KPK	424,507	394,035	818,542	57.7
FATA	14,280	0	14,280	1.0
Baluchistan	268,060	51,153	319,213	22.5
Punjab	146,690	16,012	162,702	11.5
Sindh	65,482	0	65,482	4.6
Islamabad	33,326	0	33,326	2.4
Azad Kashmir	3,910	0	3,910	0.3
Northern Areas	5	0	5	0.0
Total	956,255	461,200	1,417,460	100

Demographic Profile: Today, seventy-four percent of Afghan refugees in Pakistan are second or third generation born in the country; adolescents and youth (15-24 years) constitute a formidable majority, 40.2%²³ of the demographic profile. They are the central lynchpin of CBP and the Outreach strategy.²⁴

Province	Total Population	15 to 24 Years of Age Population	% of 15 to 24 Years of Age in total Pop
Khyber Pakhtunkhwa	832,822	195,638	23.5%
Baluchistan	319,213	76,976	9.2%
Sindh	65,482	15,665	1.9%
Punjab	162,702	37,896	4.6%
Islamabad	33,326	7,865	0.9%
Pakistan Administered Kashmir	3,910	848	0.1%
Gilgit Baltistan	5	0	0.0%
Total	1,417,460	334,888	40.2%

1.3 INTERNAL CONTEXT

a) A Background to Transition in Strategic Direction of UNHCR's Operations in Pakistan²⁵:

In 2016, UNHCR Pakistan decided to transition the strategic direction of its protection work in the country, by responsibly disengaging from the Individual Case Management (RSD/RST) to increased enhanced registration, Community Based Protection and Urban Outreach. This decision was informed by stocktaking of the protection impact of the individual case approach, wherein the vast majority of resources, both human and monetary, were being expended on a very small percentage of Afghan refugees.

²³ Afghan National Registration (ANR) Database, April, 2017.

²⁴ In addition to the PoR cardholders, UNHCR Pakistan also provides protection and assistance to 3,791 Afghan mandate refugees and 2,790 Afghan asylum-seekers who may also benefit from CBP work.

²⁵ This section is drawn from the report of a UNHCR Geneva's multifunctional mission to Pakistan Operation from 26th April – 7th May 2016 (unpublished internal document).

The focus of urban outreach and community engagement, under this strategy, will be, in particular, on more *efficient identification and referrals of persons with specific protection needs* so as to ensure their protection needs are addressed and their situation is stabilized. UNHCR will seek to strengthen its role in coordinating referral mechanisms to-and-from NGOs/UN agencies and will further advocate for the inclusion of Afghans into existing public-sector services. The country operation has, thus, decided to invest resources, moving forward, in (i) strengthened registration and documentation of Afghans in need of international protection; (ii) improved referrals of individual cases requiring protection interventions to partners and service-providers; and (iii) provision of greater capacity, collaboration and oversight of protection activities²⁶.

“When refugees take up residence in an urban area [...] UNHCR's primary objective will be to preserve and expand the amount of protection space available to them and to the humanitarian organizations that are providing such refugees with access to protection, solutions and assistance.” – UNHCR Policy on Refugee Protection and Solutions in Urban Areas, 2009.

UNHCR acknowledges that the disengagement from RSD/RST and shift towards urban outreach and community-based protection is a substantial shift in its protection strategy and will require ongoing discussion and dialogue between UNHCR and its partners. While some changes may be implemented immediately by the operation, *many are longer term* in nature and will require a gradual implementation, over a period of months, if not years²⁷.

Following the above decision, UNHCR Pakistan developed a *communication strategy and widely disseminated information* in July 2016 to the refugee communities and to all its stakeholders including the resettlement States as well as to its implementing and operational partners in country, regarding its responsible and gradual disengagement from RSD/RST and shift to the new strategic direction of its operations from 2017 onwards²⁸.

Further, it is recognized that it will take time to change the mind set of partners and of the refugees from UNHCR being seen as mainly engaged in RSD/RST to UNHCR being considered *as a key player in coordinating, leading and advocating for protection interventions, access to services and inclusion in national systems*, aimed at supporting larger numbers of Afghan refugees within Pakistan.

b) Building on earlier UNHCR and GoP's work under CBP and Urban Outreach – A Baseline²⁹:

In December 2014, CCAR³⁰ and UNHCR began a process to strengthen their understanding and knowledge about the Afghan refugees living in urban areas and the services available to them.

²⁶ UNHCR Geneva Multifunctional Mission Report to Pakistan Operation, unpublished internal document, 26th April – 7th May 2016.

²⁷ *Ibid.*

²⁸ *Ibid.*

²⁹ This section is drawn on internal unpublished documents of CCAR and UNHCR including a Mapping of Urban Refugee Clusters - Initial Summary Analysis, 15th February 2015, Minutes of the Joint C/CAR-UNHCR Urban Refugee Strategy Workshop, 27 December 2015 Conference Room, CAR KP office Peshawar, and a draft note on Urban Outreach Initiative, November 2015.

³⁰ The Commissionerate for Afghan Refugees (CAR), the dedicated entity for Afghan refugees within the Government of Pakistan, is also responsible for advocacy with provincial/district/local authorities on issues faced by urban refugees and to coordinate the required response activities, including matters related to their protection and access to basic services.

It was acknowledged that the service providers do not always accept refugees as their clients for different reasons. It was identified that amongst the larger group of more vulnerable, poorer and marginalized refugees inhabiting slums in urban centres, *significant challenges remain in the form of access to minimum basic services (potable water, sanitation, adequate shelter, health and education) and fleeting, ill-paid and often exploitative livelihood opportunities.*

These refugees face the most serious protection risks, are exposed to human rights violations and often resort to negative coping mechanisms such as reliance on hazardous child labour, forced and early marriage, non-enrolment of children in school or early drop-out. There was a commitment to have an Outreach policy to address refugee populations as well as service providers and connect both sides to ensure that refugees have effective access to basic services and that vulnerable refugees (both individuals and certain social groups at risk) are identified and referred for an appropriate response³¹.

Accordingly, UNHCR conducted a mapping in December 2014 and January 2015, in close collaboration with the Commissionerate of Afghan Refugees (CAR) offices in each province, involving other partners too. The mapping focused on urban locations throughout the country where significant numbers of Afghan refugee populations were residing at that time in order to identify issues affecting these populations, existing community structures, services available to Afghan refugees as well as the presence of security structures and protection space³².

The purpose of the above mapping was to support the Government of Pakistan in its effort to devise a comprehensive strategy which would have allowed CCARs and UNHCR to effectively respond to the multi-dimensional protection and assistance needs of urban refugees (which represent 70% of the overall Afghan refugee population in Pakistan). However, this process did not continue beyond the mapping exercise and a consultation workshop.

Information on the urban locations in which refugees are living, as well as estimates of unregistered Afghan migrants in these locations were collected together with issues in thematic areas such as security, protection, community structures, health, education, legal assistance, livelihoods and water, sanitation and hygiene (WASH). *The findings demonstrated that in the majority of the urban districts where Afghan refugees are living, there were either none or rather rudimentary and often ad-hoc community structures*³³. Moreover, *the level of awareness and understanding amongst the refugees of the full range of services and activities of UNHCR and its partners available for the refugees (i.e. assistance, protection, solutions) varied considerably.* The most effective communication channels were found to be helpline and outreach visits to inform the communities about the services and activities of UNHCR. Most refugees were informed about the Advice and Legal Aid Centres (ALAC) that provide assistance in cases of detention and arrest as well as community legal information sessions. The findings highlighted that it remains difficult to communicate directly with women as most community committees were exclusively run and led by men.

Clusters/settlements with the largest urban populations (>10,000 refugees) were found concentrated

³¹ UNHCR, Urban Outreach Initiative, November 2015 (an internal unpublished document).

³² UNHCR uses the notion of 'protection space' to indicate the extent to which a conducive environment exists for the rights and needs of refugees to be met, including the circumstances in which UNHCR and its partners are able to work. Some indicators that are used for assessment include, for instance, the extent to which refugees are threatened by *refoulement*, eviction, arbitrary detention, deportation, harassment, extortion by security services/other actors; have access to livelihoods; enjoy freedom of movement/association/expression and protection of their family unity; are able to gain legal and secure residency rights etc., see UNHCR Policy on Refugee Protection and Solutions in Urban Areas, September 2009, available at <http://www.unhcr.org/cgi-bin/texis/vtx/search?page=search&docid=4ab356ab6&query=urban%20refugees>.

³³ Mapping of Urban Refugee Clusters - Initial Summary Analysis, 2015 (an internal unpublished document of UNHCR and CAR). The full information collected is available on the following website: <http://urbanrefugees.datanirvana.org>.

in the following fourteen locations (comprising 80% of all urban refugee population at the time)³⁴:

Location (District / Province)	POR Card Holders
Peshawar	314,922
Nowshera	85,312
Haripur	79,622
Kohat	68,025
Swabi	50,043
Mansehra	40,539
KP	638,463
Quetta	186,238
Pishin	53,237
Baluchistan	239,475
Karachi	65,171
Sindh	65,171
Rawalpindi & Islamabad	66,808
Attock	38,366
Mianwali	30,264
Chakwal	22,398
Lahore	9,764
Punjab and Islamabad	167,600

In the process of developing the Urban Outreach Initiative in late 2014/early 2015, UNHCR identified the following *key and intertwined issues and challenges* of working with Afghan refugees in urban contexts with a community based protection and outreach approach:

Key Issues and Challenges of Working with Afghan Refugees in Urban Context

- *Outreach to urban refugees is much more complex and time/labour intensive than operating in camps/local settlements;*
- *Widely dispersed refugee population over vast geographical areas;*
- *Lack of resources/services for urban refugees at all levels;*
- *Narrow protection space and security constraints hampering access to refugee population;*
- *Limited staffing capacity to engage in urban refugee outreach; and*
- *Funding shortfalls within UNHCR.*

As a proposed *way forward*, the following actions were identified at the time to be pursued:

- Activities targeting urban refugees will continue³⁵ to ensure that all refugees living in urban areas can benefit from available protection space, humanitarian assistance and access to available (public) services without discrimination and further community development towards greater self-reliance;
- The mapping of service providers/partners will be updated regularly by all field offices in coordination with partners;

³⁴ Mapping of Urban Refugee Clusters - Initial Summary Analysis, 2015 (an internal unpublished document of UNHCR and CAR). The full information collected is available on the following website: <http://urbanrefugees.datanirvana.org>.

³⁵ UNHCR Pakistan's 2015-2017 Protection Strategy.

- Referral mechanisms for urban communities will be improved/expanded; UNHCR will engage partners and service providers in the identification and referral of persons with specific protection needs³⁶;
- Through the establishment of new refugee committee (representative) structures in urban centres, UNHCR will promote self-management and empower urban refugee communities while identifying needs and community initiatives that could be supported and referrals for protection services;
- Stronger linkages with RAHA³⁷ projects will be made and ideas for new RAHA projects will be developed based on mapping and Participatory Assessments (PA); and
- New innovative community communication channels will be explored especially for refugee children, youth and women (who are often confined to the house) such as SMS campaigns, a webpage/social network for refugees, videos, mass information through mosques, schools, lady health workers etc. to increase awareness of available services.

