OVERVIEW | STRENGTHENING THE COLLECTIVE RESPONSE

The global compact on refugees aims to strengthen the international response to large movements of refugees and protracted refugee situations. It is based on the recognition that protecting people who are forced to flee and supporting the countries that shelter them are shared international responsibilities that must be borne more equitably and predictably. Ensuring responsibility-sharing, particularly in the countries that have hosted the largest numbers of refugees for the longest time, is a gap in the international refugee protection regime that the global compact seeks to address. Its key objectives include:

• Easing pressures on host countries.
• Enhancing refugee self-reliance.
• Expanding access to third-country solutions.
• Supporting conditions in countries of origin for return in safety and dignity.

Farmers from the refugee and host community say hello at the irrigation scheme in Melkadida, Ethiopia, where refugees and host communities share land to grow crops.
OPERATIONALIZING THE GLOBAL COMPACT IN 2019

The global compact on refugees outlines elements for comprehensive responses to refugee displacement, and a programme of action for operationalizing these responses in a more systematic and sustainable manner. It contains a range of elements directly related to UNHCR’s daily work, such as addressing specific needs, preparedness and contingency planning, education and livelihoods. It engages a wide range of stakeholders, including national and local authorities, international and regional organisations, development partners, civil society, the private sector, academia, as well as refugees and host communities. It envisions that these stakeholders will be involved in a variety of ways to facilitate more equitable and predictable responsibility-sharing.

First, as was already elaborated in the New York Declaration, the Comprehensive Refugee Response Framework (CRRF) provides a framework for including refugees more fully in the economic and social life of their host societies that involves strengthening national and local infrastructures to ensure they are able to meet the needs of both refugees and host communities. This includes the development of national arrangements to facilitate comprehensive planning and implementation that are government-led and developed with the support of partners. UNHCR supports governments with the development of a comprehensive plan.

Second, a Global Refugee Forum will be convened by UNHCR and held every four years at the ministerial level starting in 2019. This Forum will provide an opportunity for States and partners to make pledges in support of the global compact, showcase good practices, and provide updates on progress. Pledges could take the form of financial, material, and technical assistance; changes to national policies, laws, and practices; or the creation or expansion of programmes for solutions in third countries. The pledges will be framed around the key objectives and areas in need of support set out in the global compact.

Third, support platforms, involving groups of States, will be dedicated to mobilizing support for the host country and the search for solutions for specific refugee situations. The platforms will galvanize political commitments, facilitate support, and engage development actors early in the process.

Within the global compact, several key initiatives, led by or facilitated with support from UNHCR, are envisaged. An asylum capacity support group will be developed to support governments in the face of large-scale arrivals. A three-year resettlement strategy is planned to broaden the base of resettlement actors, and increase opportunities for refugees to access solutions in third countries. A global academic network will be formed to contribute to the evidence-based policy making and programme evaluation in support of the objectives of the global compact.

UNHCR will also coordinate a technical effort to measure the impact of hosting, protecting, and assisting refugees, with a view to promoting further international cooperation. UNHCR will also coordinate the process for developing indicators for assessing progress towards the goals of the global compact.

Throughout these areas of engagement, and consistent with UNHCR’s mandated responsibilities and its organisational change process, UNHCR will play a supportive and catalytic role. Building on existing national and regional plans and strategies, UNHCR will support national leadership and bring in other actors to support the response through the various responsibility-sharing arrangements set out in the global compact. This will help to strengthen the capacity of host communities to overcome shocks resulting from neighbouring conflict and/or large refugee arrivals and advance the rights of refugees. UNHCR will bring to these efforts its expertise in the provision of international protection, emergency response, and assistance; its understanding of the issues faced by refugees and other people of concern, such as returnees, IDPs, and stateless persons; and, importantly, its rich collection of data on refugee situations.

Success to date

There is much good practice emerging from the comprehensive responses, with 15 countries now having rolled out the CRRF. Regional agreements in East Africa and Latin America are strengthening refugees’ access to national education systems. In East Africa, the regional application of the CRRF for the Somalia situation has seen governments in the region commit to improving the security situation in Somalia and building the capacity of national authorities. In the North of Central America, the regional application of the CRRF is addressing root causes of displacement and strengthening national protection systems, while neighbouring countries facing similar problems are working together to protect and find solutions for refugees.

