

# UNHCR

## Annual Consultations

### with NGOs

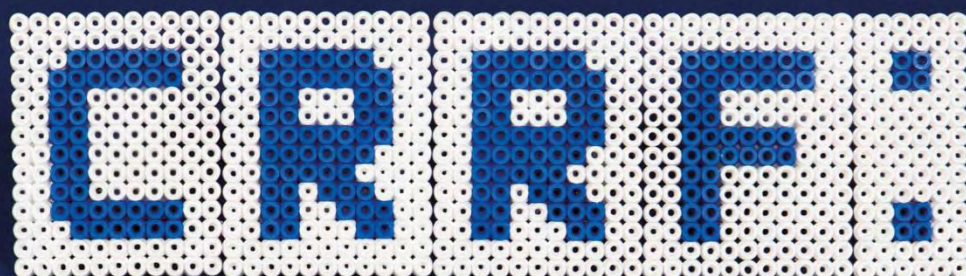
## 2017 REPORT

On behalf of NGOs:

Rachel Criswell

Senior Advisor, Humanitarian Policy and Resource Development

World Vision International



PUTTING  
THE  
PIECES  
TOGETHER





## Acknowledgments

The 2017 NGO Rapporteur undertook duties at the UNHCR Annual Consultations with NGOs 14- 16 June 2017. These Consultations have been convened for approximately thirty years, and represent the largest global opportunity for NGOs to exchange views with UNHCR and peers.

The Rapporteur thanks the 2017 Consultations planning team. She is particularly grateful to UNHCR's Partnership Section, the Forced Displacement team at the International Council of Voluntary Agencies (ICVA) and the humanitarian team of World Vision International for their invaluable support before, during and after the Consultations. Without the help of the Vice-Rapporteur, Yamamah Agha, from Settlement Services International Australia and the dozens of volunteers producing over 200 pages of notes, this report would not have been possible. She is also grateful to the many refugees, and representatives of humanitarian, development, human rights, faith-based groups, academics, private sector and Red Cross/Red Crescent Movement who shared their experience on Comprehensive Refugee Responses during the three days.



## Introduction

The overarching theme of the three-day meeting was the Comprehensive Refugee Response Framework (CRRF). It was a milestone event in the roadmap outlined by UNHCR to consult with all relevant stakeholders towards the Global Compact on Refugees. All chapters from Appendix 1 of the New York declaration were discussed during the Consultations, with a single clause being the focus of an entire session in several instances. The five regional sessions addressed issues across the full continuum of subjects in Appendix 1 as well as from a geographical perspective.

To better contribute to further milestones on the roadmap, this report is structured to reflect topics for the 2017 informal thematic discussions:

- Measures to be taken at the onset of a large movement of refugees
- Meeting needs and supporting communities
- Measures to be taken in pursuit of durable solutions
- Issues that cut across all four substantive sections of the framework and overarching issues

The informal thematic discussion on past and current burden- and responsibility-sharing arrangements was held in July 2017, in the period when this paper was being drafted. NGO observations on these points were shared in the Rapporteur's closing speech on 16 June and submitted as a [discussion paper](#) for the 10 July 2017 thematic discussion.

The detailed agenda, webcasts of several sessions, and social media summaries from the UNHCR Annual Consultations are all [available online](#).

During the Consultations, civil society strongly indicated interest in continuing contributions towards operationalization of the Comprehensive Refugee Response Framework and the Global Compact on Refugees in 2017/18. The conclusion of this document explains next steps in this engagement.

Of significant note was NGOs' desire to get internal displacement 'back on the agenda.' Internal displacement from conflict alone [topped forty million in 2017](#) with tens of millions more impacted by disaster and climate change related displacement. With the twentieth anniversary of the Guiding Principles on Internal Displacement in 2018, NGOs will engage with UNHCR and other relevant actors to encourage protection and solutions for Internally Displaced Persons (IDPs) to remain a top global strategic priority.

Finally—as was echoed repeatedly at the Consultations—it is critical to shift the narrative around women, youth and children; they are the majority of the forcibly displaced, not just vulnerable groups. As we move to make 'leave no one behind' a reality of the 2030 Agenda, we must do so in ways that put women and children at the centre of refugee response. This must include whole-of-society approaches where women and youth are empowered to be decision makers and leaders.

## Table of contents

<b>Introduction</b> .....	<b>3</b>
<b>Table of contents</b> .....	<b>4</b>
<b>Executive summary</b> .....	<b>6</b>
Measures to be taken at the onset of a large movement of refugees.....	6
Meeting needs and supporting communities.....	7
Measures to be taken in pursuit of durable solutions.....	9
Issues that cut across all four substantive sections of the framework and overarching issues.....	11
<b>Measures to be taken at the onset of large movement of refugees</b> .....	<b>14</b>
Discussion topics .....	14
<i>Comprehensive Response at reception and admission</i> .....	14
<i>Legal frameworks: the centrality of legal instruments in ensuring access to refugee rights, especially work rights</i> .....	15
Recommendations for the Programme of Action.....	16
Recommendations for the CRRF Implementation.....	17
<b>Meeting needs and supporting communities</b> .....	<b>17</b>
Discussion Topics.....	17
<i>Walk the talk- A multi-stakeholder approach in resourcing the comprehensive refugee response</i> .....	18
<i>On the path towards joint principles for cash delivery</i> .....	19
<i>Prompt, safe and unhindered access to humanitarian assistance with existing humanitarian principles</i> ..	21
<i>Encourage and empower refugees at the outset of an emergency phase to establish supportive systems and networks that involve refugees and host communities that are age- and gender-sensitive</i> .....	22
<i>Harnessing the breadth of local partnerships</i> .....	23
<i>Operationalizing the humanitarian-development nexus at the country level</i> .....	24
<i>Incorporate CRRF into national development planning</i> .....	26
<i>Provide adequate resources to national, local government and other service providers to benefit refugees and host communities</i> .....	28
Recommendations for the Programme of Action.....	28
Recommendations for the CRRF Implementation.....	29
<b>Measures to be taken in pursuit of durable solutions</b> .....	<b>30</b>
Discussion topics .....	30
<i>Expanding resettlement and establishing complementary pathways</i> .....	30
<i>Creating conditions for voluntary, safe and sustainable returns</i> .....	33
<i>Catalysing refugee self-reliance through the CRRF</i> .....	35
Recommendations for the Programme of Action.....	38
Recommendations for the CRRF Implementation.....	38
<b>Issues that cut across all four substantive sections of the framework and overarching issues</b> .....	<b>39</b>

Discussion topics .....	39
Cross-cutting issues .....	40
<i>Youth: Follow up to the 2016 Global Youth Consultations</i> .....	40
<i>Refugee Voices in the global compact</i> .....	41
<i>Making the global compact work for all refugee women and girls</i> .....	43
<i>The benefits of strengthened coordination for persons of concern</i> .....	46
<i>Status of UNHCR-NGO partnership</i> .....	47
Overarching issues.....	48
<i>Addressing statelessness in displacement contexts</i> .....	48
<i>From local to global: getting internally displaced persons back on the agenda</i> .....	50
<i>Climate change: challenges and opportunities in the global compacts</i> .....	52
<i>Meeting joint commitments to refugees and migrants</i> .....	53
<i>Standing #WithRefugees: What civil society can do to promote a positive narrative about refugees</i> .....	54
Recommendations for the Programme of Action.....	56
Recommendations for the CRRF Implementation.....	56
<b>Conclusion.....</b>	<b>58</b>
<b>General evaluation.....</b>	<b>59</b>

## Executive summary

The Annual Consultations between UNHCR and NGOs represent the largest global opportunity for NGOs to exchange views on forced displacement with UNHCR and peers. Held in Geneva on 14-16 June, the 2017 meeting included 480 representatives from almost 250 organisations including humanitarian, development, human rights, faith-based, academic organisations and the Red Cross/Red Crescent movement. A full concept note and list of participating organisations is available [online](#).

The Consultations were a milestone event in the roadmap towards the Global Compact on Refugees. All chapters from Appendix 1 of the New York declaration were discussed. Conversations were organised by theme as well as geography and resulted in recommendations for both the Comprehensive Refugee Response Framework (CRRF) implementation and the development of the Programme of Action to be included in the 2018 Global Compact on Refugees.

This summary provides a brief overview of the discussions held, followed by recommendations. It is structured around the topics of the 2017 informal thematic discussions:

- Measures to be taken at the onset of a large movement of refugees;
- Meeting needs and supporting communities;
- Measures to be taken in pursuit of durable solutions;
- Issues that cut across all four substantive sections of the framework, and overarching issues.