Findings of Mapping of Urban Refugee Cluster

- *There is a lack of awareness of human rights, particularly amongst women;*
- *Only limited support with sporadic referral mechanisms are currently available for SGBV survivors, which coupled with the risk to be ostracized by their community, results in significant underreporting of cases;*
- *Access to governmental child protection institutes is often restricted due to the children's refugee status;*
- *Hearing aids, wheelchairs and other equipment to support the disabled are generally unavailable to these communities; and*
- *Community projects run by organizations based in the communities themselves where highlighted as best practice, e.g. specific programmes for youth and adolescents.*

(Source: Assessment of Urban Refugee Clusters - Initial Summary Analysis, 15th February 2015)

The 2017-19 CBP and Urban Outreach Strategy is anchored in the earlier initiatives on community-based protection and outreach, described above, as well in the Pakistan operation's Multi-Year Protection Strategy (2015-17), and in the UNHCR global Child Protection Framework and policy on Alternatives to Camps.

1.4 GEOGRAPHIC AREAS OF CBP STRATEGY

The geographical focus of CBP and Urban Outreach strategy in the first year will be on clusters of the most vulnerable settlements (with physical proximity) in the urban and semi-urban districts, which have the highest concentration of Afghan refugees and demonstrate the lowest return rate (to

³⁶ See UNHCR Pakistan's Protection Referral Form, online available at: <http://unhcrpk.org/contact-us/>

³⁷ The Refugee Affected and Hosting Areas (RAHA) programme of UNHCR Pakistan is a principal vehicle for provision of humanitarian and development assistance to both Afghan refugees and their Pakistani host communities. It enables improved access to quality services and opportunities for all. RAHA protects the development outcomes of the refugee host communities, promotes resilience, peaceful co-existence and social cohesion, and ensures that no one is left behind, including those most vulnerable (i.e. the poorest individuals, youth, etc.).

Afghanistan). Refugee villages (RVs) will also be included³⁸. Initially, 1-2 districts in each of the three main areas of responsibilities of UNHCR's operation in Pakistan i.e. the province of Khyber Pakhtunkhwa (KP), Baluchistan, and Punjab including the Islamabad Capital Territory (ICT) will be selected. The following districts are selected to roll out priority actions of this strategy in 2017. This list will be reviewed and updated in 2018.

- **Khyber Pakhtunkhwa (KPK):** three informal urban settlements in Peshawar district (i.e. Tajabad, Danishabad/Board Bazar, Haji camp); one informal urban settlement (city centre) and one RV in Nowshera district;
- **Baluchistan:** five informal urban settlements in Quetta city (i.e. Hazara Town, Pashtunabad, Mariyabad, Goshabad, Kushlaag);
- **Punjab:** two informal urban settlements in Rawalpindi district (Sadiqabad and Khyaban-e-Sir Syed); and
- **Islamabad Capital Territory (ICT):** one informal urban settlement (sector I-12).

Criteria for Selection of Urban Communities for CBP & Outreach

Work

- i) *Number of refugees*
- ii) *Pattern of known SGBV cases*
- iii) *Pattern & nature of child abuse and violence cases (high-risk labour, early marriage)*
- iv) *Percentage of children (girls/boys) in school*
- v) *Reputation/record for engagement in activities in conflict with the law*
- vi) *Number of reported cases of illegal detention and arrests*
- vii) *Cluster of refugee communities with close physical proximity to reduce logistical costs & achieve increased efficiency*
- viii) *Accessibility (physical distance & security) to ensure UNHCR/partners close oversight, support, and follow up.*

1.5 GUIDING PRINCIPLES

Engagement and Responsibility of Host Government

Collaboration and a firm partnership with CCAR for CBP and urban outreach work is a prerequisite to ensuring sustainability of the new strategic direction of UNHCR operation in Pakistan. CCAR's advocacy will play a key role in the joint initiatives aimed at mainstreaming Afghan refugees needs in government policy and planning, particularly in social sectors and, likewise, in the relevant Protection policies and initiatives (e.g. Child Protection, Women Protection, etc.). Direct links between CBP mechanisms of Afghan refugee communities and the state's protection structures will help build the foundation for achieving sustainable results, moving forward.

Age, Gender and Diversity Mainstreaming (AGDM)

Issues of exclusion, including gender, physical disability and social status, are often major barriers to effective operations of CBP, limiting their protection scope and effectiveness. Hence, the Age, Gender

³⁸An assessment and selection Tool is developed to ensure harmonisation in criteria applied for the selection of most vulnerable communities of PoC (see Annex 1).

and Diversity Mainstreaming (AGDM) will be at the heart of all the work under CBP and Outreach strategy. This approach recognizes that the different groups within any refugee population have varying interests, needs, capacities and vulnerabilities; and seeks to ensure that these are taken into full account in the design of UNHCR's programme. It will assist to map and respond to the specific situation of refugee groups such as women, children, older persons, persons with disabilities, unaccompanied and separated minors, as well as ethnic minorities³⁹.

Refugee Community's Participation and Empowerment

CBP will target empowerment of refugee communities by enabling their genuine participation and influence in decisions and actions that affect their lives. Equally important will be the behaviour, and mind set of all stakeholders and of the staff who will be the critical interface between the refugee communities and the organisation. By directly working with communities, refugees will be capacitated and empowered to reflect upon, express and analyse the realities that they face; plan and prioritise actions to address their protection and assistance needs; and participate in the monitoring and reporting of all interventions and their results. This inclusive and participatory methodology aims to place all community members at the centre of CBP mechanisms and their processes, so that all individuals and social groups can benefit equally.

Accountability to Affected Population (AAP)⁴⁰

Integral to the CBP approach is the notion of accountability at two levels – i.e. accountability of decisions and actions taken by the refugee community leaders as well as by UNHCR and its partners that have a direct bearing on protection and welfare of Afghan refugees. This dual accountability will be achieved through provision of safe and confidential channels and a space made available to the refugees to provide their feedback. Equally, safe mechanisms will be a prerequisite to ensuring effective complaints/grievance redressal (i.e. receiving complaints and initiating corrective action to avail services more effectively) and to facilitate communication back to the aggrieved communities and/or individuals.

Existing refugees *feedback, complaints and grievance mechanisms* will be used and further strengthened as needed, particularly for reporting back to the communities/individuals on the remedial actions taken. Tools may include existing telephone helpline or SMS services, complaints/feedback boxes placed at various points within the communities, etc. Confidentiality of the feedback loop and of grievance redressal will be paramount to ensure the accountability mechanisms retain the trust of refugees.

Social Audit⁴¹, a tool that facilitates feedback from groups, will also be used to receive feedback and recommendations of PoC to improve the performance of CBP structures and mechanisms.

³⁹ UNHCR, Policy on Refugee Protection and Solutions in Urban Areas, p. 7, September 2009.

⁴⁰ It refers to a set of principles and actions that will enable refugees, who our work seeks to assist and protect to hold us and our partners including the service providers, to account, and be empowered to demand an explanation for our decisions and actions affecting their lives (or lack thereof).

⁴¹ It is an act wherein the community members are trained as social auditors to verify results and impact of a humanitarian or development intervention and strengthens the accountability and transparency of decision-making about and implementation of the programme. It also facilitates a review of the implementation strategies for increasing the effectiveness in the service delivery and provides key policy level interventions. Social Audits have tremendous potential in empowering communities. This allows organisations (and governments) to incorporate the perceptions and knowledge of the beneficiaries in interventions, involving them in the task of verification and bringing about much greater ownership and acceptability. The beneficiaries gain more awareness about their rights and entitlements through their participation in the monitoring and evaluation of the programme.

The *Do No Harm (DNH)* principle helps heighten the awareness of UNHCR and partner staff of the dynamics of intergroup relations and any latent (or acute) conflicts in the communities. This awareness is critical in building relationships with the community members to ensure that assistance or protection services do not, inadvertently, exacerbate the conflict or cause further divisions within the communities. It will also assist refugees to disengage from the violence that surrounds them by neutralising dividers and supporting connections between conflict parties, leading to de-escalation of the conflict. And, lastly, it enables communities to begin to develop alternative systems for addressing the root causes/problems that underlie the conflict.

Child Protection (CP)

The five guiding principles of Convention on the Rights of the Child (CRC), which are the basis of the Child Protection Framework of UNHCR⁴², will underpin CBP work. Namely:

- Non-discrimination (Article 2);
- Best interests of the child (Article 3);
- Right to life, survival and development (Article 6);
- Respect for the views of the child (Article 12); and
- Protection and rights of the refugee children (Article 22).

The Framework for the Protection of Children broadens UNHCR's engagement in the protection of children. It is also an institutional expression of a renewed commitment to the protection of children. The Framework articulates six goals that encapsulate UNHCR's commitment to protect and help children to realize their rights and offers practical guidance on how to achieve them. These six goals centre on children's safety, participation and capacities as well as on their access to legal documentation, child-friendly procedures, support adapted to their specific needs and durable solutions. These goals will also guide any engagement with Afghan refugee children under the CBP and Outreach framework:

- i) Girls and boys are **safe** where they live, learn and play;
- ii) Children's **participation and capacity** are integral to their protection;
- iii) Girls and boys have **access** to child-friendly procedures;
- iv) Girls and boys obtain **legal documentation**;
- v) Girls and boys with **specific needs** receive targeted support;
- vi) Girls and boys **achieve durable solutions** in their best interests.

Increasing access to national child protection systems underpins the above six goals, which will also guide UNHCR's work in Pakistan under the CBP approach.

⁴² A Framework for the Protection of Children was introduced by UNHCR in 2012. Over 300 refugee boys and girls of different ages, including children with disabilities in Kenya, Nepal, India, and Jordan, shared their thoughts and ideas on protection risks and solutions in the development of this Framework. It provides guiding principles and approaches to practitioners working on refugee children protection issues. It emphasizes importance of having right skills and capacity within UNHCR operations and of partnerships to bring meaningful change in protection of refugee children. Lastly, it provides a useful three-step process for developing child protection programmes. See more at <http://www.unhcr.org/protection/children/50f6cf0b9/framework-protection-children.html?query=child%20protection%202012>.

PART TWO

THE CBP AND OUTREACH STRATEGY AND FRAMEWORK

2.1 OVERALL GOAL

Afghan refugees living in Pakistan are empowered and their resilient capacity is strengthened, enabling them to minimize their exposure to protection risks and improving their overall protection environment, with a special focus on most vulnerable among them.

The achievement of the above overall goal of the strategy will be anchored into Community Based Protection networks, which this strategy aims to set up at grassroots level in refugees' communities. For the purposes of this strategy, a CBP network is a group of refugees at grassroots level who will work in a sustained, cohesive and coordinated manner for protection of the weakest and most vulnerable individuals and social groups of their communities (often children, women, religious minorities, disabled, elderly and differently-abled persons), from all forms of violence and abuse, and in all settings. A key investment in achieving the overall goal will be to empower the refugees by strengthening their resilience and supporting them to establish and maintain effective community-based networks for their own protection.

Community Based Protection networks are most effective when they have outreach and referral capacity and contribute to the formal systems of protection already in existence. Hence, the strategy aims to foster linkages of the community based protection networks with the formal structures set up by the government at provincial and district level, e.g. for the protection of children, women, differently abled persons, and elderly.