At the national level, more than a dozen countries from Latin America to Africa to South-West Asia have started to apply the CRRF, adopting a comprehensive approach to refugee issues under government leadership. UNHCR is seeing a broad set of legislative, policy, planning, and operational changes in many host countries. A growing number of countries are taking part in resettlement programmes, with 35 countries now offering this durable solution. Private and community sponsorship programmes are growing, expanding the opportunities for refugees to move to third countries, and helping to create a more welcoming environment for refugees.
The rich body of experience obtained to date from the application of comprehensive responses has helped inform UNHCR’s priorities in how it will move forward in 2019 to implement the global compact. At national and regional levels, UNHCR will continue to support those countries that have begun practical implementation of the CRRF, and will seize opportunities to expand and strengthen the application of comprehensive responses throughout other countries and regions.

UNHCR will also continue to advocate for increased engagement by development actors in support of refugees and host communities. Development actors and other partners are already starting to think and plan, from the outset of an emergency, about what development support could be deployed for the benefit of refugees and their host communities over the longer term. This could be in the form of financial assistance, data, capacity building, and other forms of support. Additional support to the national education system, for example, would enable refugee children to learn alongside the local children, and strengthening the local health infrastructure would help it to cope with the increased population.

UNHCR will further seek to deepen its partnerships and broaden the range of stakeholders and innovative forms of support to refugee situations, such as through mobilizing private sector engagement and investment in refugee hosting areas to enable greater social and economic inclusion and build the resilience of refugees and their host communities alike.

Playing this catalytic role requires that UNHCR becomes more innovative. Internal change is already underway with the creation of the Division for Resilience and Solutions to strengthen UNHCR’s work in key areas, and with the restructuring of the Partnership and Coordination Service. The revision of the results-based management system and plans for regionalization will also better equip UNHCR for this role.

This catalytic role already has roots in various models of coordination and engagement advanced by UNHCR and partners in recent years to respond to different forced displacement situations, for instance, in meeting the needs of refugees and hosting communities, as well as responding to refugee and IDP emergencies or mixed flows of refugees and migrants. UNHCR will draw upon these experiences in its contributions to the comprehensive responses envisioned in the global compact.

The compact and all people of concern to UNHCR

The global compact on refugees is specifically about refugees—people who cannot return to their country of origin for reasons of conflict or persecution. However, the compact recognizes that population movements are not always homogenous and may include different groups. Some situations may involve refugees and internally displaced people, for example, or other categories of displaced people such as those affected by natural disasters or environmental degradation, or persons who are stateless or rendered stateless by their displacement. In other contexts, the situation may involve refugees and others moving together.

The compact supports governments seeking assistance from the international community to address these complex situations within a responsibility-sharing framework. Working across borders with refugees as well as within countries with IDPs, UNHCR brings a unique situational perspective and knowledge of affected communities. UNHCR’s field presence allows for direct engagement with forcibly displaced populations and affected communities, allowing the Office to bring their views and perspectives into longer-term national processes, from peacebuilding to development.

Responses to such situations could be inspired by or draw upon the architecture of support or operational partnerships set out in the compact, or some of the measures it sets out for addressing displacement situations. Of course, issues affecting IDPs also remain high on the agenda of the international community, and opportunities exist to highlight their needs, for example in the African Union’s declaration that 2019 would be the year of refugees, returnees, and IDPs, and the anniversaries of the adoption of the OAU Convention and the Kampala Convention.

The global compact also recognizes a causal link between statelessness and forced displacement, as statelessness can be a root cause of forced displacement and that forced displacement, in turn, can lead to statelessness. The Declaration and CRFF underscore the need to work on addressing the root causes of refugee movements (which may include statelessness), to enable conditions in countries of origin that would be conducive to safe, dignified, and sustainable return. This may include efforts to resolve lack of nationality and recognition before law, and to ensure the immediate birth registration of all refugee children (which also addresses one particular risk of statelessness).