Burden- and responsibility-sharing is not addressed here as detailed comments were covered in the [Rapporteur's discussion paper](#) submitted for that dialogue in July. The detailed agenda, webcasts of several sessions, and social media summaries are available [online](#).

### Measures to be taken at the onset of a large movement of refugees

Two specific thematic sessions were dedicated to this topic: Inclusion from the start: a comprehensive response at reception and admission and Legal frameworks: the centrality of legal instruments in ensuring access to refugee rights.' The conversations reaffirmed: non-refoulement as the cornerstone of international refugee protection; the call to eliminate immigration detention for those in need of international protection; and suitable screening for vulnerable groups. It also highlighted the inherent linkages between adequate preparation, burden- and responsibility-sharing and predictable, multi-year, flexible funding in large-scale movements.

### Recommendations for the Programme of Action

- **Appendix 1, 5.a:**
  - i. All parties (States, UNHCR, civil society) should build the capacity of host communities to provide adequate, safe and dignified reception conditions. Within large movements, trigger levels should be defined, at which additional capacity will need to be mobilized.
  - ii. States should cease detaining asylum-seekers. This includes stopping the use of off-shore detention, "hot spot" detention, mandatory detention for irregular entry, and especially ending the detention of children.
  - iii. UNHCR should ensure that consistent approaches to vulnerability assessment and minimum standards for care are applied across all comprehensive responses.
- **Appendix 1, 5.b:** All parties should facilitate opportunities for refugees to contribute towards solutions for themselves and their hosts. They should also ensure that women and girls have access to safe livelihood options.
- **Appendix 1, 5.c:**
  - i. States with support from UNHCR and/or civil society should provide Persons of Concern (PoC) with access to sexual and reproductive healthcare. This should include appropriate responses to SGBV and reflect [UNHCR's Five Commitments to Refugee Women](#).

- ii. States should ensure that all children live in adequate conditions and have access to essential services once displaced. This includes investment in programs to improve livelihood opportunities and access to quality health and education. In particular, refugee children should have access to quality education within 30 days of their initial displacement. Education both sets children up for success and ensures refugee children are better protected from early marriage, child labour and exploitation.
- **Appendix 1, 5.d:** States should preserve open access to borders for those seeking asylum and individually register those seeking protection as quickly as possible.
- **Appendix 1, 5.e:**
  - i. States and/or UNHCR should use the registration process to identify specific assistance needs and protection concerns, including concerns due to lack of documentation.
  - ii. States should sensitise police, border guards, and other migration officials on the identification of specific assistance needs and protection concerns even in fast-track procedures. This should include recognising children as children first and foremost, independent of their migration status, making their best interest the primary consideration in the registration process.
- **Appendix 1, 5.f:** All parties should work for the immediate birth registration of refugee children. This should explicitly include mitigation of statelessness risks.

### *Recommendations for the CRRF Implementation*

All parties implementing the CRRF should:

- Screen people effectively upon arrival to identify needs and vulnerable individuals, (ex. children, youth, pregnant women, female-headed households, LGBT individuals, those without documentation and SGBV survivors). Screening should include the Washington Group Questions on Disability.
- Set up alternatives to detention. Ideally, there should be no immigration-related detention.
- Conduct gender-sensitive needs assessments and link the results to services provided (ex. SGBV services should be included from the very start of programming). Women and girls should be assessed as individuals distinct from their male household members and interviewed by female interviewers in a safe environment.
- Train staff involved in reception and admission on the identification of and adequate language to be used with vulnerable groups, especially LGBT individuals, trafficking victims and children. Social workers and caseworkers should be present to deal with any SGBV cases and should accompany SGBV survivors through the registration process.
- Use appropriate housing for women and girls as a preventative tool for protection.
- Establish mentoring programmes for/by refugees as a means to facilitate integration and help recently arrived PoC navigate procedures.
- Uphold PoC's access to rights. For example, the right to work should include access to market-based approaches and skills training.

### **Meeting needs and supporting communities**

Sessions titled: Walk the talk: A multi-stakeholder approach in resourcing the comprehensive refugee response; On the path towards joint principles for cash delivery; Harnessing the breadth of local partnerships; Operationalising the humanitarian development nexus and the regional sessions all discussed meeting needs and supporting communities. Conversations examined the capacity in the CRRF to deliver timely humanitarian response with the depth of development programmes as well as doing so without undermining humanitarian principles and accountability. Ensuring the views of diverse groups (ex. women youth, children, persons with disabilities, LGBT) are reflected in the CRRF was also stressed as was the need for an effective continuum of protection across borders and throughout the migration cycle.

CRRF implementation examples underscored that people, not structures implement the CRRF. Confusion in the dialogue accentuated the need to translate the CRRF into plain language and make it accessible to the whole-

of-society. The need for more awareness raising, conducting outreach, localising the CRRF and following the Principles of Partnership were also discussed.

### **Recommendations for the Programme of Action**

- **Appendix 1, 6.b:**
  - i. Donors should provide prompt, predictable, consistent and flexible funding for comprehensive refugee response as this is critical to catalysing wider partnerships, (ex. with refugee-led organisations and local government in decision making roles).
  - ii. UNHCR should continue efforts to move all projects to multi-year planning, as this (when sufficiently funded) allows for more sustainable interventions.
  - iii. All parties should work to better engage the private sector, not just as donors but as actors that can contribute unique solutions from a corporate social responsibility vantage point and create access to jobs and technology that foster self-reliance for refugees.
- **Appendix 1, 6.c:** All parties should bear in mind not only the cost to host states of a refugee response, but the expenses borne by refugees themselves.
- **Appendix 1, 6.d:**
  - i. The benefit of development funds are in the medium to long term. States should use such funds in complement to and not in replacement of humanitarian funding.
  - ii. UNHCR should ensure that new funding mechanisms are accessible to front-line actors (ex. local government, national NGOs).
- **Appendix 1, 6.e:** States and UNHCR should include measures in the Programme of Action to minimise the environmental impact of large movements as this in turn will reduce secondary displacement of refugees due to environmental degradation.
- **Appendix 1, 6.f:** All parties should gauge increases in accountability and efficiency of cash-based programming against its benefits to PoC.
- **Appendix 1, 7.a:**
  - i. Host States and partners should provide unhindered access for refugees to humanitarian assistance including: access to legal identity, decent work, and services like education and health. Access should also be consistent with the *non-refoulement* principle and family unity. Assistance should be provided where refugees are, not only when they resettle or return.
  - ii. States and partners should pay special attention to the protection of children and women as they are the majority of refugees and often the most vulnerable in forced displacement contexts.
- **Appendix 1, 7.b:** States should urgently provide child protection systems, with sufficient economic and human resources, to make them accessible and effectively responsive to the specific needs of children on the move.
- **Appendix 1, 7.c:** All actors should ensure that support networks exist to reduce the exposure to risk for particularly vulnerable groups (ex. unaccompanied minors, youth, and single parent households).
- **Appendix 1, 7.d:** For the whole-of-society approach to succeed UNHCR and partners need to make a long-term commitment to map, work with and build the capacity of first responders. Host communities should be recognised as first responders.
- **Appendix 1, 8.b:** CRRF objectives should be phrased in the form of goals, with a set of targets and indicators. These should be gendered and include specific strategies to protect women and children. States should build such measures into ministry level planning.

### **Recommendations for the CRRF Implementation**

- UNHCR should facilitate close CRRF planning and implementation with local governments--which provide security and regulate entry--community-based organisations and national NGOs.
- Responsibility-sharing arrangements should focus not only on helping refugee hosting communities and countries weather the impacts of a crisis, but as a lever to create policies and practices that are protective of refugees.



- States should ensure that civil society organisations can provide clear inputs into CRRF implementation (ex. permanent seats in the CRRF secretariats).
- UNHCR should ensure cash programming is clearly linked to an overall protection strategy (ex. as a tool to prevent SGBV) and is connected to national social safety net systems.

All parties implementing the CRRF should:

- Include refugees and host communities in decision-making from the start of an emergency. This should actively include women and refugee-led organisations. However, essential life-saving assistance should be delivered concurrently with consultations.
- Strengthen locally-led response capacity, including financing for refugee-led organisations. Refugees (including youth) should be empowered to fulfil decision making roles in responses.
- Be guided by the [Principles of Partnership](#) in whole-of-society responses.
- Communicate CRRF in mediums and languages relevant to refugees. Messages need to be simple enough to be easily locally contextualised and understood in multiple languages.
- Develop robust SGBV prevention strategies and programmes. Ensure these link into national systems and services and foster government engagement in SGBV prevention.
- Provide training on prevention of sexual abuse and exploitation (PSEA) to all actors within the whole-of-society approach.