2.2 SPECIFIC OBJECTIVES, APPROACH AND PRIORITY ACTIONS

2.2.1 OBJECTIVE ONE

Developing Organisational, Partners and Afghan Refugees Capacities in Community Based Protection and Outreach

A key objective and a foundational priority in year one and two of this strategy is to build CBP and Urban Outreach skills, knowledge and behaviours of staff of UNHCR, its Non-Governmental Organisation (NGO) partners and government counterparts (particularly Community Development Unit and Urban Outreach Teams of Commissionerate of Afghan Refugees in provinces, provincial Bureaus of Child Protection and Welfare, and provincial Departments of Social Welfare). In addition, specific interventions will be designed and implemented for building capacity of Afghan refugees, with special focus on promoting genuine engagement with youth, children, women, and persons with special needs (PWSNs) and to support them to grow in leadership roles within their communities and effectively contribute in decision-making on matters effecting their protection. Afghan refugee female and male youths and adults will be engaged with, trained and empowered to take up two specific roles within their communities:

- In the first and second year, as the Outreach Volunteers (OVs) network is set and scaled up, and they are trained in their role, OVs will build awareness in their community about the services and assistance UNHCR and its partners provide to the registered refugees. OVs will also facilitate access of refugees living in their communities to UNHCR, its partners and other service providers, in line with the guidelines that will be developed and introduced by UNHCR and OVs will be trained in to these. However, OVs will not make referral directly to UNHCR, but instead this will be done by the OV Supervisors (staff of UNHCR or its IP) in order to create a buffer between the OV and UNHCR assistance);

- In the second and third year, a Change Makers (CMs) network will be established in the same communities where the OV network is established to complement OVs' work. CMs' activities will focus on championing behaviour change within their communities through grassroots advocacy and campaigning activities (e.g. by organising interactive theatre, holding community dialogue and drawing competitions on protection issues of concern to children), enlisting support of religious clerics and community leaders to create awareness of the negative coping mechanisms that put certain groups of persons of concern at risk, creating awareness of negative social behaviours that result into abuse and violence against women and about negative coping mechanisms. Change Makers will be supported with communication messages by UNHCR and its partners to run grassroots behaviour change campaigns.

This objective will help create a pool of well-trained staff, partners, official stakeholders and refugees, sensitised and equipped with knowledge, skills and tools that will, over time, assist to improve the protection environment as well as quality of response to Afghan refugees.

Implementation Approach of Objective One:

The key approach for capacity development will be structured modular trainings and application of learning into practice after each national training cycle.

a) National Trainings through Training of Trainers (ToT):

In the first year of this strategy, a series of ToTs will be conducted with the specific objective of building knowledge, skills and behaviours targeting senior national practitioners designated to take forward CBP and Urban Outreach work. A cohort of practitioners will be selected from UNHCR⁴³ and its partners (NGOs and official stakeholders) from across the country to participate in all ToTs to ensure continuity in learning and its application.

b) Hands on Application of Learning:

At the end of each training, participants will be required to plan actions specific to the priorities of CBP and Outreach work as approved in the annual Country Operation Plan (COP), and produce measurable outputs before coming back for the next round of the training. This will allow them to apply their learning in real-time. They will be supported through mentoring and coaching provided by the members of CBP team based at the Country Office Islamabad of UNHCR Pakistan.

c) Lead Trainers and Resource Persons

The CBP team of UNHCR Pakistan at COI will lead the development of Modules as well as planning and execution of the national ToTs⁴⁴. They will provide post-training backstopping and mentoring to participants for effective transfer of CBP knowledge and skills into practice. They will also provide technical guidance to the participants of national ToTs with planning and delivery of trainings at sub-national level, as the number of geographical areas will be incrementally increased each year to expand the scope of CBP and Outreach's implementation within UNHCR's operations in Pakistan.

d) Guiding Principles and Learning Methods:

The basic principles of adult experiential learning will underpin the learning environment of ToTs. This will include, but will not be limited to, acknowledging and building on existing knowledge base and respecting diversity of experiences and perspectives of the participants. Interactive training methods such as simulations, case studies and role-plays will help to deepen the understanding of CBP concepts and will facilitate hands-on learning through application of the new tools. Lastly, self-learning will be promoted and participants will be invited to share their personal experiences relevant to the different

⁴³ Trainings will be open to staff from CBP, Education, Health, Livelihoods, Field, Legal Protection, Resettlement, Enhanced Registration and Programme.

⁴⁴ The team is set up and led by a senior expert seconded by the Government of Switzerland.

Modules to contribute in the learning of all participants of these trainings.

Learning will be further augmented by providing post-training support; chiefly through: creating an online hub for sharing of experiences among the participants, a periodic retreat of CBP core staff of UNHCR for cross-learning; mentoring and coaching of participants during application of new skills and knowledge; exchange visits of Outreach Volunteers; fostering linkages and building a network of CBP professionals (e.g. setting up a Community of Practice of organisations working on CBP and refugee outreach in Pakistan to share experiences and to build a central repository of relevant resources).

CBP team of COI will actively solicit feedback

from a consultative group of participants on relevance, user-friendliness, and cultural sensitivity of the contents of the Modules. Relevant parts of the Modules will also be translated as needed in refugees' languages. Final Modules in English will be published and disseminated within/outside UNHCR (chiefly to NGOs and relevant government stakeholders working on refugee protection issues).

2.2.2 OBJECTIVE TWO

Building Efficient and Effective Community-based Outreach and Referral Pathways

An important cornerstone of the CBP strategy is to establish effective and efficient referral and outreach pathways by setting up a community-based network of female/male Outreach Volunteers (OVs). OVs will also be the main referral point for provision of information and guidance to other refugees on services and assistance provided by UNHCR, its partners and other service providers and to facilitate, where needed, refugees access to service providers. At the same time, OV supervisors (who will be UNHCR/IPs staff) will share information about the extremely vulnerable cases identified through the CBP process with the UNHCR ISF teams⁴⁵, for their independent assessment and review of the cases to ascertain if they have international protection needs. Implementation on this priority action will commence in year one of this strategy.

Desired Criteria for Participants of National TOTs

- 1) Core CBP staff of UNHCR & partner organisations with **planning, oversight & technical backstopping** responsibility for promoting CBP & urban outreach work in their operation*
- 2) Effective community facilitator, skilled at management of group dynamics, time management, hands-on application of principles of adult learning*
- 3) Fluent speaker of English and Urdu, in addition to refugees' languages (i.e. Pashtu and Dari)*
- 4) Hands-on experience of Community Based Protection, Community Mobilisation, Community Services, Community Driven Interventions, or Child Protection*
- 5) Skilled at giving feedback on the relevance of the subjects covered in the trainings*
- 6) Self and organisational commitment to attend all the national trainings and a personal commitment to the application of the learning through plans developed at the end of each training*
- 7) Ability to cascade down ToTs, to other staff and partners, based on needs specific to their CBP plans and to provide mentoring to staff and partners.*

⁴⁵ ISF refers to Initial Screening Form, the process of registering Afghans in who approach UNHCR with claims of need for international protection.

Implementation Approach of Objective Two:

Following six specific actions will assist with operationalising objective two into an action:

a) Outreach Volunteers (OVs):

From each of the Afghan refugee communities where the CBP strategy is rolled out, teams of female and male refugees will be selected as Outreach Volunteers (holding a valid POR card or either an Asylum certificate or a Refugee Card issued by UNHCR). All efforts must be made to select persons already providing a similar role in their community. They will be inducted in their role in line with their Terms of Reference and will be provided a series of trainings to build their capacity.

It is recognised that the low literacy and numeracy rate among Afghan female refugees,⁴⁶ and the cultural barriers restricting their mobility, will make it challenging to have an adequate number of female OVs in all communities, proportionate to the number of families residing in a given community. However, given the conservative cultural context, it is crucial to have the presence of female

OVs in the communities to provide necessary information and counselling to all female refugee population, including those at risk of SGBV and to its survivors.

The above point is also relevant to persons with disabilities (PWD). Although the inclusion of OVs with disabilities is extremely valuable, potential restrictions of mobility will likely pose a challenge, and can limit a person's ability to fulfil OV duties. To overcome these challenges, UNHCR and its partners will sensitise the communities on issues affecting persons with disabilities (such as isolation, discrimination, etc.). Further, it will advocate that communities designate PWD as focal persons to represent others with disabilities in their community vis-à-vis the OVs.

Before engaging in any community-based activities, UNHCR/partners will organise trainings for OVs to understand the scope and Do's and Don'ts of their role, sign their Code of Conduct and pledge to maintain confidentiality, and be integrated into a functioning supervision and reporting structure.

- i) An OVs Code of Conduct (CoC) will be developed and each OV will be required to sign it. OVs will pledge to guide their conduct and behaviour according to the CoC;

Mandate / Scope of Role of OVs

A host of protection functions will be performed by the OVs, including:

- *Maintaining information booths at central locations (schools, mosques, health facilities, community centre) and running mass communication campaigns on protection services available to POC*
- *Identification of persons with specific protection needs*
- *Provision of basic counselling*
- *Protection monitoring*
- *Facilitating access of refugees to UNHCR/partners and to external protection service providers*
- *Maintaining community-based confidential mechanism of receiving refugees' feedback on service providers and feedback to UNHCR/partners.*

⁴⁶ Efforts will be made to liaise and coordinate with on-going initiatives of government and other stakeholders, where available, to enrol young Afghan women refugees in accelerated literacy and numeracy courses run by NGOs, to ensure an adequate pool of women ROVs are available in each community in future. It is an investment that will remain valuable as/when they return to Afghanistan.

- ii) Criteria for selection of OV's will include age between 20-40 years, good reputation in/outside the community (e.g. non-controversial profile and acceptance by all groups in the community), past track record of community work, personal interest and commitment to the role, and availability;
- iii) Wider communities of refugees will be engaged and their support will be mobilised⁴⁷ to select individuals for this role who will enjoy the trust and confidence of families and individuals living in an OV's community. Efforts will be made to also select former youth graduates of the DAFI programme as OV's; they will be able to bring education, skill and linkages with outside world which will be beneficial in this role;
- iv) Each team of a female & male OV will cover a certain number of refugee families in their catchment neighbourhood; the size of refugee population to be covered by one team of male/female OV's will be rationalised and determined by the geographical spread of families and social dynamics within the community;
- v) OV's will receive training in confidentiality, effective communication, basic counselling, community facilitation, reporting, Do No Harm and AGDM principles, home visits, community-based protection monitoring, etc.;
- vi) While OV's will not receive any payment in cash or gifts or any other form of compensation for their service, they may seek financial assistance, where there might be an existing community pool fund⁴⁸, to facilitate access of a refugee to service provider (i.e. to cover costs associated with transport and/or the service itself). This will require approval of the respective community *Shura* leadership, particularly since the funds will be spent on an individual, and not on a communal cause. OV's will be bound by their pledge to maintain full confidentiality and not disclose information regarding either the identity of the individual case or of the nature of the case to the *Shura* leadership when requesting financial assistance from the community pool. However, OV's will be required to disclose this information to their supervisor (a staff of UNHCR or its IP).