The global compact is flexible and pragmatic in its application, and it must be context-specific. Comprehensive responses have certain characteristics that make them well-suited to action on statelessness, namely national leadership and a “whole-of-society” approach. A particular benefit of including statelessness in comprehensive responses is that advocacy and partnerships strengthened in such responses can generate additional impetus to action on statelessness, including resources and other support. The first Global Refugee Forum in late 2019, as well as the High-Level Event on Statelessness, planned for October 2019 to mark the mid-point of the #IBelong Campaign to End Statelessness, will be important opportunities for States to demonstrate their commitments to ending statelessness.
KEY PARTNERSHIPS

At the core of the global compact is the idea that refugees should live as members of a host community for their time in exile rather than remain marginalized as inhabitants of a camp. To make this vision a reality, their hosts need support. Systems and services, such as for health, education, safety, and security, should be reinforced for refugees and hosts. Refugees need access to the labour market so that they can support themselves and their communities, contributing to the communities that host them, and strengthening their skills, which are essential to durable solutions.

UNHCR cannot, alone, bring this vision to life. As highlighted in the High Commissioner’s Foreword and throughout this Global Appeal, partnership is essential. UNHCR has always worked with a wide range of partners. This is well illustrated by the commemorative efforts that the African Union (AU) will be pursuing in 2019 in celebration of the continent’s contributions to advancing human rights instruments, particularly the commemoration of the 1969 Organisation of the African Unity Convention Governing the Specific Aspects of Refugee Problems and the 2009 AU Convention for the Protection and Assistance of IDPs.

In line with the global compact and the wider UNHCR change process, UNHCR is deepening its partnerships and broadening its partnership network. This is occurring in the Americas with relatively new partnerships with the Organization of the American States and Central American Integration System in the development and implementation of the MIRPS, the regional iteration of the CRRF. The collaboration with the Organisation for Economic Cooperation and Development is also growing, with staff secondments and the launch of the first ever survey of refugee financing in September 2018. Partnerships are further developing with key bilateral development actors, including Japanese Government assistance via the Japanese International Cooperation Agency, the European Commission, German development partners, and the United Kingdom’s Department for International Development.

The New York Declaration and the global compact on refugees are integral parts of a trend in recent global efforts towards greater international cooperation, including the 2030 Agenda for Sustainable Development, the 2016 World Humanitarian Summit, the Grand Bargain, and the twin resolutions on Sustaining Peace. They are mutually complementary, aiming to strengthen the international community’s efforts for peace, security, and the promotion of human rights, and have created a number of opportunities for 2019 and beyond. Building on commitments it has made in those processes and resolutions, UNHCR will continue strengthening and extending its partnerships in 2019.

In this dynamic landscape, the Office will remain an active participant in inter-agency fora such as the Chief Executive Board and the Inter-Agency Standing Committee to further policy and strategic reflections on key issues. Recognizing the complexity of operational and political environments, a core issue is designing collective outcomes through “whole-of-society” approaches that cut across traditional sectors and intervention timeframes. Collective outcomes can capitalize on stakeholders’ comparative advantages and mandates to transcend longstanding silos. Defining new ways of working, particularly as it pertains to humanitarian-development cooperation, is therefore key and is fundamental to the reform process of the broader UN system, and especially the UN Development System.

As exemplified by UNHCR’s co-chair role with WFP of the Business Innovation Strategic Results Group of the UNSDG (formerly UNDG), UNHCR is a keen supporter of the ongoing reform process of the broader UN system. UNHCR is counting on a reinvigorated Resident Coordinators system to support the Office’s efforts to deliver on its mandated responsibilities and contribute to the realization of longer-term and solutions-oriented interventions. Within the clusters, UNHCR is also reinforcing its engagement to respond to IDP situations through its cluster lead responsibilities and involvement in humanitarian response plans (see the chapter on Safeguarding fundamental rights).

It is also in this spirit that UNHCR will continue to develop its coordination and resource mobilization tools.

Where appropriate, they will align with multi-year interventions and processes for comprehensive responses as set out in the global compact. In 2019, for a combined total of some $8.932 billion in financial requirements, UNHCR will coordinate six regional plans. Two of those (the 3RP and the RRP for Nigeria) are co-led with UNDP, and a third (the “Regional Refugee and Migrant Response Plan for Refugees and Migrants from Venezuela”) with IOM. The partnership with IOM will be a priority, as both organizations look to build on more predictable response arrangements in mixed movement situations involving refugees and migrants.