## Measures to be taken in pursuit of durable solutions

Sessions dedicated to this theme included: Expanding resettlement and establishing complementary pathways; Creating conditions for voluntary, safe and sustainable returns; and Catalysing refugee self-reliance. Ensuring mechanisms are in place so that returns are voluntary and sustainable and stressing the importance of continuity of services across borders were key points of the dialogue on returns. The resettlement discussion emphasised a deeper understanding of complementary pathways. The Annual Tripartite Consultation on Resettlement took place immediately before the Annual Partners Consultation. The NGO statement delivered at the ATCR is available [online](#). Self-reliance, not a durable solution in itself, was described as a precondition to comprehensive solutions (ex. local integration, voluntary repatriation, or complementary pathways). This dialogue affirmed the importance of refugee participation in the local work force (country of integration or return) and market-based approaches for sustainable self-reliance.

### Recommendations for the Programme of Action

- **Appendix 1, 11:**
  - i. Countries of origin need to integrate returning refugees into national service provision plans (ex. education, healthcare). Services should include protection measures to mitigate vulnerabilities as well as livelihood training relevant to local markets. When such plans exceed country of origin resources to implement, donors (states and other sources) should deliver timely contributions to ensure the sustainability of returns.
  - ii. Civil society should help returnees access and navigate national service systems.
  - iii. UNHCR should ensure that continuity of support across borders is facilitated for returnees.
  - iv. Support to PoC on civil and identity documentation must be provided by States and UNHCR, with specific emphasis placed on resolving cases of statelessness.
- **Appendix 1, 12.c:** Local and national governments (ex. country of origin and host nation) should collaborate on ensuring safety in returns. Collaborative plans need to include SGBV prevention as well as a monitoring component to verify the voluntariness of returns.
- **Appendix 1, 12.d:** All parties should invest in community structures and livelihoods that foster social cohesion. PoC should be involved from an early stage in decision making on solutions and consideration should be given to how to engage diaspora and youth in reconciliation efforts.

- **Appendix 1, 12.f:** States should ensure inclusion of women and girls in national social programmes. Access of girls to education is of particular importance.
- **Appendix 1, 13.b:** States should use a holistic approach to self-reliance that encompasses access to civil documentation, national health (including psychosocial), education services in addition to livelihood opportunities and labour market access. Integration and participation of refugees and host communities from the outset of self-reliance efforts is critical.
- **Appendix 1, 13.c:** States and UNHCR should take into account the unique contributions of women and youth towards community well-being. All parties should uphold the ‘Do no harm’ principle throughout the solutions process.
- **Appendix 1, 13.d:** States should invest in incentives (ex. tax reductions for business, salary subsidies) that create win-win solutions for refugees and the marketplace. Investment should also be made to include self-reliance data in national data collection efforts.
- **Appendix 1, 14.a:** States and UNHCR should use employment, not access to work permits as the measure of impact for labour schemes.
- **Appendix 1, 14.b:** Complementary pathways extended by States should not be biased by age, gender, etc., nor should pursuing such pathways exclude refugees from accessing durable solutions (ex. continuing to wait for resettlement while making use of an academic visa).
- **Appendix 1, 14.c:**
  - States should consider adapting complementary pathways to better support protection of refugees, (ex. applying a broader definition of family unity in family/humanitarian visas or integrating *non-refoulement* elements with labour visas).
  - States should not limit resettlement to refugees from a certain region, a certain religion, a particular level of education, or a particular skill set.
- **Appendix 1, 16:** States investing in complementary pathways should offer these in addition to, not in place of existing resettlement quotas.

### **Recommendations for the CRRF Implementation**

- States should lift barriers for companies wanting to extend employment to refugees.
- UNHCR and States should safeguard access to durable solutions for refugees availing themselves of complementary pathways. UNHCR/civil society should give refugees waiting for these options comprehensive information on the protection these routes afford.
- Civil society should use strategic litigation and legal defence when States fail to implement resettlement or complementary pathways effectively.
- States and UNHCR should better track data on availability and use of complementary pathways as well as on self-reliance.
- UNHCR’s work to develop employment and finance schemes must be expanded to include whole-of-society opportunities.
- UNHCR and civil society should incorporate the 3<sup>rd</sup> edition of the Minimum Economic Recovery Standards into programming as a self-reliance toolkit.

All parties implementing the CRRF should:

- Shift the narrative when talking about solutions for women and children; they are not a special group, but the majority of the refugee population.
- Engage the whole-of-society in ensuring safety, dignity and sustainability of returns.
- Consider expanding “go and see” and “come and tell” trips to help facilitate realistic, planned and staged returns. Information gathered must be gender-sensitive and readily available for, and from, women and girls.

## Issues that cut across all four substantive sections of the framework and overarching issues

Overarching issues were covered in five sessions addressing statelessness, internal displacement, climate-induced displacement and commitments to both refugees and migrants. Interlinkages between root causes of displacement (ex. violence, climate change, and conflict) and complex interface between CRRF and other frameworks (ex. Sendai Framework on Disaster Risk Reduction and the regional Kampala Convention) underscored the need to better communicate about CRRF. They also highlighted the need for better data collection so as to understand the challenges for displaced populations. Conversations also demonstrated the need for increased understanding of the connections between the Refugee and Migration Compacts and specifically the distinctions or commonalities of protection available in mixed migration flows.

An additional six sessions addressed cross-cutting issues in the CRRF. These sessions underscored that children and women, as the majority of PoC globally, must be protected and have access to appropriate services. Discussions came up both in social media and across several sessions on how to better empower refugees as leading contributors to the CRRF and consultations. Sessions also examined lessons learned from UNHCR/NGO partnerships and possible application of these to whole-of-society responses.

### Recommendations for the Programme of Action

- **Appendix 1, 2:**
  - i. UNHCR and States should facilitate meaningful engagement of refugees, including youth, as part of the whole-of-society approach to the CRRF.
  - ii. Whole-of-society engagement should be guided by the Principles of Partnership.
- **Appendix 1, 3:** UNHCR and States should promote the [six recommendations for protecting, promoting and implementing the human rights of children](#); the [seven core actions for youth](#); and [five commitments to refugee women and girls](#) throughout the Programme of Action.
- **Article 16:** The 2030 Agenda pledged that no one would be left behind, but Internally Displaced Persons, the largest displaced group in the world, are frequently unable to enjoy their rights. States and partners should work both to provide solutions for current internally displaced populations as well as towards preventing IDP situations in the future.
- **Article 20:** States should commit to collecting data across the continuum of displacement, from internal displacement to cross-border movements. States should integrate and implement the Guiding Principles on Internal Displacement into their national laws and policies.

### Recommendations for the CRRF Implementation

- UNHCR and civil society should consider how lessons learned under the Refugee Coordination Model can inform good practice in the CRRF
- UNHCR and NGOs should continue to create regular space for dialogue and widen key engagements, like annual planning, to whole-of-society stakeholders.
- NGOs and UNHCR should continue building capacity of local and front-line responders (ex. by prioritising community outreach and filling such roles with refugees when possible).
- As climate change can be both a root cause and driver of displacement, States and UNHCR should highlight potential solutions such as implementation of the Nansen Initiative protection agenda.
- As UNHCR/States contextualise the CRRF, implementation should also reflect protective regional instruments (ex. Kampala Convention that affords both refugee and IDP protection).
- All actors should work to ensure that commitments to both migrants and refugees in the Global Compacts are aligned and operationalised in complementary ways.
- States addressing onward movements should reflect empowerment of refugees as decision makers and take into account people's intentions, social and family links.

- For stakeholders working to combat xenophobia through campaigns, telling emotionally compelling, direct contact stories and facilitating face-to-face interactions are critical. Highlighting the positive contributions made by refugees as well as our common humanity is also significant.
- States must strengthen cross-border coordination and cooperation in order to provide immediate and long-term protection, care and support for children in mixed migratory flows.
- UNHCR should continue with efforts to establish youth councils and refugee consultations in CRRF implementation contexts.
- UNHCR should establish minimum requirements for gender equality in CRRF implementation (ex. a GenCap deployment to each context, engagement of women's affairs ministries). These standards should include rapid gender assessments that fully involve women and women's groups.
- UNHCR should identify and work with male gender champions in CRRF countries and establish gender parity in the CRRF leadership structures (ex. secretariats). It should also train those involved in the CRRF leadership in gender equality and community-based approaches as needed.
- States and UNHCR should ensure that the data that is being fed into the indicators for the CRRF is disaggregated by sex and age.
- Civil society should look for ways to ensure diversity can serve as a 'bridge' between displaced and host populations in programming.