It is recognised that introducing and ensuring effective implementation of OV's model for Afghan refugees in Pakistan will likely experience challenges at three levels:

- First, most Afghan refugees live in conditions of relative poverty with irregular income sources. Young OV's will likely not have adequate time (running information campaigns, providing basic counselling sessions, making home visits, accompanying individual cases if/when required to the external service providers) and/or financial means (to cover costs related with communication, transport, etc.) to discharge their duties properly. Hence, it will be difficult to motivate them to provide voluntary services on long-term basis. This will be even more challenging as in RV's Community Workers, who are responsible for maintenance of UNHCR funded services, are paid a monthly remuneration. Accordingly, efforts will be made to target persons who are not the primary bread earners of the family. However, in order to build and maintain motivation and retention of OV's, they will be provided non-monetary assistance and in-kind incentives. These could include mobile phone credit cards, transport to facilitate their role-related mobility (e.g. through contracted taxi service providers in the locality preferably run by refugees from within the same/nearby settlement), a laminated card issued by UNHCR establishing their designation as an OV, and lastly, they will be formally introduced to the external service providers so that cases referred by them are honoured;
- Second, female OV's will likely face multiple level restrictions on their mobility (e.g. to accompany an individual female case to an external service provider), to make home visits to

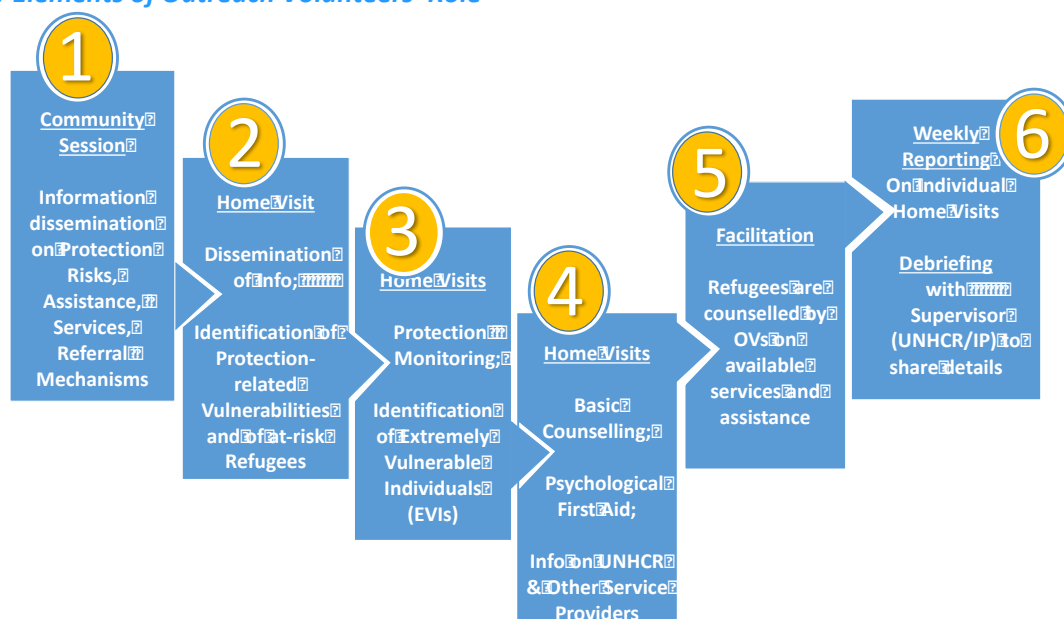
⁴⁷ See Annex 3 for a Guidance Note on Process for selection of ROV's.

⁴⁸ In some communities of Afghan refugees, the community council of the elders, known as *Shura*, pool funds from the community members to be used often on common public goods and services (e.g. to pay a local teacher's salary, to repair a hand pump, etc.).

extremely vulnerable cases to provide counselling, and to build trusted contacts with the external service providers (perceived strangers to the family and community). To resolve this challenge, UNHCR and partners will negotiate with the concerned refugee communities to appoint elderly and trusted women as volunteers to chaperone younger women OV. Chaperones will be sensitised to maintain confidentiality of the identity of the cases. However, they will not be privy to the meetings between individual cases and the OVs⁴⁹; and

- Third, for nearly 40 years, Afghan refugees, particularly those living in the urban context, have lived and managed their situation without formally organised community based support structures. It is envisaged that it will take time to build trust and win confidence of everyone in the value of engaging with the community mechanisms, such as the cadre of OVs, and to seek counselling on their protection solutions and services.

b) Key Elements of Outreach Volunteers' Role



i) Information Dissemination and Creating Awareness

UNHCR, directly and/or through its partners (NGOs and government stakeholders) will develop an OV Information Pack and messages developed and authorised by UNHCR will be disseminated by OVs to refugees in their respective communities. The first OV Information Pack will be about OVs and their role. This Info Pack will include information like: OV's role (scope, Do's/Don'ts, incentives, basic ethics and principles), purpose of introducing OVs network in Afghan refugee communities, the selection procedure and criteria for becoming an OV, and their supervisor/mentoring and reporting structure. The aim of this Info Pack will be to ensure all refugees living in a community where OVs are selected are fully informed of their role and purpose. UNHCR/partners will sit in community large gatherings where OVs will initially disseminate this information. In addition, OVs will provide information to communities about the ways to regularize an Afghan person's stay in Pakistan, not only through the ISF process but also, for example, for getting visas and by registering with the Pakistani authorities.

⁴⁹ Confidentiality is a delicate issue to be addressed in working with refugees. Local CBP teams of UNHCR and of its partners will find ways to ensure it and sanction any breach of the principle of confidentiality, in consultation and consent of the community leadership.

Over time, an OV generic Information Pack, in the form of a set of Frequently Asked Questions (FAQs) and other related materials will be developed (or existing FAQs sets will be adapted)⁵⁰ on various topics and will equip OVs with adequate information to respond to refugees' queries as well as hold proactively information dissemination sessions within their communities, such as on: (i) rights and entitlements of Afghan refugees living in Pakistan, (ii) mandate of UNHCR and role of official stakeholders of government of Pakistan and of UNHCR/Partners and how to reach them, (iii) referral mechanisms and protection service providers and how to access them directly or through OVs, and (iv) feedback and complaint as well as redressal mechanisms in place, etc.

The primary purpose of this action will be to empower refugees through dissemination of adequate and up-to-date information so that they make informed decisions regarding which channel to use to seek protection, assistance and registration, particularly in abusive and violent situations; be informed of their rights and entitlements as refugees in Pakistan; become aware of the importance of having civil documentation (e.g. birth registration, marriage and divorce certificate); learn how to access specific protection services (e.g. ALAC in case of arrests and detentions); and learn about changes in the Government of Pakistan's policies affecting Afghan refugees, about Voluntary Repatriation assisted by UNHCR. Additional topics for messages as well as preferred channels of communication with different groups of refugees will be identified through OVs network, and by using multiple methods for verification purpose including the annual Participatory Assessment,⁵¹ Home Visits and protection monitoring by OVs, and field monitoring of CBP interventions by UNHCR/IPs. Being cognisant that the majority of Afghan refugees in Pakistan are either semi or non-literate, efforts will be made to produce (and adapt existing) information packages (i.e. handouts and posters) using visual and graphically presented information.

Lastly, Refugees will also be provided information on asylum and RSD/Resettlement procedures. It is expected that while some refugees may seek the OV route to contact UNHCR and its partners to access available asylum procedures and, in doing so, may decide to share either a limited or a fuller account of their protection concerns, others may decide to make direct contact with UNHCR to maintain confidentiality of their case.

ii) Home Visits by OVs⁵²

Home visits conducted by OVs will form a central part of their role and will be the main modality to deliver their activities. The broad scope of Home Visits will be to understand better the needs of community members as well as to: (a) disseminate information, (b) become aware of the types and pattern of protection-related vulnerability in a given community, (c) identify individual vulnerable cases, (d) monitor protection needs of the identified individual vulnerable cases, (e) provide basic counselling, (f) inform these cases about service/assistance provided by UNHCR/IPs and other service providers so that the concerned individual cases can make informed decision on accessing assistance and services as per their specific protection need; and lastly, (g) if asked by an individual vulnerable case OVs will facilitate the concerned refugee's access to these service providers. It is envisioned that,

⁵⁰ This will require close collaboration with Public Information team of UNHCR at its country office.

⁵¹ For instance, a key finding of 2016 Participatory Assessment was that roughly 20% respondents (of the total 9,576) expressed that they were not aware of any support mechanisms for those who feared to return or could not return to Afghanistan. Most refugees seem not to be much aware of any information creating awareness of referral pathways available to them (e.g. ALAC services or UNHCR hotline) or providing practical assistance to them with civil registration documentation (i.e. birth, death, marriage, divorce & custody). Another key finding was that most respondents (male and female) living in informal settlements in urban context, across the country, appear to have little awareness of the available procedures to access UNHCR directly. Of the total respondents consulted on Legal & Physical Protection PA, only 9%. Source: 2016 Participatory Assessment with Afghan Refugees (PoR Cardholders) in Pakistan, Protection Unit, UNHCR Pakistan, Islamabad, February 2017.

⁵² 'Home Visits' to be conducted by OVs will not have the same mandate as the ones conducted by UNHCR and partners (generally to verify information provided by the POC during the RSD or RST procedure).

once a certain level of trust is built, individual community members themselves will come forward to OV's with protection issues that they face. Moreover, as OV's come to understand their communities and its protection dynamics better, OV's will make observations that will enable them to identify families that may require follow up Home Visits.

Considering the centrality of Home Visits in OV's role, UNHCR will develop a Practical Guidance Note on Home Visits and train OV's in Do's and Don'ts of Home Visits⁵³. OV's will be guided by their supervisor/mentor (see later a sub-section on OV's Supervisory and Mentoring Structure) in planning Home Visits, i.e. purpose and scope of each individual Home Visit in advance, including specific topics to be covered, conduct and language expected from OV, how to manage cultural sensitivities related with the purpose of the visit, etc.

After each Home Visit, OV's will fill a simple reporting form, which will be included in the Practical Guidance Note, and OV's will be trained in its use. The reporting form will have visuals for semi-literate and non-lettered OV's to tick off appropriate box about type of protection need, gender, age, service(s) provided by ROV. It will assist UNHCR to track the number of individual cases identified, counselled and facilitated by OV's. Moreover, OV's will also have individual debriefings with their supervisor/mentor regularly, in addition to submitting weekly reports, which the two will discuss to identify any follow up actions required with reference to individual vulnerable cases.

Home Visits as a central modality to deliver most of the functions of OV's is included in recognition that persons with specific protection needs are least likely to come forward to make their needs known and, hence, are often not visible. Home visits, thus, provide a safe space to such individuals to tell their story to the OV's and seek their counselling and assistance to explore potential solutions to escape an abusive or violent situation. However, in a case where a member of a family is known to be the perpetrator of exploitation, abuse or violence, a Home Visit may not be the best method to adopt as this can likely expose the survival of an abuse to additional risk and harm. Once such a case is established, the OV with active support and guidance of their Supervisor, will need to work out the most appropriate method that will ensure safety and protection of the individual case.

iii) Protection Monitoring and Identification of Individual Cases

Protection monitoring and identification of most vulnerable individual cases will form a key and a rather sensitive element of OV's role. OV's will receive specific guidance on how to conduct protection monitoring and identify extremely vulnerable cases at risk or living in a situation of abuse and violence and those having experienced a distressing event. UNHCR and partner staff will train OV's to conduct protection monitoring in a confidential, safe and discreet manner to protect themselves and the potential individual cases from any further harm, particularly from the perpetrator(s) of abuse and violence, and from those who may want to 'cover-up' cases of abuse and violence to maintain family/community 'honour'. UNHCR and partners will also produce SOPs and checklist to guide OV's with protection monitoring and with identification of extremely vulnerable cases. Additionally, OV's supervisors will mentor the OV's under their supervision, where possible through a field monitoring visit, and through collective and individual sessions on protection monitoring and on identification of refugees with protection-related extreme vulnerabilities.

It is envisioned that, while using observations and insights from Home visits coupled with local information and social perceptions, OV's will proactively identify families with potential individual cases in need of protection assistance. They may also be approached directly by individual refugees for referrals to protection services and assistance. To protect the confidentiality of information received through protection monitoring, and to ensure respect for the principle of do-no-harm, OV's will conduct protection monitoring primarily through Home Visits in the relative private and safe space

⁵³ This topic will be included in national ToT-2.

at home of the refugees. In order to not draw attention to families where individual cases in need of assistance are identified, OV's will regularly and at random conduct Home Visits of different families living in their neighbourhood for dissemination of sensitive information and key messages.

iv) Basic Counselling

The OV's will be trained to provide basic counselling services to families and individuals known in the community for their exposure to different types of protection vulnerability as well as to extremely vulnerable individual cases with specific protection needs identified through OV's network.