Partnerships with key UN agencies, such as UNICEF and WFP, will equally be maintained and deepened (see the thematic chapters for more details on some of these relationships). Joint planning and programming with ILO and UNCDF continue to grow (see Building Better Futures). With UNDP, based on the findings of a joint review of UNDP-UNHCR cooperation, the two organizations developed a joint Plan of Action to strengthen their collaboration at both the global and country levels to help host countries respond to refugee situations and build longer-term support and solutions for refugees. This work includes, inter alia, engagement on SDGs, rule of law, joint resource mobilization, governance, and comprehensive responses.
NGO relations

Some of the Office’s longest standing and most strategic partnerships are with NGOs, both international and national. These partnerships are multifaceted, involving support in field operations, technical collaboration, policy development, and advocacy.

These partnerships play out primarily in operations with national and international NGOs implementing core activities for people of concern. In 2018, UNHCR is working with nearly a thousand different NGOs, to which it has—as of the beginning of November 2018—channelled some $550 million in funding. Operational partners (those not directly implementing with UNHCR funds) further add to the invaluable contributions of NGOs to the protection of people of concern in the field.

Their knowledge as first-line responders and participants in an array of global, regional, and national policy fora is vital. The Annual Consultations with NGOs is an acknowledgment of this importance and remains the unique global forum for UNHCR to discuss operational and policy issues with non-governmental partners. The NGO consultations continue to evolve into an increasingly participatory and results-oriented conference, harnessing and rallying the support of civil society to UNHCR’s operations worldwide. In the coming years, UNHCR will also hold regional NGO consultations to respond to the ever more complex situations of forced displacement, in line with the regionalization of UNHCR’s operations.

Alongside the Annual Consultations, UNHCR holds bilateral consultations with key NGOs and agrees upon core areas of cooperation through the preparation and signing of Memoranda of Understanding. With the International Council for Voluntary Agencies, workshops will continue in selected country operations to enhance dialogue with NGOs. This will contribute to a tighter collaboration between all partners, including with refugees themselves, host communities, local governments, faith-based organisations and the private sector.

Partnerships with multilateral development organisations

Building cooperative partnerships with multilateral development organisations is central to UNHCR’s objective of mobilizing greater, longer-term support for refugee-hosting countries. The World Bank Group’s (WBG) approach to refugee protection as both a development and a humanitarian challenge, for instance, has enabled a new policy dialogue with host countries, improved analytics of refugee and local community poverty, and mobilized significant investment financing. Combining the World Bank’s mandate for economic growth and poverty reduction with UNHCR’s responsibilities for delivering protection and finding solutions for refugees, IDPs, and stateless persons, has introduced new approaches and resources to address the socioeconomic consequences of forced displacement for some of the world’s poorest and most marginalized populations (see Building better futures).

“We need to remember that this is about people, about refugees who dream of better lives for themselves and their families, and host communities, the vast majority of which are in low and middle-income countries that themselves aspire to grow and thrive.”

—Jim Yong Kim, President of the World Bank

Capital-intensive infrastructure projects in sectors such as transport, energy, communications, and development financing have a transformative impact on local economies and communities. These investments open up possibilities for public-private investment cooperation that can further leverage additional financing and encourage the local enterprise development required for employment and job creation. Such longer-term interventions complement the efforts of humanitarian agencies and contribute to one of the key objectives of the global compact—that of easing pressure on host countries.

In addition to working with UNHCR to bring programmatic expression to humanitarian-development cooperation, the WBG has also leveraged the engagement of other multilateral development banks (MDBs). The Global Concessional Financing Facility (GCF) for middle-income countries has raised $500 million in donor grants, enabling the mobilization of $2.5 billion in low-interest loans.
The European Investment Bank, the European Bank for Reconstruction and Development, and the Islamic Development Bank are beneficiaries of GCFF project financing, helping to widen their engagement in refugee situations. To date, the focus has been on Jordan and Lebanon, but the GCFF could be extended to other refugee-hosting middle-income countries in the future should their governments request such support.