# 2017 AGENDA

## UNHCR Annual Consultations with Non-Governmental Organizations 14 – 16 June 2017 | International Conference

## Comprehensive Refugee Response Framework Rapporteur, Rachel CRISWELL (World Vision International)

**TIME**      Wednesday 14 June  
**RECEPTION AND ADMISSION**

08:30 13:00	Registration of participants ICCG entrance, UNHCR welcome desk Market place with innovator's ICCG lobby area <b>Welcome coffee</b>
11:00 12:30	<b>Food for Thought (A-E-F-S)</b> Room 3 Follow-up to the Global Refugee Youth Consultations (GRYC) Room 4 Addressing statelessness in displacement context Room 5/6 The benefits of strengthened coordination for people of concern
13:30 16:00	<b>Room 2 OPENING PLENARY (A-E-F-R-S)</b> Deputy High Commissioner General overview of challenges Q&A Assistant High Commissioner Protection Global compact on refugees Director, Comprehensive Responses Implementation of the comprehensive refugee response framework Q&A Coffee break
16:00 16:30	<b>Thematic sessions (A-E-F-S)</b> Room 2 A comprehensive response at reception and admission Room 3 Legal frameworks Room 4 Meeting joint commitments to refugees and migrants Room 5/6 Refugee voices in the global compact
19:00 20:30	<b>RECEPTION</b> UNHCR Cafeteria

Thursday 15 June  
**IMPLEMENTATION & PARTNERSHIP**

08:30 10:00	<b>Room 2 From local to global: getting IDPs back on the agenda (A-E-F-S)</b> Panel with the Assistant High Commissioner Operations
10:00 10:30	Coffee break
10:30 13:00	Room 2 AFRICA (A-F) Room 3 MENA (A-E-F) Room 4 ASIA (E-F) Room 5/6 EUROPE (E-F-R) Room 18 AMERICAS (E-F-S)
14:00 16:00	<b>Room 2 Walk the talk – A multi-stakeholder approach in resourcing the comprehensive refugee response (A-E-F-S)</b> Panel with the Deputy High Commissioner
16:00 16:30	Coffee break
16:30 18:30	<b>Thematic sessions (A-E-F-S)</b> Room 2 Status of UNHCR-NGO Partnership Room 3 Harnessing the breadth of local partnerships Room 4 Making the global compact work for all refugee women and girls

Friday 16 June  
**RESILIENCE AND SOLUTIONS**

09:00 10:00	<b>Thematic sessions (A-E-F-S)</b> Room 2 Resettlement & complementary pathways Room 3 Operationalizing the humanitarian-development nexus Room 4 Enhancing self-reliance and resilience Room 5/6 Creating conditions for voluntary, safe and sustainable returns
10:00 10:30	Coffee break
10:30 12:00	<b>Thematic sessions continued</b>
12:15 13:45	<b>Food for Thought (A-E-F-S)</b> Room 3 On the path towards joint principles for cash delivery Room 4 Climate change: challenges and opportunities in the global compact Room 5/6 Standing #withRefugees: what civil society can do to promote a positive narrative about refugees
14:00 15:45	<b>Room 2 CLOSING PLENARY (A-E-F-R-S)</b> Remarks by the High Commissioner Toward the global compact on refugees Q&A
15:45 16:00	Break
16:00 16:30	<b>Report back on the NGO Consultations</b> Rapporteur of the Executive Committee of the High Commissioner's Programme Rapporteur to the Consultations



## Measures to be taken at the onset of large movement of refugees

### Discussion topics

#### Comprehensive Response at reception and admission

Two specific thematic sessions were dedicated to this topic: *Inclusion from the start: a comprehensive response at reception and admission* and *Legal frameworks: the centrality of legal instruments in ensuring access to refugee rights*. A number of points relevant to this discussion were also made in other sessions, ranging from birth registration in the statelessness session to specific needs of women and girls.

The conversations reaffirmed non-refoulement as the cornerstone of international refugee protection, the call for eliminating immigration-related detention for those in need of international protection, and suitable screening for vulnerable groups. It also highlighted the inherent linkages between adequate preparation, burden- and responsibility-sharing and predictable, multi-year, flexible funding in large movements. For the sake of clarity therefore, inputs from the NGO community are organised here according to clause 5 of Appendix 1 of the New York declaration.<sup>1</sup>

#### *Adequate, safe and dignified reception conditions*<sup>2</sup>

To provide adequate, safe, dignified reception more capacity needs to be invested in proactive emergency preparation and host-community level protection systems. This should be done in advance of largescale movements. It requires funding for preparation as well as ensuring that funds get from central to local authorities. A challenge in the New York declaration in this respect is that the document is reactive on emergency preparation and contingency planning. Proactively creating standby arrangements, however, generates opportunities to ensure adequacy and safety of reception conditions.

Contingency planning facilitates opportunities for mutual learning. In the whole-of-society approach, different line ministries need to communicate with each other, as well as with the private sector and civil society. Preparation encourages such communication. The large scale influx in Uganda in recent months has underscored the need for trigger levels not only at the start of a large movement but also during it. It is important to have contingency planning in place, so that good practice examples of comprehensive responses, like those in Uganda, are not compromised when the scale of movements exceeds anticipated levels.<sup>3</sup>

A critical challenge for the CRRF vis-à-vis reception and admission is that some national governments either do not admit asylum-seekers to their territory at all or do so with conditions that do not meet minimum international standards. Others immediately detain asylum-seekers in 'hotspots,' dedicated immigration detention centres, or closed/semi-closed facilities. Fast track procedures that quickly remove asylum-seekers to third countries may or may not give sufficient time to establish a well-founded fear of persecution. States should embrace an open-border policy for all persons seeking international protection. Vulnerability screening tools should be used on arrival so that protections are tailored to the concerns of the individual.

Dignified reception conditions should exclude the use of immigration-related detention for asylum-seekers. Alternatives to detention are generally less costly and provide better solutions. For example, an 'engagement' approach that maintains periodic contact between officials and asylum-seekers has a very low rate of

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<sup>1</sup> The first six subheadings are drawn from 'Inclusion from the start' unless otherwise noted while 'Legal frameworks' comments are taken from the panel by this name.

<sup>2</sup> New York Declaration, Appendix 1, 5.a. For comments around specific needs due to sexual and gender-based violence as well as the rights, specific needs, contributions and voices of women and girl refugees (5b) please see the section titled 'Making the Global Compact work for women and girls' which addresses all chapters of Appendix 1.

<sup>3</sup> This final point came out of Africa regional session.

absconding (ex. in Bulgaria and Cyprus) and is less expensive implement. Zambia's recent experience of alternatives to detention is an example to consider in other contexts.

The Global Compact on Refugees should include commitments to immediately cease all immigration-related detention of asylum-seekers upon admission and reception, including the use of off-shore detention, hotspot detention, and mandatory detention for irregular entry. NGOs in the Asia and Americas sessions cited efforts in both regions to abolish or significantly reduce the use of immigration-related detention of children.

*Use the registration process to identify specific assistance needs and protection arrangements<sup>4</sup>*

A challenge to reception and admission is linked to the failure by States to identify and protect persons in situations of particular vulnerability, including asylum-seekers, stateless persons, individuals with disabilities, survivors of torture or trauma, trafficking victims children—especially Unaccompanied and Separated Children (UASCs)—and the elderly. The CRRF case studies should promote the training and sensitization of police, border guards, and other migration officials on the condition of persons in situations of particular vulnerability.

In Latin America the importance of a regional approach to identifying specific protection needs and solutions was affirmed. The usage of already established regional protocols is important in training of border authorities in the (early) identification and referral of situations of vulnerability, including victims of trafficking. Regional capacity building activities should also include the authorities of countries that are not traditional refugee receiving countries.<sup>5</sup>

Concerns were raised about adequate identification of UASCs and persons with disabilities, especially in contexts with fast track removals processes. Inclusion of the Washington Group Disability Questions, a screening tool, which helps identify the needs of persons with disabilities, has been tested in Jordan, and was raised as an example of good practice.