One of the key method to provide counselling to individual cases will be through psychological first aid (PFA)⁵⁴ with the basic objective to provide humane, supportive and practical help to identified refugees suffering serious crisis, distressing events and trauma by establishing a human connection in a non-intrusive, compassionate manner; and to enhance immediate and ongoing safety of the concerned individual/s and to provide them physical and emotional comfort⁵⁵. The key components that will be covered through PFA will include: (a) opportunity to talk without pressure, (b) active and prejudice-free listening, (c) compassion, (d) addressing and acknowledging concerns, (e) discussing coping strategies, (f) protection from further harm, (g) social support, (h) offering to return to talk, and, (i) reporting to UNHCR through the informed consent of the individual refugee case. UNHCR will develop SOPs and checklists to guide the OV's to conduct this task diligently and confidentially. UNHCR's partners selected to support the implementation of CBP interventions in the communities will provide guidance and coaching to the OV's, particularly in good communication skills, becoming aware of their personal biases, learning to understand and accept others and when to seek guidance from their supervisors by recognising their own limits.

Like other activities of the OV's, counselling will be conducted through Home Visits and in a case where a family is known perpetrator of abuse, an alternative will be used. This element of OV's role will include guidance and advice to the individual cases on the entire range of referral services and assistance available to them so that they are empowered to make informed choice to seek response to their protection needs. Additionally, UNHCR will explore operational partnerships with specialised organisations to assist with training family members in home care for cases that may require long-term support⁵⁶. OV's will ensure that the individual cases don't feel obliged to share any detail of their case with the OV. Refugees will be further counselled that they will have the choice to make direct contact with UNHCR or its partners to seek protection and specialised assistance.

v) Facilitating Access

OV's will be trained by UNHCR CBP teams in facilitating vulnerable individual cases' access to service providers with the informed consent of the concerned refugees. OV's will *not* refer individual cases directly to UNHCR or to its partners for the following two reasons.

⁵⁴ There is considerable endorsed training materials produced by international organisations on PFA to train non-specialized persons. Inter-Agency Standing Committee (IASC) Reference Group on Mental Health and Psychosocial Support (MHPSS) in Emergency Settings has also produced guidelines. Source <https://interagencystandingcommittee.org/mental-health-and-psychosocial-support-emergency-settings>.

⁵⁵ For example, refugees in Cairo are scattered across large urban areas. A local NGO in Cairo collaborated with community-based organisations of refugees to select and train dozens of refugees from various ethnic and religious backgrounds to become psychosocial outreach workers. These refugee workers offer home-based support to the most vulnerable individuals and families in their own language and in accordance with their own culture. In this chaotic metropolis, they provide information, support, and problem-solving counselling and link others to community resources and organizational, UN, or government services they otherwise could not easily access. Source: UNHCR Operational Guidance on Mental Health and Psychosocial Support Programming for Refugee Operations: <http://mhps.net/resource/operational-guidance-mental-health-psychosocial-support-programming-for-refugee-operations-unhcr/>.

⁵⁶ For instance, in Pakistan, IMC and IFRC provide training to families in 'home care'.

One, it is in recognition that OV's role will succeed only and if OV's gain and maintain trust and confidence of other persons of concern of their community in their role as OV's. This trust and confidence can be easily broken if the OV's refer individual cases for initial screening and some or all referred cases are rejected for failing to meet the criteria of initial screening. Two, this will remove any risk of perception of OV's acting as a gatekeeper of asylum procedures.

c) Supervision and Mentoring of OV's

Each group of OV's (female/male) from the same settlement or from different settlements with physical proximity will be assigned a supervisor (UNHCR or an implementing partners staff) who will also act as a mentor. They will be trained in their role and will receive guidance and support by these supervisors.

It will be critically important that the supervisors frequently visit communities, conduct regular monitoring and record their observations of the conduct and behaviour of OV's to provide 'real-time' feedback and ensure that the information provided by OV's is accurate and behaviour of OV is culturally sensitive and appropriate. Direct oversight and frequent community visits of supervisors will also reduce any tendency towards fraudulent behaviour by OV's.

The primary role of the supervisors will be to:

- Oversight of the quality of the work performed by OV's, including protection monitoring, home visits, referral of individual cases, etc.
- Setting weekly plans for OV's and briefing them – this may include holding community-level information dissemination sessions on generic topics, conducting Home Visits, follow up of individual cases, etc.
- Providing practical guidance and feedback to OV's to improve their performance, based on a supervisor's direct observations of OV's conduct and behaviour in the community.
- Maintaining weekly contact with individual OV's to follow up on reported individual cases.
- Soliciting feedback from OV's on the quality of services provided by the external service providers to respond to general protection needs of the individual cases;
- On-site training of OV's and troubleshooting as and where required; and
- Receiving input from OV's for cases to be referred to the mobile teams of UNHCR and partners for Initial Screening.

d) Reporting Structure of OV's

UNHCR CBP teams will introduce a simple reporting template in which both partners and OV's will be trained. This will facilitate OV's to report on the individual cases and their specific protection needs. Individual OV will report to their supervisor on a weekly basis. In addition, OV's will have debriefing with their supervisors, which can take place in groups on general community-based protection activities, whilst individual cases will only be discussed by the OV and his/her mentor in one-on-one debriefs. There will be a twofold purpose of this reporting:

- It will assist to track the number of individual cases identified, counselled and referred by OV's to protection service providers.
- It will allow OV's supervisors (i.e. UNHCR and partners staff) to proactively identify individual cases from the OV's reporting to be contacted for follow-up. UNHCR/partners will access such individual cases directly.

e) Non-Monetary Incentives

OV's volunteer role will need to be supported through incentives by UNHCR/partners, for instance,

mobile phone credit⁵⁷ to communicate with the protection service providers, OV supervisors and official duty holders. In exceptional cases, OVs may accompany a refugee to the service provider on an explicit request of the former, in which case their transport cost can be considered to be borne by UNHCR/partner. Specific modalities will need to be introduced to ensure a transparent and cost-effective way of assisting OVs with the transport⁵⁸. Lastly, an OV information kit will be developed, containing key messages on referral services available for refugees, which OVs will be responsible to disseminate within their communities.

f) Review of OVs Model

It is proposed that at the end of year two of this strategy, an externally commissioned review of the OV model as defined in this strategy is undertaken to identify key risks and recommend course correction measures as well as document and disseminate good practices for replication. This review will assess contribution of OVs' role in strengthening the protection environment of Afghan refugees by facilitating their access to protection assistance and services.

2.2.3 OBJECTIVE THREE

Establishing a System-wide Referral Network of Protection Services

Establishment of a system-wide network of protection services to enable refugees' access to credible, reliable and affordable services in safe and confidential space is an integral part of the CBP and Outreach strategy. This action is a priority action that will be implemented in year one of the strategy.

Implementation Approach for Objective Three:

Following five actions will assist with operationalisation of objective three:

a) Mapping of Protection Service Providers and Identification of Potential Referral Partners

The mapping of available service providers/partners has been an on-going activity since early 2014, hence, this priority action will further build on the earlier work.

A directory of service providers and referral partners will be produced and a user-friendly version will be provided to Outreach Volunteers (OVs), staff of CDU, UNHCR and its NGO partners. UNHCR/partners will foster contacts between the OVs and the service providers. This will assist to give recognition to the role of OVs as and when they start referring individual cases from their community to these service providers. Particular attention will be paid to service providers from public, private and non-profit sectors in districts, which will be selected for CBP and urban outreach work in the year one of this

Priority will be given to mapping of:

- *Safe shelter homes*
- *Psycho-social trauma counselling*
- *Medical/health services*
- *Legal assistance*
- *Child protection services*
- *Services targeting cases of violence & exploitation, including sexual and gender based violence (SGBV)*
- *Specialised services for persons with disabilities (PWD) including training for home/family care, social integration & physical rehabilitation*
- *Education.*

⁵⁷ There are several mobile service providers in Pakistan, most with millions of clients, each with a Corporate Social Responsibility (CSR) programme. UNHCR will approach the largest mobile service providers in the country to advocate for provision of free mobile sets and, if possible, monthly top up credit for the ROVs as part of their CSR initiative.

⁵⁸ A sizeable number of Afghan men run commercial taxi service, either owned by them, or working for other taxi-owners. UNHCR can consider putting in place, through an NGO partner with a valid PPA, an arrangement with a group of Afghan taxi owners/drivers with valid PoR card, to provide transport service to the ROVs on monthly cash payment basis. They can be assisted to maintain a simple log book to keep record of mileage, date and pick/drop points.

strategy. This will be a 'live' directory, regularly updated to reduce risk of invalid data. Later, as the network of Outreach Volunteers is established and will grow, they will contribute additional data on service providers located in proximity to their area.

It is recognised that assistance and services provided to Afghan refugees by the non-governmental sector is as critical as by UNHCR and the public-sector service delivery; nonetheless, continuity of services by NGOs is subject to fluctuations in the funding cycle. Hence, there will be an increased effort to strengthen and mainstream Afghan refugees' needs in planning and resource allocation of public-sector services, to ensure predictability and continuity in service provision to the refugees. This action will build on advocacy efforts already underway, i.e. inclusion of refugees under actions to implement the *Sustainable Development Goals* 3 and 4 on health and education, to ensure access of Afghan refugees to existing public-sector services (particularly in health, education and social welfare sectors).

b) Focal Points in Service Providers System for Afghan Refugees

After entering into MoUs/LoU with the non-UNHCR funded service providers, UNHCR CBP teams, together with CDU and NGO partners, will aim to install a 'focal person for Afghan refugees' mechanism in each of these service provider's system to facilitate easy access of individual cases to the services. Information about this mechanism will be widely disseminated to the refugees by OVs.

For instance, in a district headquarter hospital run by the government or a shelter/safe home run by a civil society actor, such a mechanism will mean that all refugees with a need for medical or shelter assistance will have necessary information to contact the focal person directly or through the OV of their community. The focal person will refer the individual cases for medical or shelter assistance to the concerned medical staff of the hospital or to the management of the shelter/safe home after establishing the legal identity of the individual cases (i.e. through POR card or an asylum seeker card or a Refugee card issued by UNHCR).

UNHCR CBP teams and its partners selected to implement CBP interventions will provide basic orientation to the 'focal persons' about the Afghan refugee rights and entitlements in Pakistan and the legal documentation recognised by the government of Pakistan besides POR card (i.e. asylum seeker certificate and refugee card). UNHCR/partners will also foster linkages between the focal persons and the ROVs so that if an individual case chooses to seek referral to the service through their community ROV, it is recognised and honoured by the focal persons.

c) Referrals of Individual Assistance Cases from Enhanced Registration to CBP

Individual cases with international protection needs identified through the enhanced registration (and documentation) procedure will be referred to the CBP teams in the provinces (i.e. sub offices Peshawar and Quetta and the Field Unit Islamabad) for assistance and follow up monitoring. While UNHCR will continue to fund certain services managed and provided to the individual cases by its implementing partners, it recognises that it alone cannot meet all the needs of the refugees. Hence, an increased effort will be made by UNHCR's CBP teams, together with the official stakeholders, primarily the CDU teams of provincial CAR structures, to identify referral partners and enter into formalised arrangements with them through the signing of MoUs and LoUs and broaden the scope of protection services and assistance available to Afghan refugees. However, it is envisaged that it will take some time before effective system-wide referral mechanisms are broadened and are up and running. During that time, CBP and Protection colleagues will need to liaise closely on potential cases and referrals to ensure that proper follow-up occurs.

d) Minimum Common Standards of Protection Services

This action will be planned for implementation in year three of this strategy. UNHCR, in collaboration with the relevant public-sector stakeholders will promote implementation of common minimum standards by all service providers and referral partners. It is expected that service providers and

partners will have their own Standard Operating Principles (SOPs) to guide and deliver services. However, UNHCR, in collaboration with the relevant public authorities, will aim to introduce harmonized minimum standards and will advocate that service providers and referral partners ensure confidentiality, dignity and safety of the refugees accessing their services. Additionally, UNHCR will provide, as necessary, induction/training to the service providers in the minimum standards. This may require entering into a formal agreement by signing Memorandum of Understanding (MOUs) with some of the service providers.