Building on the success of the GCFF, in April 2018, the World Bank formally established the MDB coordination platform for addressing forced displacement and migration. This has further enhanced the possibilities for greater financing to address longer-term refugee and forced displacement situations. The Africa Development Bank and the Asia Development Bank have already engaged in country operations (Cameroun and Bangladesh), and the Inter-American Development Bank has shown strong interest in mobilizing development financing to address the Venezuela situation.

So far, the World Bank’s Governing Board has endorsed for financing through the International Development Association (IDA18) Refugee and Host Community Sub-Window funding for nine countries, with approval expected for six more before the end of 2018.

Data

To address more effectively the social and economic dimensions of refugee situations, the New York Declaration recognized the need for complementary humanitarian and development approaches. Data is central to the success of such efforts. At the global level, data underpins the international agenda and political debate, driving both social perceptions and the prioritization of interventions across countries. At the country level, data is critical to policy making and programming; it enables the effective use of scarce resources through targeting in an optimal way.

UNHCR has increased the scale and scope of its joint initiatives with the WBG on data and analysis in recent years. This has drawn on the experience and insights generated by previous cooperation on a series of analytical studies in the Horn of Africa, the Middle East, and the Lake Chad Basin, and other collaborative efforts are underway. The Joint Data Center on Forced Displacement, a collaboration between UNHCR and the WBG, will become operational in early 2019. Its primary aim is to enhance the ability of stakeholders to share household level socioeconomic data to make timely and evidence-informed decisions that can improve the lives of affected people.

Private sector

The global compact on refugees creates a unique opportunity and a conducive environment for the private sector to play an increasingly important role to support refugees and hosting communities as part of the “whole-of-society” approach. UNHCR will expand its efforts to explore impact-driven partnerships with the private sector. In 2019, UNHCR will cooperate closely with the local, regional, and international private sector to leverage its presence in the field to:

- Advance policy measures and arrangements that would better encourage investment, including through de-risking arrangements.
- Promote job creation and facilitate economic inclusion.
- Bridge the gap between the humanitarian and development fields in a manner that would encourage greater investment in refugees and host communities with a view of reaping longer-term cost savings.

Where feasible, more holistic, longer-term, and sustainable partnerships with multi-national private sector organizations will be sought in a manner that could address basic refugee needs, while facilitating access to financing, livelihoods, employment, and other services. The Global Refugee Forum will provide an opportunity for private sector progress to be demonstrated in the implementation of the global compact.

New support for refugees also helps hosts

The World Bank has stepped up its involvement in the response to refugee movements. From the financing available through its IDA lending instruments, the World Bank has allocated $2 billion in concessional loans and grants for low-income countries and local communities that host large numbers of refugees.

Rohingya refugees attend classes with local Bangladeshi students at Kutapalong High School in Kutupalong village, near Cox’s Bazar, Bangladesh on June 28, 2018. The school has 1,250 students, aged 11 to 17, of whom 70 are Rohingya refugees.
At the base of playing a more catalytic role, particularly in engaging a broader network of stakeholders, is UNHCR’s own programming, which is undergoing a significant shift. UNHCR has made an institutional commitment to building multi-year, multi-partner perspectives into the Office’s planning and budgeting processes. This approach provides flexibility and space for UNHCR to align its plans with those of development and peacebuilding actors, and to focus support on the inclusion of people of concern in national services, systems and civil society.

MULTI-YEAR, MULTI-PARTNER STRATEGIES

The move towards multi-year, multi-partner (MYMP) strategies enables operations to identify longer-term objectives that establish important linkages to national planning and the work of humanitarian, development and peacebuilding actors in facilitating longer-term transformative change. MYMP strategies define UNHCR’s role and specific contribution to national planning for refugees, IDPs, and stateless persons, while ensuring that protection principles are respected. There are now 22 UNHCR operations with MYMP strategies, with close overlap between countries applying the CRRF and/or benefiting from IDA18 programming.