*Birth registration*

In the Middle East and North Africa region, UNHCR has implemented Standard Operating Procedures for the registration of stateless refugees from Syria. Raising awareness of the importance of birth registration, including providing assistance with late birth registration through courts, has been crucial to reducing statelessness of children.<sup>6</sup>

### **Legal frameworks: the centrality of legal instruments in ensuring access to refugee rights, especially work rights<sup>7</sup>**

Through the lens of international and national legal instruments for the protection of refugees, this session focused on how refugees can exercise their rights, particularly in relation to gainful employment.

Various examples were listed in this session, reflecting a variety of practices on the legal protection continuum. Some included:

- Turkey is a signatory to the 1951 Convention relating to the status of refugees and the 1967 Protocol and hosts the biggest refugee population worldwide. Youth with temporary protection status are now educated in Turkish schools instead of refugee specific ones; a measure that both eases local integration and ends the duplication of two sets of national services.

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<sup>4</sup> New York Declaration, Appendix 1, 5.e. Clause 5d is discussed in the cross-cutting themes portion of the paper.

<sup>5</sup> Example is from the Americas regional session.

<sup>6</sup> This excerpt came from the Statelessness session.

<sup>7</sup> Reflection of New York Declaration, Appendix 1,5 & 5.g

- Uganda is party to international and regional human rights and refugee law instruments and adopted in 2006 a refugee legislation that was regarded by participants as a model for Africa. It recognises the rights of the country's vast refugee population to work, move around the country and live within the community, rather than in special camps. Implementation of this policy is done through the district local government programs involving host communities.
- Malaysia does not have a domestic legal framework to protect refugees. However, needs-based refugee rights are developing here as refugees fill gaps in the labour market.

It was acknowledged that influxes and political changes can impact the legal framework and how refugees are perceived. The continuum concept is a helpful tool to assess whether access to rights are increasing or decreasing. This has to be seen, however, in connection to 'actual protection' rather than legal frameworks alone, as in some contexts refugee protection exists in law only without real implementation.<sup>8</sup>

Whether there are national legal frameworks or not, there are important networks on the ground promoting refugee rights and educating refugees about the opportunities available to them. Examples were shared from Ecuador and Uganda where there are no restrictions on employment, but many refugees do not access these rights due to lack of information. Coaching is needed, and this is often done through civil society. Identifying new stakeholders and entry points for accessing rights is crucial to diversify options in helping refugees fulfil their rights. This includes working with governments, the private sector and other actors to make sure refugees' work rights are protected and easily accessed. It also means surmounting language barriers, a key issue reducing refugees' ability to access their rights.

Access to refugee status determination (RSD) and timely identification were recommended as key elements to respecting refugee rights to freedom of movement and work. To ensure 'actual protection', strong governance frameworks to ensure legal status, legal permission to work and access to justice for rights violations are necessary. Facilitating access for refugees to development programming that includes market-based skills training was also recommended as an effective way to equip refugees for employment.

## Recommendations for the Programme of Action

- **Appendix 1, 5.a:**
  - i. All parties (States, UNHCR, civil society) should build the capacity of host communities to provide adequate, safe and dignified reception conditions. Within large movements, trigger levels should be defined, at which additional capacity will need to be mobilized.
  - ii. States should cease detaining asylum-seekers. This includes stopping the use of off-shore detention, "hot spot" detention, mandatory detention for irregular entry, and especially ending the detention of children.
  - iii. UNHCR should ensure that consistent approaches to vulnerability assessment and minimum standards for care are applied across all comprehensive responses.
- **Appendix 1, 5.b:** All parties should facilitate opportunities for refugees to contribute towards solutions for themselves and their hosts. They should also ensure that women and girls have access to safe livelihood options.
- **Appendix 1, 5.c:**
  - i. States with support from UNHCR and/or civil society should provide Persons of Concern (PoC) with access to sexual and reproductive healthcare. This should include appropriate responses to SGBV and reflect UNHCR's [Five Commitments to Refugee Women](#).
  - ii. States should ensure that all children live in adequate conditions and have access to essential services once displaced. This includes investment in programs to improve livelihood

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<sup>8</sup> In a number of contexts rights exist in law, but cannot be realised. 'Actual protection' considers both legal frameworks and implementation of rights.



opportunities and access to quality health and education. In particular, refugee children should have access to quality education within 30 days of their initial displacement. Education both sets children up for success and ensures refugee children are better protected from early marriage, child labour and exploitation.

- **Appendix 1, 5.d:** States should preserve open access to borders for those seeking asylum and individually register those seeking protection as quickly as possible.
- **Appendix 1, 5.e:**
  - i. States and/or UNHCR should use the registration process to identify specific assistance needs and protection concerns, including concerns due to lack of documentation.
  - ii. States should sensitise police, border guards, and other migration officials on the identification of specific assistance needs and protection concerns even in fast-track procedures. This should include recognising children as children first and foremost, independent of their migration status, making their best interest the primary consideration in the registration process.
- **Appendix 1, 5.f:** All parties should work for the immediate birth registration of refugee children. This should explicitly include mitigation of statelessness risks.

## Recommendations for the CRRF Implementation

All parties implementing the CRRF should:

- Screen people effectively upon arrival to identify needs and vulnerable individuals, (ex. children, youth, pregnant women, female-headed households, LGBT individuals, those without documentation and SGBV survivors). Screening should include the Washington Group Questions on Disability.
- Set up alternatives to detention. Ideally, there should be no immigration-related detention.
- Conduct gender-sensitive needs assessments and link the results to services provided (ex. SGBV services should be included from the very start of programming). Women and girls should be assessed as individuals distinct from their male household members and interviewed by female interviewers in a safe environment.
- Train staff involved in reception and admission on the identification of and adequate language to be used with vulnerable groups, especially LGBT individuals, trafficking victims and children. Social workers and caseworkers should be present to deal with any SGBV cases and should accompany SGBV survivors through the registration process.
- Use appropriate housing for women and girls as a preventative tool for protection.
- Establish mentoring programmes for/by refugees as a means to facilitate integration and help recently arrived PoC navigate procedures.
- Uphold PoC's access to rights. For example, the right to work should include access to market-based approaches and skills training.

## Meeting needs and supporting communities

### Discussion Topics

Four specific sessions were dedicated to subjects covered in the fourteen clauses on meeting needs and supporting communities from the New York declaration. These were *Walk the talk: A multi-stakeholder approach in resourcing the comprehensive refugee response*; *On the path towards joint principles for cash delivery*; *Harnessing the breadth of local partnerships*; and *Operationalizing the humanitarian development nexus*. Many relevant points were also made during the regional sessions (Africa, Americas, Asia, Europe, Middle East and North Africa).

Conversations examined the CRRF capacity to deliver timely humanitarian response with the depth of development programmes as well as doing so without undermining humanitarian principles and accountability. Ensuring that the views of diverse groups (ex. women youth, children, persons with disabilities, LGBTI) are

reflected in the CRRF was also stressed, as was the need for an effective continuum of protection across borders and throughout the displacement cycle.

CRRF implementation examples underscored that people, not structures implement the CRRF. Confusion in the dialogue accentuated the need to translate the CRRF into plain language and make it accessible to the whole-of-society. This should include the application of consistent definitions and appropriately disaggregated data so as to be able to tell stories of change.<sup>9</sup> The need for more awareness raising, conducting outreach, localising the CRRF and following the Principles of Partnership were also discussed.

For the sake of clarity, inputs from the NGO community are organised here according to clauses 6-8 from Appendix 1 of the New York declaration.<sup>10</sup>

### Walk the talk- A multi-stakeholder approach in resourcing the comprehensive refugee response<sup>11</sup>



 **Piya Muqit**  
@piyamuqit

 Follow

DHL's leadership with refugees because global events affects them & their staff. They partner with UN & INGOs  
#UNHCRNGOs @UNHCRPartners

2:46 PM - Jun 15, 2017

 **Melissa Pitotti**  
@ICVARRefugee

 Follow

For the @WorldBank, #RefugeeResponse is a new area. We need to learn & scale up capacity & build new partnerships.  
#UNHCRNGOs #GrandBargain

2:57 PM - Jun 15, 2017

This session discussed how cooperation with multilateral donors and private-sector partners can provide resources to Comprehensive Refugee Responses in a prompt, predictable, consistent and flexible manner. It also addressed challenges in the transition from the 'business as usual' to a new way of working.