UNHCR will advocate that a *Confidential Feedback and Grievance* mechanism is installed to solicit views and suggestions to improve public-sector services. Likewise, in collaboration with relevant government stakeholders (chiefly CDU of provincial CAR chapter) the feasibility of installing a *Grievance Redressal* mechanism will be explored, to address genuine complaints and grievances received through the above system of a NGO partner, so that there is accountability of UNHCR and its partners to the refugees.

e) Mainstreaming Afghan Refugees in National/Provincial Protection Initiatives

Pakistan has a number of national and provincial initiatives under the Social Protection framework, (also referred as Social Safety Net), providing social assistance to most vulnerable population groups⁵⁹. Most initiatives are targeted at women, youth, out of school children, the disabled and the elderly. Such a system implicitly recognises the causality of poverty to vulnerability and focuses on diminishing exposure to risks, enhancing capacity for self-protection against hazards and shocks, guaranteeing a minimum and stable level of income as a right. Chronic poverty, in itself, becomes a cause for protection vulnerability; anecdotal evidence suggests that many Afghan families' resort to negative coping mechanisms, including child marriage and child labour when wage-earners lose employment.

In addition to the above, both the central and provincial governments in Pakistan have promulgated rather progressive legislation on child and women protection as well as for the protection of the rights of the disabled.⁶⁰ At the same time, policy, administrative and other measures including outreach structures and mechanisms, with varying degree of capacity for their enforcement and implementation, have been introduced. In most cases, actual implementation of these laws remains weak due to the lack of outreach capacity, ineffective institutional mechanisms and inadequate resource allocation. While these initiatives target Pakistani nationals, CBP teams will examine the legal space within these Acts and Bills to advocate for inclusion of Afghan refugees within their ambit.

UNHCR, in collaboration with development partners from the UN system and the bi-lateral missions, will use the existing advocacy initiatives, to lobby with the relevant national and provincial legislators

⁵⁹ Major initiatives are: the flagship Benazir Income Support Programme (BISP) that uses an unconditional cash transfer modality with an over 7 million women as its target; initiatives financed by Zakat Foundation and Pakistan Bait-ul-Mal targeting disabled and out of school children; Food Stamps to leverage nutrition and hunger; Guzara (Subsistence) Allowance; youth technical and vocational skills development schemes; and Ramazan Package, National and Provincial Health Insurance Scheme for the Poor.

⁶⁰ Examples of Laws, Bills and Amendments passed between 2013 to 2017 by the **National Legislation** are at <http://www.na.gov.pk/en/bills.php?status=pass%5D>; including ICT Prohibition of Employment of Children Act 2017 at http://www.na.gov.pk/uploads/documents/1488880243_883.pdf; Amendment of the Child Marriage Restraint Act 2017 at http://www.na.gov.pk/uploads/documents/1458813688_951.pdf; Protection of women against Domestic Violence Act 2012 <http://www.af.org.pk/Important%20Courts%27%20judgement/Women%20protection%20against%20domestic%20violence%20bil%2013pages.pdf>. Examples of laws and Bills adopted by **Provincial Legislation** including: The Punjab Protection of Women against Violence Act 2016 (Act XVI of 29 February 2016) An Act to establish an effective system of protection, relief and rehabilitation of women against violence can be retrieved at <http://punjablaws.gov.pk/laws/2634.html>; The Punjab Restriction of Employment of Children Ordinance 2016 at <http://www.punjabcode.punjab.gov.pk/public/dr/PUNJAB%20RESTRICTION%20ON%20EMPLOYMENT%20OF%20CHILDREN%20ORDINANCE%202016.doc.pdf>; The Khyber Pakhtunkhwa Child Protection and Welfare Ordinance 2010 at http://social_welfare.kp.gov.pk/page/child_protection_and_welfare_act_2010/page_type/rules.

(e.g. with Women’s Parliamentary Caucuses of the National and Provincial assemblies) and with the governments for mainstreaming Afghan refugees in the relevant national/provincial Social Protection, Child Protection and Women Protection legislation, policies and initiatives.⁶¹ Advocacy strategies will draw on public statements made by the government of Pakistan in support of protection of Afghan refugees and build upon on-going work, including through the Sustainable Development Goals.⁶²

2.2.4 OBJECTIVE FOUR

Putting Afghan Refugee Communities at the Centre of Action to Prevent and Respond to Protection Risks

The crux of the transition strategy of UNHCR’s operations in Pakistan, moving forward, is to mobilise and engage with the resilient capacity and assets⁶³ of the refugee communities, for managing prevention and improving quality of response to their need for international protection.

The vast majority of the Afghan refugees in Pakistan, who have been living for over two decades in large and often complex (social, economic, political) urban contexts, have demonstrated their resourcefulness and resilience by managing the highly uncertain and unpredictable environments with minimal assistance from external sources. UNHCR and its partners will engage with these communities to learn from them, and in turn further empower them, through strengthening their capacities and fostering their linkages with other key stakeholders and with other refugee communities for cross-learning and for taking collective actions, aiming to prevent and respond to protection challenges faced by individual cases and groups of highly vulnerable individuals.

Factors that Influence the Effectiveness of CBP Actions

- i) *Ensuring Community ownership*
- ii) *Building on existing protection mechanisms, resources and capacities*
- iii) *Soliciting support of community leaders, including religious clergy and traditional power holders*
- iv) *Participation and empowerment of the most vulnerable, traditionally excluded from the protection decision making*
- v) *Awareness and management of issues of power, diversity and inclusivity*
- vi) *Allocation of adequate resources*
- vii) *Skilled and sensitised staff and partners committed to the principle of PoC empowerment.*
- viii) *Linkages, networks and alliances.*

Over the years, UNHCR and the Community Development Units (CDU) of the provincial offices of CAR have supported Refugee Villages (RVs) to set up *Shuras* (traditionally a council of male elders, who often represent their tribal lineage and interests). Since UNHCR has maintained provision of basic services in RVs, *Shuras* were supported to set up *Sub-committees* on specific services. The most

⁶¹ For domestic law supporting enforceable refugee rights in Pakistan, refer to Article 4 of the national Constitution, i.e. any “person for the time being in Pakistan” is entitled to the protection of law, and is recognised”.

⁶² This commitment was manifested at several high-level international fora of 2016 (The Wilton Park Forum of Protracted Forced Displacement, the World Humanitarian Summit, the UN General Assembly High-Level Panel on Refugees and Migrants, etc.). In its statement at the Leaders’ Summit on Refugees, hosted by the US President on 20 September, the Government of Pakistan reaffirmed its commitment to continued protection for Afghan refugees, pending their repatriation, and committed to continued provision of education, free healthcare and access to employment, as has been the policy and practice in the past.

⁶³ Capacity in this strategy is defined as all-inclusive: knowledge, experiences, skills, position/title, ideas, resolve, whereas, assets refer not only to physical and financial assets but also to the sphere of influence, social capital including networks and relationships of different members of the communities of Afghan POCs.

common sub-committees that exist are on Education, Health and Water. Today, most RVs also have sub-committees on Security (to intervene in arrest and detention by the Law Enforcement Agencies-LEAs); a sub-committee on Religious Affairs and more recently a sub-committee on 'Return'. There is limited evidence of having either specific sub-committees, or indeed priority of *Shura* to work, on issues related to child protection (e.g. early marriages, child sexual or physical abuse or child labour, etc.). Similarly, there is a lack of evidence of systematic engagement of *Shura* on issues of women protection (e.g. on SGBV, domestic violence, physical abuse), or on protection of persons with special needs (PWSNs) and elderly.

As the vast majority of Afghan refugees are living in semi-urban and urban contexts (68%) this strategy will focus on them and aims to (i) build better understanding of their protection needs; (ii) ensure that the individual cases with international protection needs are identified and referred to UNHCR/partners for assistance; and (iii) facilitate the reach of basic social services. In year two of this strategy, a select number of urban informal clusters with separate but physically close settlements of Afghan refugees, will be engaged to organise themselves to contribute in elimination of harmful practices and behaviours from their communities. Efforts will be made from the outset to put the building blocks for genuine engagement and empowerment of most at-risk refugees, included children, youth, disabled and women; and foundations will be laid down for them to gradually take up leadership roles in the existing community representative structure i.e. the *Shuras*.

Implementation Approach of Objective Four:

The salient elements of the implementation approach to achieve results under objective four will require a pre-selection of partners (N/INGOs) by Sub Offices and Field Unit of UNHCR, before full-scale work is initiated in the communities as it will require sustained and regular support. Hence, it is foreseen that work on this will likely commence in year two, and will be rolled out full-scale in year 3, after partners are selected and their staff are trained.

a) Strengthening, Establishing and Capacity Building of Community Shura in CBP

Establishing new (where none exist) and strengthening existing community protection structures is the foundational action under Objective Four. Continuous sensitisation of the refugees, who often have ascribed leadership positions by virtue of being head of tribe or a sub-tribe, sit on the existing *Shuras* executive body will be required to influence them to expand the remit of their current work to include prevention and response to protection issues. To achieve this objective, settlements with high concentration of Afghan refugee will be selected.

Recognising that refugee communities often represent heterogeneous, diverse, and sometimes competing interests of their members, dialogue and negotiations with community elders and traditional leaders will be held to ensure that *Shuras* are inclusive and represent the interests of all. In particular, UNHCR's policy guidance on Age, Gender and Diversity Mainstreaming (AGDM) and on Child Protection will drive the community-based engagement, participation and empowerment.

Pointers to Address
Membership Issues

- i) *Balancing existing power and inclusion*
- ii) *Genuine participation and influence of women and children*
- iii) *Voices for marginalised groups i.e. disabled, elderly*
- iv) *Volunteerism versus payment & incentives*
- v) *Selection processes*
- vi) *Effective child and youth participation.*

Criteria for becoming a member, frequency of meeting, size, mandate and role of a working body of *Shura*, especially in urban informal settlements where none exist before, will be developed in consultations with refugees, with technical assistance and facilitation, nurturing and capacity building provided by UNHCR and its partners. These elements will be harmonised across the country with flexibility to accommodate specific local contextual realities. Wider communities will select and/or elect community members on the working body as their representatives. However, UNHCR and its partners will advocate for inclusion and genuine engagement of refugees most at-risk (i.e. women and children as well as persons with special needs) on these *Shuras* so that their voice influences decisions that impact their protection environment.

To ensure respect and application of the principles of diversity, democracy and accountability within the *Shuras*, standardised Terms of Reference (TORs) will be introduced and mechanisms will be put in place to ensure *Shura* members adhere to them, jointly monitored by UNHCR, CDU and UNHCR's partners selected to support its CBP and urban outreach work.

Moreover, mainstreaming of AGD principles in community based protection and outreach mechanisms often creates tension within the community. The existing power structures (often traditional and male dominated) – whose collaboration is essential to ensure community ownership – could perceive efforts to give a voice to vulnerable and at-risk groups, particularly women, children and other marginalised (minorities, disabled and elderly) groups as a direct threat to the status quo.⁶⁴

To mitigate this risk, engagement based on mutual respect will be essential between UNHCR/partners and the traditional powerholders and religious clergy of the communities. They will also be sensitised on the rights and entitlements of refugees most at-risk, using the Islamic framework of women rights⁶⁵ and drawing parallels between these and the rights and entitlements of women and other vulnerable refugees as enshrined in international legal instruments, including refugee law. Additionally, potential 'allies' from within the community power structure will be identified to act as 'ambassadors' and 'spokespersons' to create social space for the representatives of the most vulnerable refugees on community *Shura*. Grassroots advocacy and campaigning actions, to be led by youth Change Makers, will also target to bring positive change in behaviour and cultural practice.