MYMP strategies are a tool to enable UNHCR’s field operations to catalyse the application of comprehensive responses. As one of the pilot operations in 2015, UNHCR Costa Rica revised its MYMP protection and solutions strategy in 2017 in sync with the country’s engagement in the “Comprehensive Regional Protection and Solutions Framework” (MIRPS in its Spanish acronym). The MIRPS is a pioneering initiative in the application of the global compact on refugees, with regional and country commitments to concrete changes for refugees and host communities leveraging UNHCR’s role (UNHCR outputs) and comparative advantage contributing (outputs) to the anticipated outcomes, together with a broad network of stakeholders (anticipated outcomes). This “theory of change” guides the operation’s planning process.

Sufficient, predictable multi-year funding is critical to the gradual realization of the longer-term changes that operations have identified as part of their strategies. To date, none of the 22 MYMP operations have had sufficient funding to implement fully their strategies thus demonstrating their worth, and they face difficult choices in balancing prospects for greater self-reliance, inclusion, and solutions with immediate and lifesaving priorities. The chapter on UNHCR’s 2019 funding requirements offers more analysis of the quantity and quality of funding the Office would need, with a special focus on these important operations.

Planning UNHCR’s contribution to comprehensive responses: MYMP strategies

Under the leadership of the Government of Costa Rica the national structures, inclusive of local government, civil society and the private sector, are reinforced to respond to considerable increases of PoC seeking asylum in Costa Rica as well as those seeking temporary protection for humanitarian purposes.
Innovative investment transforms lives in Ethiopia

“Before the canal was built, there was only bush here. We are all brothers and we do things together,” says Ibrahim Abdi Farah, Host Community Irrigation Scheme Chairman at Kobe refugee camp.

A pioneering partnership with IKEA Foundation turns a parched desert into valuable agricultural land for refugees and locals in Ethiopia’s remote Somali region. The canal system that brings precious water to farmers in this remote community in eastern Ethiopia has allowed a parched desert to bloom and a community to flourish.

“This farm has given me freedom. Before my life depended on selling vegetables to cover the needs of my children, and on the assistance we were given. Now, because of this farm, I can buy anything I need,” says Somali refugee Dahaba Hassan Ibrahim.

In addition, UNHCR goodwill ambassadors and high-profile supporters will continue supporting #WithRefugees. They are powerful witnesses, able to amplify refugee voices, share the stories of the displaced, build engagement, report back on the work being done by UNHCR and its partners, and support fundraising and donor relations. Some of the goodwill ambassadors—Alek Wek, Emi Mahmoud, Ger Duany, and Khaled Hosseini—were themselves refugees, and their advocacy is enriched and authenticated by their personal experience.

During 2019, #WithRefugees will continue channelling public solidarity by highlighting the expressions of solidarity that are turned into actions to promote inclusion in different contexts.

“Campaigns, goodwill ambassadors and high-profile supporters

UNHCR’s #WithRefugees campaign has elevated global consciousness about the need to promote tolerance and respect for refugees, and it remains a strong platform for advocacy and outreach for UNHCR in 2019. It brings together the incredible initiatives led by individuals, civil society organizations, and the private sector around the world who have played a decisive and visible role in providing hope and help to refugees and asylum-seekers. The #WithRefugees Coalition now numbers 450 members, a very committed group of organizations with members who are leaders, innovators, and influencers from academia, the private sector, and the humanitarian world committed to support refugees and give a voice to families forced to flee.

CONCLUSION

At the beginning of 2018, there were a record 71.4 million people of concern to UNHCR, and by the end of 2018 it is estimated that number could rise to 79.8 million. New conflicts arise, and old ones rage on. Political solutions are in short supply. Humanitarian programmes for refugees, perennially underfunded, face even more strain amidst unprecedented needs.

There is now widespread global recognition of the need for change, and we have before us promising opportunities to take this forward. The year to come offers a chance to chart a new, more sustainable way forward for refugees and the communities hosting them, and for all those of concern to UNHCR.

“It’s very easy to turn our backs on the abstraction of the enormous numbers of those in need, on ‘the others.’ But standing face to face with one human being, staring them in the eye, hearing their story, experiencing our common humanity, it’s much harder to do nothing. Once you have borne witness you cannot turn away.”

—Cate Blanchett, UNHCR goodwill ambassador