The Deputy High Commissioner for Refugees opened the discussion, acknowledging that a core challenge to CRRF implementation is the need to be operational very quickly while operating with little money. Impacting the quality and continuity of response, insufficient funding – especially for national NGOs, host communities and local government – was a challenge echoed throughout the Consultations. MENA NGOs reminded participants that refugees themselves share the financial burden of crises, as evidenced by the fact that ninety percent of

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<sup>10</sup> Clauses 6a, 6e, 8a, and 8c were not significant topics of discussion at the Consultations.

<sup>11</sup> This session included discussion of New York Declaration, Appendix 1, 6.a to 6.d.

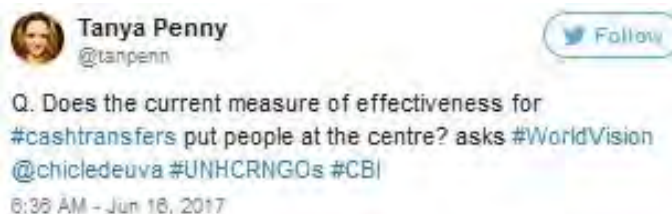
Syrian refugee households in Lebanon are in debt<sup>12</sup>. Politicised funding that does not go to contexts of greatest need (ex. forgotten crises) was an additional challenge raised by European NGOs<sup>13</sup>.

Provision of resources in a prompt, predictable, consistent and flexible manner requires working in wider partnerships. DHL explained that protracted displacement and natural disasters do not predominately affect corporations in terms of profits, but instead impact their people. Engagement from the private sector therefore comes strongly from corporate social responsibility. Consultations' participants were challenged to think of private sector companies, not as ATM machines, but as buckets full of resources. The World Bank talked about its transition from donor to strategic partner under the CRRF.

Dialogue in regional sessions and the questions of the financing panel highlighted some of the current barriers and challenges to working with development and private sector partners. It emphasised the importance of clear, mutual expectations and objectives, a process that takes time and trust-building to succeed. Having PoC in leadership roles during such goal setting processes was identified as factor contributing to good outcomes by the national NGO panellist from the Refugee Consortium of Kenya.

The World Bank explained briefly the financial lending facilities activated in 2017/18 for low and middle-income countries hosting large numbers of refugees. These funds can help address some of the underlying social challenges in contexts of protracted displacement, but are largely targeted at governments and will therefore have an indirect impact on resourcing gaps for NGOs in CRRF implementation. UNHCR's multi-year planning and budgeting is underway in selected countries and should be in all NGO projects with UNHCR by 2020. This will be a critical tool for NGOs in the CRRF process. All new funding mechanisms being designed to include NGO participation need to be easily accessible to front line responders.

#### On the path towards joint principles for cash delivery<sup>14</sup>



Cash-based assistance is moving fast in the humanitarian world, requiring us to strengthen partnerships and maximise opportunities while learning from each other's knowledge and experience. There was consensus that global standards for cash delivery are needed to ensure that all stakeholders in the humanitarian response have the same understanding on how to set up and plug into efficient cash transfer mechanisms.

Cash is a modality and must be linked to protection strategies and programme objectives with a continued focus on beneficiaries. Competitive advantages of civil society stakeholders should be strengthened, while banking should be left to the banks. We should explore innovative models for financing and new ways to work with the

<sup>12</sup> Statistic was taken from oral comments in the MENA session.

<sup>13</sup> Comment raised in the Europe regional discussion.

<sup>14</sup> This title given for the consultation refers to 'increase support for cash-based delivery and other innovative means for efficient humanitarian assistance.' New York Declaration Appendix 1, 6.f

private sector. The adoption of a shared networking economy business model could bring economies of scale, improve efficiency and effectiveness. This could be achieved through the creation of a common mechanism. This could include set relationships with a financial service provider available for free to any agency in a humanitarian situation to provide immediate access to cash assistance to refugees.

Cash assistance for refugees should link to national systems, such as existing social safety net programmes. However, there are challenges to this approach in countries with limited reach of civil registration and vital statistics systems.

The importance of defining efficiency according to benefit it gives to PoC was highlighted. Measuring by this definition does come with costs, however. These include the expense for NGOs in attending mandatory trainings, the risk of violence, transaction fees, etc. Civil society and UNHCR need to improve our ability to measure the efficiency by looking at both the costs for the provider and the costs for the beneficiary.

Putting people at the centre of cash assistance was a recurrent focus, emphasising the role of NGOs in this context. One NGO participant raised the challenge of who should be given the cash – the head of the family or the most vulnerable person in the family (ex. women and children). The use of technology was also highlighted as important in the work with beneficiaries and also in the overall cash assistance response. It can assist in the timely provision of cash assistance as well as reduce fraud. Common cash transfer arrangements can improve coordination, efficiency and effectiveness in the humanitarian response and have a positive impact on the lives of people in need.

### **Good practice example**

The Common Cash Facility (CCF) in Jordan is an efficient cash transfer mechanism which is a public good, managed by the private sector and which any humanitarian partner can utilise to provide cash assistance to refugees. The cash transfer arrangement was developed and procured by UNHCR and made available to all humanitarian partners on a direct and equal basis, with no management fees. Coming together in a structured way in the procurement of services increases bargaining power and improves efficiency, allowing CCF partners to reach more families.

By using a jointly developed inter-agency vulnerability framework based on agreed socio-economic indicators and thresholds, the CCF brings improved effectiveness to all partners. Partners put their technical expertise together to jointly define a common targeting approach in areas such as shelter, education, health, food and protection, to ensure that the right assistance is provided to those in need.

The CCF ensures that financial services for cash transfers are accessible to all humanitarian partners on an equal and direct basis, resulting in broad efficiency gains and improved collaboration.

For more information, please see here: <http://www.unhcr.org/596331dd7>



## Prompt, safe and unhindered access to humanitarian assistance with existing humanitarian principles<sup>15</sup>



Regional dialogues affirmed the importance of protection but highlighted different regional risks towards prompt, safe and unhindered access to humanitarian assistance with existing humanitarian principles.

The Asia Pacific region hosts some of the world's most protracted refugee situations. Lack of status for many refugees in the region exposes them to human rights violations including human trafficking. Although the adoption of the ASEAN Human Rights Declaration (2012), the Jakarta Declaration on Addressing Irregular Movement of Persons (2013) and the Bali Declaration on People Smuggling, Trafficking in Persons and Related Crimes (2016) are all notable developments, these instruments are non-binding. The regional architecture for protection

 **Melissa Pitotti**  
@ICVARRefugee



Non-refoulement is the core of the core. Forced returns are shocking, egregious, fundamental violations. Don't forget.

#UNHCRNGOs

2:51 PM - Jun 14, 2017

thus still remains relatively weak. With more than half of Asian states not yet signatories to the 1951 Refugee Convention and a lack of a regional framework for refugee protection, each country relies on its own protection standards. Political sensitivity regarding refugees is rising in certain areas and refugee issues create tensions between countries. However, generally the region is advancing in economic and social development, growing capacity and resources which should translate into increased ability to deal with refugee and IDP issues and engage with governments.<sup>16</sup>

Several emerging good practices in the region were highlighted in Asia including the coming into force of the ASEAN Convention Against Trafficking in Persons which provides a stronger emphasis on protecting vulnerable women and girls in this region, including children on the move. Progress still needs to be made on protecting people where they are (i.e. not only when people resettle or when they return).

The European regional conversation focused on the detrimental effect linked to the region's support to CRRF applications elsewhere in the world without offering prompt, unhindered access at their own borders. European NGOs aspired to have CRRF implementation in Europe improve protection and humanitarian access for PoC. NGOs also asserted that the CRRF needs to put forward a protection-oriented approach to family reunification and respect for family unity. They also indicated that addressing secondary movements is unrealistic because people have family, plans and ambitions and will move.

Violence and unsafe access resulting in the disappearance of children were topics of concern in the Americas group. Here it was affirmed that children and women should be at the centre of the model and policies should

<sup>15</sup> New York Declaration, Appendix 1, 7a

<sup>16</sup> APRN, 'Reflections on the significance of the New York Declaration on Refugees and Migrants for the Asia Pacific Region', 2017. p 3.

be put in place to abolish child detention measures, in line with the best interest of the child. The need to both provide protection while also focusing on anti-stigmatisation, anti-discrimination policies and access to basic human rights (e.g. education, health services) were also priorities in this region.