- *Care will be taken to ensure religious clergy and professionals (e.g. teachers) from the refugee communities also become member of Shura to garner their support in promotion and protection of the rights of at-risk groups of PoC.*
- *In consideration of the cultural context, where necessary, concept of separate women Shura will be advocated with the community elders and traditional leaders.*

⁶⁴ See Community Based Child Protection Mechanisms, Global Synthesis Report of Plan International's Support to CBCPMs, Surrey, United Kingdom, March 2015.

⁶⁵ Considerable work on this has been done by Women Living Under Muslim Laws (reference: <http://www.wluml.org>), Sisters in Islam in Malaysia (reference: <http://www.sistersinislam.org.my>), Islamic Legal Studies Program at Harvard Law School (reference: <http://ilsp.law.harvard.edu/gender-justice-and-womens-rights-activism-within-an-islamic-framework/>), The Asia Foundation (reference: <http://asiafoundation.org/publication/advancing-womens-rights-within-an-islamic-framework-in-bangladesh/>), and in Morocco on Islamic Feminism (reference: http://www.academia.edu/6753321/Isamic_Feminism_A_Theoretical_Framework_for_the_Practical_Implementation_of_Womens_Rights_in_Morocco).

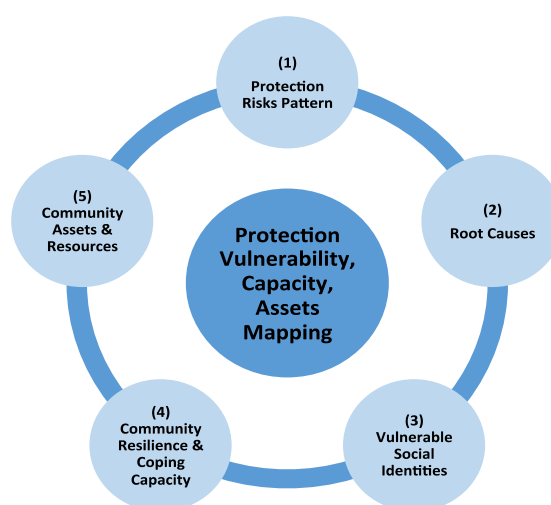
Last, but not least, continuous and persistent engagement of committed and well-trained staff and partners in the communities will be the key to overcome barriers and challenges.

a) *Refugee Community Social, Protection and Assets Mapping*

UNHCR and its partners will facilitate communities to conduct social⁶⁶ and protection mapping. The purpose will be to identify the social and power dynamics within the communities and to map patterns and trends of protection issues and the specific groups of refugees most at risk.

An element of this mapping will be to identify capacities and assets within the community to prevent and respond to protection risks through behaviour change, with the aim to further strengthen these capacities and to organise them to achieve greater impact through their collective actions. A main result of the protection mapping will be to establish the baseline indicators of the existing trends and pattern of protection risks, needs of refugees, and of their assets in a given community. UNHCR staff and partners, as well as *Shura* members, will be trained in the following steps of the protection mapping:

- The *first part* of the mapping i.e. social mapping⁶⁷ will help to map social segmentation of the community and identify social groups whose risk exposure to protection vulnerability, violence and abuse is higher and consequently their threshold of protection risks is lower. For instance, the risk exposure to domestic violence and other forms of SGBV is not same for all women. Likewise, incidence of abuse and violence perpetrated against children is influenced by their specific personal circumstances and the protection environment. Similarly, the neglect of differently-abled persons and elderly and violation of their fundamental rights and entitlements – enshrined both in Islam and in international conventions of human rights – varies according to their personal and familial circumstances;



- The *second part* of the mapping will facilitate refugees to identify and map trends and patterns of protection issues, including different forms of violence and abuse, found in their community. UNHCR/partners will engage them to reflect and identify the root causes of these risks, abuse, and violence, both internal (i.e. inherently entrenched in the social environment of the Afghan refugees) and external (e.g. due to behaviour and conduct of the host communities or of the Law Enforcement Agencies or Traders, etc.). There is often either ignorance or reluctance to recognise and acknowledge the harmful beliefs, social behaviour and cultural practices that could be the root cause. This is a rather sensitive area to navigate. Hence, UNHCR staff and partners facilitating and participating in this process will be sensitised to use culturally appropriate language, showing respect for tradition and maintaining a non-judgemental disposition. It is recognised that the life of

⁶⁶ Social identity in this Strategy is defined as socially determined group membership that differentiates members of one Afghan refugee social group from others. The source of the Afghan refugees' social groups is each groups' ethnic tribal roots, language, place of origin, and to a lesser degree their faith. The perceived norms of different Afghan refugee social groups define and regulate their respective group beliefs, behavior and practice that will influence the role they will play in preventing and responding to protection risks and concerns in their community.

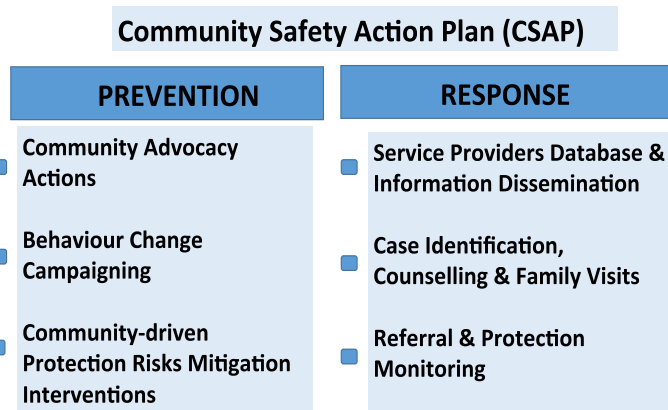
⁶⁷ A session will be devoted in the first national training of practitioners/ToT on introducing Social and Protection Mapping tool from the repertoire of Participatory Learning and Action (PLA) and its application through a role play. Similarly, a checklist with appropriate methods e.g. Focus Group Discussions and Key Informant Interviews can help to triangulate the information received through Social and Protection Mapping.

different Afghan refugee social groups (ethnic/linguistic) is differently regulated by the varying degree of interpretations of the cultural norms, customary laws and religious beliefs (from extremely conservative and orthodox to more relaxed and heterodox). These subtle differences will help refine the analysis and, hence, the CBP approaches that will be applied at grassroots level targeting refugees in different Afghan communities;

- The *third part* of the process, i.e. mapping of community’s coping capacity and their individual and collective assets, will engage all social groups living in the same community to develop an in-depth understanding of the different coping mechanisms and capacities as well as resources and assets that define the thresholds of resilience and complement each other. Moreover, it will highlight the collective capacity, resources and assets, which together each refugee community has at its disposal to mobilise for the prevention of protection risks in their community. At the same time this part of the mapping exercise will identify gaps in refugees’ capacity to prevent and respond adequately to their protection needs, including identification of gaps in protection assistance and services externally available to them.

b) Community Safety Action Plans

Based on the analysis and outcomes of the protection mapping, the *Shuras* will facilitate a community-wide process of planning and developing community safety action plans. The process will require negotiated agreements and consensus building to prioritise and agree on the key protection risks, issues, and forms of violence and abuse, which the community will agree to work on communally, by mobilising and pooling their collective capacity and assets.



The Community Safety Action Plans will revolve around two interlinked sets of actions: Prevention and Response.

- *Prevention* will include grassroots community-identified and community-driven actions that will create awareness of, and advocate for the elimination of, harmful beliefs, social behaviours and practices in order to improve the protection environment within the community. Planning and execution of prevention actions will be the mandate of the refugee youth Change Makers. They will work collaboratively with *Shura* leadership to solicit their blessing and social sanctioning of their actions targeting behaviour change. They will be supported by UNCHR and partners to develop appropriate messages and advocacy actions.
- *Response* will be linked with a system-wide network of referral services, about which information will be widely disseminated within the communities by the OVs, so that individuals and families are able to make informed choices before accessing services and assistance. OVs will have the mandate to provide information, counselling, and referral.

c) Afghan Refugee Youth Change Makers

Each *Shura* will select a network of youth (female & male) Change Makers (CM), and will support them to work on behaviour change and to address harmful social practices. This will be a voluntary role. The mandate of CMs will be to support *Shura* of their community by planning and implementing community advocacy and campaigning to mobilise public opinion and advocate for change to the harmful beliefs, behaviours and practices that put vulnerable refugees at risk. Like other actions under Objective Four, this action will also begin implementation in year two of this strategy.

Synergies will be built between this intervention and other youth-specific initiatives of UNHCR, which will facilitate exchange and networking.

d) Community Centres

In each Afghan refugee urban settlement, a place will be designated as a Community Centre ('CC'). It is likely that many communities may already have a place identified as a meeting place.

- i) Traditionally, the space around a large tree, the local barber's shop or the local *nan*⁶⁸ shop assumes, through the frequent use, the unofficial designation of neighbourhood men's meeting place;
- ii) In case of Afghan refugee women, their mobility is culturally highly circumscribed, more so in the case of the Pashtun population as compared to the non-Pashtun ethnic groups (e.g. Tajik, Uzbek or Turkmen), and much more of the adolescent girls and young women than of the older women. Designating a space within the refugee community as a CC, which may be a room or an open space (e.g. in a house or in a community school or a nearby basic health centre), will help to provide a culturally appropriate and 'safe' space for women of the community to meet and plan their activities too;
- iii) It will be advocated that the same space can be used by youth, children, disabled and elderly to meet, to plan their initiatives, and, if needed, to keep their resources and materials (e.g. community campaigning materials);
- iv) The space may be used by other initiatives of UNHCR and its partners too, for instance by Education (e.g. to run adult literacy classes for Afghan refugee women and men or Home-based schooling for girls beyond puberty for accelerated schooling so that they can join formal government schools after finishing accelerated programme), Livelihoods, and Health (to run sessions with community women and girls on nutrition, personal hygiene and environmental sanitation, family planning, etc.).

CC will be community-provided and managed public 'safe' spaces accessible to all segments of the community. Availability of CCs will help to promote community participation and social interactions. For instance, female CMs can hold sessions with adult Afghan refugee women and adolescent girls at CCs, to promote knowledge and awareness on rights and the value of their participation in the community affairs, e.g. through becoming a member of community *Shura*. Designating a CC can also help Afghan refugees leverage resources from external sources to set up activities for the general welfare and protection of the entire community.

e) Community Funds

As earlier mentioned in this strategy, in some refugee villages (RVs) community *Shuras* have established either ad-hoc or more permanent community pooled funding to finance public goods and services for the benefit of their community (e.g. paying local teacher or health worker's salary, or repairing a broken communal hand pump). CBP teams of UNHCR and its partners will explore the feasibility of introducing this concept in informal urban settlements. *Shura* members of RVs will be engaged to share benefits of the pool fund with communities living in informal urban settlements where UNHCR and partners have not previously worked and have minimal contacts. At the same time, UNHCR CBP teams and its partners will support OVs, CMs and other groups of refugees, traditionally with less role in *Shura*, to negotiate with *Shura* leadership to expand the criteria for the use of the community pool fund and include financial support to protection specific interventions too.