Creating a sustainable host environment and social cohesion between refugee and host communities was emphasized as a critical element of refugee protection in the Africa session. As policy commitments have already been made by African countries towards protection, (ex. Kampala Convention), implementation of these must be the focus under the CRRF. This must be supported by contextually-relevant whole-of-society approaches. Engaging not only refugees and host communities, but diasporas, the private sector, government and civil society is necessary to make whole-of-society protection a reality.

### **Encourage and empower refugees at the outset of an emergency phase to establish supportive systems and networks that involve refugees and host communities that are age- and gender-sensitive<sup>17</sup>**



Encouraging and empowering refugees at the outset of an emergency requires good communication with them. NGOs in the regional sessions identified some critical gaps in this first step to empowerment.

Civil society staff from Africa raised concern that the CRRF implementation to date had largely been focused on setting up systems in capitals and had not yet truly involved refugees or their host communities. Asian NGOs indicated that many NGOs do not know how to engage with the CRRF and asked 'if NGOs don't know, how can refugees? How will whole-of-society actors know?' MENA conversations affirmed that refugees should feel empowered to ask for help from NGOs and civil society and that the importance of emotional support and mutual respect should not be underestimated when it comes to relief provision. More communication, in mediums and languages relevant to refugees is a critical next step if empowerment is to be realised under the CRRF.

Regional discussions also identified good principles and examples of practice from operations that pre-date the CRRF. Asian NGOs for example reminded participants that while it is important to have clarity on what the CRRF is and to ensure funding for implementation, it is also critical to include refugees and the hosting communities them. Refugee decision-making, participation and self-representation were seen in this conversation as critical benchmarks of CRRF success. Asian NGOs further advocated for financing for refugee-led organisations as critical to ensuring that refugees are able to take ownership of the response to their needs and solutions.

The Americas group affirmed this point, reminding participants that refugees and IDPs do not necessarily want to be labelled as such, and that UNHCR and civil society should avoid unhelpful categorization and stereotyping. They also affirmed the need for supportive networks for children (especially UASCs) and single parent families (especially female headed households). Lack of support networks can result in increased exposure to risks, including trafficking, sexual exploitation or detention.

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<sup>17</sup> New York Declaration, Appendix 1, 7c.

Empowerment of the most vulnerable, women and girls, as key decision makers was highlighted in the Asia session. The EU funded Durable Solutions Secretariat that is supporting Syrian Diaspora in the Middle East to engage in discussions about solutions is an example of putting the voices of refugees at the centre of solutions offered in the MENA region.

### Harnessing the breadth of local partnerships<sup>18</sup>



**Nasser Yassin** @nasseryassin · Jun 16

Finale of #UNHCRNGOs consultation with @RefugeesChief : how the 'global responsibility' 'local action' nexus can be achieved?



Carol El-Sayed, MENA CSND, Dana Sleiman and 6 others

Through concrete examples, this session examined the potential benefits and challenges in involving national, local and community actors—grassroots and volunteer organisations, faith-based groups, refugee organizations, national NGOs, national Red Cross And Red Crescent Societies—in the practical application of the CRRF.

These organizations are the first and last responders; they are there before international actors arrive and after they have gone. They are a critical part of the comprehensive refugee response, a point underscored both in this session and the Africa regional conversation.

For the whole-of-society approach to succeed a long-term commitment must be made to map, work with and build the capacity of local and national actors. This must include strengthening refugee-led community-based organisations and encouraging models where there is co-leadership by locals and refugees. While internationals typically leave in time, local actors often stay in place. Thus stronger local actors can provide a better situation for host communities and refugees. In some contexts, civil society space is being restricted, with limitations on local actors accessing resources, freedom of association and movement. In such instances not only funding but broader political issues need to be addressed.

Commitments were made at global level in the Grand Bargain to provide more support to front line responders, but these commitments—a year later—still largely need to be operationalized. National actors should be able

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<sup>18</sup> Refers to 'Support local civil society partners that contribute to humanitarian responses, in recognition of their complementary contribution' New York Declaration Appendix 1, 7.d as well as Appendix 1, 7b 'Deliver assistance, to the extent possible, through appropriate national and local service providers'.

to compete with INGOs on an equal footing, including receiving money for overheads / core costs and support to develop institutional capacity and systems. Some participants also highlighted the linkages between resources and leadership while others spoke of the need for local organisations to be visible in public communications, especially the northern media.

International actors are often considered the most appropriate to do capacity building, but beyond capacity is knowledge sharing—a two way street—which needs to be travelled more creatively. Experienced national actors and coalitions of national NGOs could fulfil this role if provided with sustainable financing. National actors present specifically requested to receive better coverage of core costs from UNHCR.

As we pursue whole-of-society approaches, civil society and UNHCR need a change of attitude and language. Refugees and local actors are both volunteers and beneficiaries. The language and tools we use in response need to be simple enough for these actors to understand—not just translated into local language. Tools also need to be harmonized and locally contextualized. New technologies and platforms can help, including allowing local organizations to show case what they do. We also need to share the basics – training on how the system works with local actors.

### **Operationalizing the humanitarian-development nexus at the country level<sup>19</sup>**

In many respects, the humanitarian-development nexus has been artificially created. The Refugee Convention does not make the distinction between the two. As part of the Somali refugee response 2017, the IGAD Nairobi Plan of Action and the Somalia Durable Solution Initiative exemplify humanitarian and development actors coming together under the leadership of the government and of the UN. Operationalizing this and other efforts, however, highlights the differences in procedures between development actors and humanitarian actors.

Often, humanitarian actors emphasise the tensions between humanitarian principles and development ideology, but the ‘do no harm’ principle applies to both humanitarian and development actors. Humanitarian and development practitioners alike should make the best decisions possible to support the needs of PoC.<sup>20</sup> Meeting the needs of PoC demands an accurate understanding of context. Context analysis needs to be up to date (ex. Syria was a high performing country in the Millennium Development Goals) and it must be relevant to both development and humanitarian actors.

Context analysis should be followed by multi-year planning: the first step of which is to think upfront about the longer-term so as not to waste resources. In Ethiopia for example, UNHCR realized the importance of building permanent structures instead of semi-permanent ones after considering that people were remaining there for years. Civil society and UNHCR need to be absolutely clear on the results they are trying to achieve rather than focus on the activities in joint planning and implementation. There is a big opportunity to persuade governments to think longer-term and invest more in preparing themselves and affected communities to mitigate effects of shocks and influxes when planning is done together.

Joint planning is only useful, however, if the implementation plans created include adequate and appropriate financing. UNHCR is working on multi-year funding/programming with thirteen countries at present and expects to roll out this approach globally by 2020. Many of the recent forced displacement crises have occurred in middle income countries, which impacts the type of financial instruments that can be deployed. The World Bank, for example is releasing new funding streams for refugee-hosting middle income countries. When civil society and UNHCR work alongside the World Bank in areas where refugees live, it is necessary to plan for the needs of the entire area. This gives a different perspective and appreciation of the needs of the whole population (ex.

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<sup>19</sup> Session refers to ‘Ensure close cooperation and encourage joint planning, as appropriate between humanitarian and development actors and other relevant actors’ New York Declaration, Appendix 1, 7e.

<sup>20</sup> Keeping the needs of PoC at the centre of collective decision making was affirmed in the Africa regional session as well.



host community and refugees) for key interventions like permanent health structures. UNHCR and the World Bank are working jointly in 13 countries to support multi-year government-led responses in refugee hosting areas.

In protracted situations, multi-year financing makes sense, but large multi-year projects are often not nimble and responsive. In contexts like Somalia, it is necessary to be agile and adaptable according to circumstances. More transitional funding, between traditional humanitarian and development programmes is needed.

Financing is a huge part of the answer to responding to forced displacement, but the policy and legal regulatory frameworks are as important, if not more important. For instance, in Jordan, funding was made contingent on the issuance of work permits to refugees. Yet far fewer permits were ultimately issued due to legal and regulatory constraints. Sound institutions are needed to deliver policies; otherwise resources will not be efficiently used. The Revised Refugee Act in Kenya is illustrative of a legal framework that moves towards inclusion of refugees in the country's development plans and initiates processes for refugees to be more self-reliant.

During implementation of collective outcomes, civil society and UNHCR need to ensure the focus on local communities is maintained, including by improving local service delivery. It is also important to better understand the relationship between poverty and displacement. Being poor in one's country is not equal to being poor in another country; a PoC is not protected by the same networks and assets after displacement. In Kenya, the Kalobeyei Integrated Socio-Economic Development Programme represents a shift in the country's refugee regime. Thanks to wide stakeholder engagement at the national and regional level, common objectives have been developed to support area-based development benefiting the host community and refugees.