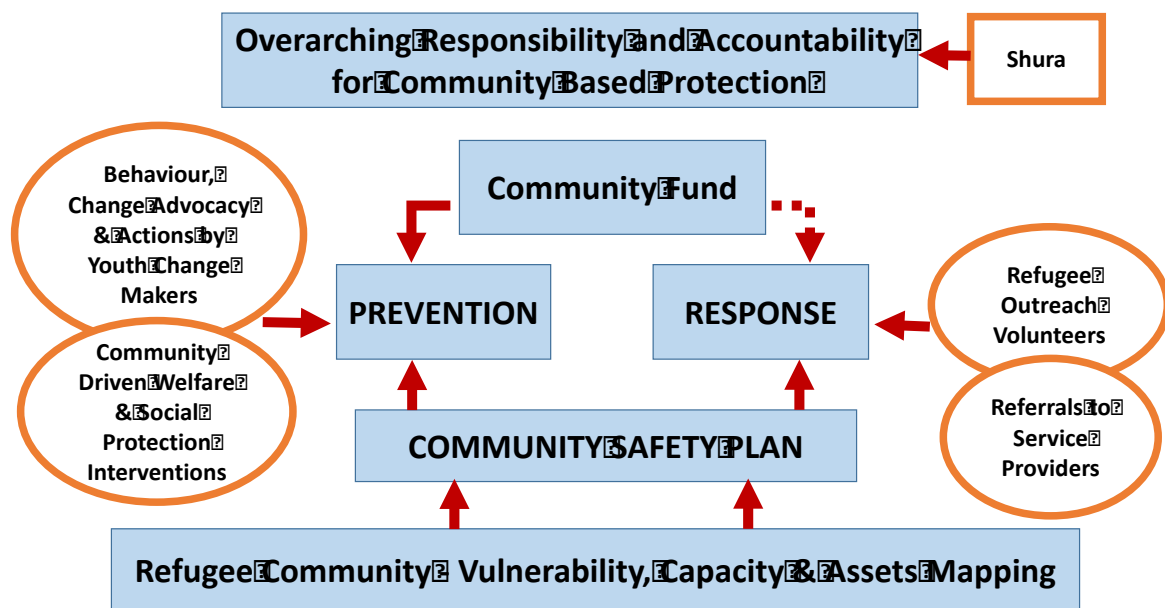
⁶⁸ Local wheat bread cooked in earthen oven, popular in South Asia and in Afghanistan.

If the idea gains traction, then refugees and their representatives (members of *Shura*) could be supported to develop simple SOPs, to regulate use of the community pool fund. UNHCR may make a start-up contribution in the Community Funds. The community will also need to ensure that a nominal voluntary contribution is made by most households living in the community. Care will be taken that most poor are exempted from contribution and yet are eligible to receive financial assistance, e.g. if an individual case from such a background lacks transport or a doctor’s fee or money to buy essential drugs for a common health issue.

The idea of a community fund can be further developed, in year three of this strategy, to explore if the fund could support following three set of activities:

- Actions and events of popular campaigning that will be carried out by the youth CMs;
- Basic furnishing/equipment of the CCs; and
- Small-scale community-driven interventions (see ‘g’ of this Objective) aimed at improving protection environment for the most vulnerable i.e. children, women, disabled and elderly and building harmony with Pakistani host communities.

Care will be taken to protect and further strengthen Afghan refugee communities that have well-established social mechanisms of pooling resources on self-help basis to support community level initiatives and/or assist individual cases to access protection services;⁶⁹ such mechanisms will be respected and further strengthened.



⁶⁹ For instance, to cover costs related with interventions for the release of Afghan refugees detained by the Law Enforcement Agencies (LEAs).

PART THREE INSTITUTIONAL ARRANGEMENTS

3.1 MONITORING, KNOWLEDGE MANAGEMENT AND MEASURING IMPACT

Since Community Based Protection is a shift in strategic direction of UNHCR's operations in Pakistan, it will be important to institute a system of learning, course correction and documenting good practice for the purposes of replication. Equally important will be to set baseline indicators to measure evidence of change and impact of this approach. Informal urban settlements selected for CBP work in 2017 will serve as CBP learning laboratories for UNHCR and its partners. The following key activities are planned to help achieve the above aim:

- i) An approximate baseline of the pattern and trends of protection risks in the selected clusters of communities will be established based on the findings of protection mapping. The impact of CBP on reducing levels of abuse and violence is difficult to measure in objective, formal ways without baselines and other statistical measures. Hence, this baseline, though not expected to be scientific, will assist to measure broad patterns of medium term incremental change and long-term impact on protection profile of most vulnerable refugees resulting from CBP and outreach interventions;
- ii) Periodic reviews and an annual learning retreat will be organised with UNHCR staff and partners to critically evaluate progress against planned actions, course correction to bring improvements, and to address challenges where protection gaps persist;
- iii) Documentation of good practice mostly in the form of case studies and short documentaries;
- iv) The Social Audit tool will be introduced to measure performance on accountability markers. UNHCR and partners staff will be trained to conduct social audits. They will solicit feedback and recommendations to improve performance of UNHCR, its partners, ROVs and community *Shura* from large diverse groups of refugees (women, men, youth, children). To ensure economies of scale, social audits will be conducted with a cluster of several informal urban settlements from the same district at one place. Over time, refugees will be selected and trained as social auditors to facilitate the process themselves and replace UNHCR and its partners staff; and
- v) Internal and partners regular monitoring visits and reporting on agreed quantitative and qualitative indicators to measure performance and progress.

The impact of the CBP strategy will also hinge on how well it is synergised, mainstreamed and integrated across other priorities of UNHCR in Pakistan, particularly Youth Empowerment, Health, Education and Livelihoods.

3.2 RESOURCE IMPLICATIONS

A strategy delivers effective results when it is adequately resourced with well trained and 'fit for purpose' implementers (in this case UNHCR staff and partners) and its planned actions are well resourced. While it is expected that reaching higher number of Afghan PoC for protection and assistance through CBP and outreach approach will be cost-effective in the medium to long run, nevertheless, in the first two years of its rolling out, it will require higher budgetary resource to build staff and partners capacity, put in place systems (of monitoring, reporting), and to streamline its linkages with other areas of UNHCR's operation in Pakistan i.e. registration, programme (i.e. Education, Livelihoods and Health), and field. The substantial investment UNHCR Pakistan will make in staff capacity-development and building new partnerships will need to be maintained for at least 3-4 years to ensure the strategy is firmly rooted in the culture of the operation.

Human Resources: In 2017, UNHCR has reclassified some staff positions and created others in its country and sub offices, making them part of a pool of staff to roll out CBP and Outreach work⁷⁰. Many of these staff have not worked on CBP and urban outreach per se, although all have worked directly with refugees so have some relevant skill sets. Further investment or re-prioritization of resources will be needed to strengthen CBP work, particularly in the field operations.

Reach and Presence: Regular UNHCR and partner field missions will be required in all locations, which are selected for CBP and urban outreach work. As the strategy is rolled out, it will require review and decisions on appropriate arrangements (cost and security considerations to guide the decisions) to access more areas and will be best accomplished by working in partnership with local and national NGOs. They will have much easier access to communities to build regular contacts and relationships, be more effective in communication (e.g. lack of language barriers, shared social and cultural contexts) and hence will secure better trust of wider sections of the refugee communities.

Funding Scenarios: In an increasingly competitive global funding environment, dwindling resources and donor fatigue for protracted humanitarian crises has marred adequate response to assistance and protection needs of Afghan refugees in Pakistan. Innovative funding partnerships (e.g. consortiums and alliances) could be accessed to financially resource this strategy. Additionally, increasing our engagement with operational partners and development actors with independent funding will open up opportunities to influence the integration of the CBP approach in their assistance and protection interventions targeting Afghan refugees.

3.3 BUILDING STRATEGIC RELATIONSHIPS AND STRENGTHENING IMPLEMENTATION & OPERATIONAL PARTNERSHIPS

In implementing this strategy, UNHCR will focus on strengthening and expanding cooperation with key Government counterparts at federal and provincial levels, UN agencies, bi-lateral donors, national and international NGOs, as well as civil society and community-based organizations. UNHCR will develop *strategic and operational Partnerships* with key UN agencies, development actors and donors to build synergies and will proactively identify opportunities for joint resource mobilisation through consortia partnerships, strategic alliance building for joint advocacy, etc.

In addition, UNHCR will build *relationships and collaboration with national and provincial authorities*, mandated to work on policies and programmes of social protection for children, women, disabled and youth with a view to link these with OVs and community *Shura*. Where appropriate, Memorandum of Understanding (MoU) or Letter of Understanding (LoU) will be signed up with these public-sector authorities. Where required, UNHCR may provide assistance to strengthen the technical capacity of the public-sector to mainstream protection and assistance needs of the Afghan refugees.

Implementing Partnerships: It is recognised that a considerable number of national and international non-government organisations (N/INGOs) have well established track records working with communities through a rights-based approach to protection issues, particularly on child protection and ending Sexual and Gender Based Violence (SGBV) against women. Some have used evidence-based advocacy for policy influencing along with their grassroots work. Indeed, many from the existing pool of UNHCR's partners (implementing and operational) have previous experience of working with a CBP and outreach approach.

⁷⁰ The Swiss Government has seconded a CBP technical expert to UNHCR Pakistan operation, under the existing global bilateral agreement between the two entities, to lead and support the CBP work in the country.

Hence, an assessment will be conducted of the existing partners (IPs and OPs) to identify and select those with established organisational capacities in CBP to support UNHCR with the roll out of CBP and outreach strategy in 2017. This approach will reduce administrative costs as it will require only amendment in their existing agreements and budgets. Partner selection/retention will be based on, in addition to the CBP capacity, careful scrutiny of service delivery records, capacity to co-fund activities and willingness to integrate CBP strategy in their sectoral work. Where required, UNHCR will extend training and capacity building interventions to its partners on CBP and outreach.

UNHCR will strengthen its partnership with Community Development Units (CDU) and where already established, with the Urban Outreach Team of CDU (e.g. in KPK province), under the structure of the provincial Commissionerate of Afghan Refugees (CARs). CDU and Urban Outreach Team have potential to become a primary partner, particularly in KPK province to lead implementation of CBP work.

3.4 LINKAGES WITH OTHER STRATEGIES AND PRIORITY INITIATIVES OF UNHCR

CBP is most effective when it is embedded in and accompanied by other interventions of particular interest to and priority for refugee communities – for example poverty alleviation interventions or support to families to enrol children in school or building their skills and linking them with Business Development Services to set up micro business or get reliable employment.

A more holistic approach offers the opportunity to prevent negative coping mechanisms, which could result in violations such as child labour, child marriage, gender-based violence. Accordingly, this strategy is fully in line with the education, health, livelihoods and protection strategies of UNHCR Pakistan to enable work that is done in a harmonized and effective manner for refugees in Pakistan.

A few standardised potential areas of integration and mainstreaming of CBP and urban outreach framework in other programmes can be that:

- Community based protection lens is added in the analysis and design of all interventions in future, be it education, health or livelihoods sector, to ensure protection-specific intervention(s) are built in the project to promote and safeguard interests of the extremely vulnerable refugees often most at risk of abuse, violence and harm;
- Afghan refugee youth Change Makers (with their mandate to bring behaviour change) as well as members of community based protection structures can be given a role in selection of project beneficiaries (to ensure targeting of the extremely vulnerable), in the implementation as well as monitoring of project interventions;
- Result and outcome level indicators defined for the project are such that they allow measurement of tangible evidence of the impact of a project's interventions on the protection space, particularly of the extremely vulnerable (i.e. children and women).

Likewise, CBP's approach can be mainstreamed in the Public Information function, for instance, by using CBP networks at grassroots level to identify gaps in information provision, getting feedback on relevance and appropriateness of messages and language, and establishing the most appropriate dissemination channels to reach different groups of refugees.