Ultimately, comprehensive refugee response needs to not only focus on refugees themselves, but what can be done to stop conflict and ensure peace for countries.<sup>21</sup> Data and evidence can facilitate a different kind of policy dialogue with governments and development partnerships bring a different set of voices to the table. Resolution of protracted displacement is not possible without political agreement, advocacy outcomes for which are more easily attained through coalitions of humanitarian and development actors.

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<sup>21</sup> This point is from the MENA regional discussion.

## Incorporate CRRF into national development planning<sup>22</sup>



Colleagues in the Africa regional session asserted that there is a need for all parties involved in the CRRF. Those who wish to be informed about the process, especially between line ministries, central government and decentralized authorities need regular information updates as well. In many countries, such as Uganda, there is a need to advocate for significant funding pledges.

There is strong support for the implementation of CRRF (from governments, regional blocs, the private sector) in this region, creating a momentum that can be carried forward. Despite this positive movement, there are also notable challenges. For instance, all secretariats have not been set up yet. Moreover, there is often an information gap between the national level and the field on what the CRRF entails. NGOs and civil society also cited lack of clarity regarding whether or not NGOs will sit in the CRRF secretariats as a challenge. Local government authorities need to be involved in central decision making to ensure consistency in the course of action. Political will and investment is needed from development actors and governments. It is necessary to develop a comprehensive framework on accountability and multi-sector, multi-stakeholder approach related to rights and needs that inform the response.

In the Americas conversation, the importance of grounding national approaches in a regional approach was discussed. In this context a regional approach has made it possible to train countries that are not traditionally refugee-receiving (ex. Costa Rica) in appropriate reception and admission procedures. To integrate into local society, refugees need psychological support, language training, education as well as access to the labour market and to financial mechanisms. Supportive elements for refugees need to be built into national systems. The Americas region is beginning to develop common regional indicators and tools on elements like these. The regional MERCOSUR Guide for the Identification and Care for the Special Protection Needs of the Rights of Migrant Children and Adolescents is an example of such a tool.

There has been an entrenched view among many states in Southeast Asia that only the extension of temporary protection for refugees is required. However, today there are multiple instruments that can be applied in the

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<sup>22</sup> New York Declaration Appendix 1, 8b. Clause 8a was not significantly discussed at the Consultations.

Asia Pacific region. The SDGs – i.e. no one left behind; the Ministerial Declaration of the Bali Process; the Solutions Strategy for Afghan Refugees; and the New York declaration/Global Compact on Refugees are all government instruments giving civil society leverage to engage.<sup>23</sup> The SDGs are a particularly key tool to ensure refugee priorities are integrated into national development planning.

The conversation in the Europe regional session envisioned the four chapters of the New York declaration's Appendix 1, phrased as goals, with a set of targets and indicators. Such an approach could be built into ministry level planning, like the SDGs, to have the greatest effect in promoting protection. This group also discussed the possibility of responsibility-sharing agreements not only on helping refugee hosting communities and countries weather the impacts of a crisis, but serving as a lever to improve host country statute and policies that prohibit refugees from accessing the full range of rights they deserve.

#### **European NGO aspirations for the CRRF**

European NGOs explored the possibility of using the CRRF as a tool to discuss how a deeper reform of the Common European Asylum System (CEAS) can be done. This dialogue could address the more dysfunctional elements of CEAS like the 'safe third country' concept.

Civil society could also use CRRF to promote refugee inclusion; proper education; right to work; and transferability of social rights. All of which are elements essential for integration.

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<sup>23</sup> APRRN, 'Reflections on the significance of the New York Declaration on Refugees and Migrants for the Asia Pacific Region', 2017. p 3.

## Provide adequate resources to national, local government and other service providers to benefit refugees and host communities



Regional discussions on adequate resources covered a range of topics. They also underscored the importance of human and knowledge resources in addition to money.

In the Americas common advocacy methods to establish alliances with public institutions and other relevant stakeholders (like the private sector and academia) are key steps to ensuring further resources that benefit refugees and host communities. In Europe the engagement of mayors and municipalities in creating a welcoming environment has been a critical resource. MENA colleagues highlighted gaps between the pace of engagement between humanitarian and academic actors, but explained the significance of academia as a resource to strengthen the knowledge and capacity of individuals, encourage the whole-of-society approach, and help combat empathy fatigue in protracted crises.

We should not take things for granted. For example, Uganda has progressive laws but if we are not careful, the implementation of the law may become fragile.

Where we have good policies we need to sustain and disseminate them further. Currently, the countries that are evolving in the regulations need support developing clear guidelines and refugees themselves need to be supported and involved in all aspects of the process.

### Africa regional discussion

## Recommendations for the Programme of Action<sup>24</sup>

- **Appendix 1, 6.b:**
  - i. Donors should provide prompt, predictable, consistent and flexible funding for comprehensive refugee response as this is critical to catalysing wider partnerships, (ex. with refugee-led organisations and local government in decision making roles).
  - ii. UNHCR should continue efforts to move all projects to multi-year planning, as this (when sufficiently funded) allows for more sustainable interventions.
  - iii. All parties should work to better engage the private sector, not just as donors but as actors that can contribute unique solutions from a corporate social responsibility vantage point and create access to jobs and technology that foster self-reliance for refugees.

<sup>24</sup> Discussion supporting recommendations for 6e, 7b, 7c, 8b are in the 'Issues that cut across all four substantive sections' chapter.



- **Appendix 1, 6.c:** All parties should bear in mind not only the cost to host states of a refugee response, but the expenses borne by refugees themselves.
- **Appendix 1, 6.d:**
  - i. The benefit of development funds are in the medium to long term. States should use such funds in complement to and not in replacement of humanitarian funding.
  - ii. UNHCR should ensure that new funding mechanisms are accessible to front-line actors (ex. local government, national NGOs).
- **Appendix 1, 6.e:** States and UNHCR should include measures in the Programme of Action to minimise the environmental impact of large movements as this in turn will reduce secondary displacement of refugees due to environmental degradation.
- **Appendix 1, 6.f:** All parties should gauge increases in accountability and efficiency of cash-based programming against its benefits to PoC.
- **Appendix 1, 7.a:**
  - i. Host States and partners should provide unhindered access for refugees to humanitarian assistance including: access to legal identity, decent work, and services like education and health. Access should also be consistent with the *non-refoulement* principle and family unity. Assistance should be provided where refugees are, not only when they resettle or return.
  - ii. States and partners should pay special attention to the protection of children and women as they are the majority of refugees and often the most vulnerable in forced displacement contexts.
- **Appendix 1, 7.b:** States should urgently provide child protection systems, with sufficient economic and human resources, to make them accessible and effectively responsive to the specific needs of children on the move.
- **Appendix 1, 7.c:** All actors should ensure that support networks exist to reduce the exposure to risk for particularly vulnerable groups (ex. unaccompanied and separated children, youth, and single parent households).
- **Appendix 1, 7.d:** For the whole-of-society approach to succeed UNHCR and partners need to make a long-term commitment to map, work with and build the capacity of first responders. Host communities should be recognised as first responders.
- **Appendix 1, 8.b:** CRRF objectives should be phrased in the form of goals, with a set of targets and indicators. These should be gendered and include specific strategies to protect women and children. States should build such measures into ministry level planning.

## Recommendations for the CRRF Implementation

- UNHCR should facilitate close CRRF planning and implementation with local governments--which provide security and regulate entry--community-based organisations and national NGOs.
- Responsibility-sharing arrangements should focus not only on helping refugee hosting communities and countries weather the impacts of a crisis, but as a lever to create policies and practices that are protective of refugees.
- States should ensure that civil society organisations can provide clear inputs into CRRF implementation (ex. permanent seats in the CRRF secretariats).
- UNHCR should ensure cash programming is clearly linked to an overall protection strategy (ex. as a tool to prevent SGBV) and is connected to national social safety net systems.

All parties implementing the CRRF should:

- Include refugees and host communities in decision-making from the start of an emergency. This should actively include women and refugee-led organisations. However, essential life-saving assistance should be delivered concurrently with consultations.
- Strengthen locally-led response capacity, including financing for refugee-led organisations. Refugees (including youth) should be empowered to fulfil decision making roles in responses.
- Be guided by the [Principles of Partnership](#) in whole-of-society responses.

- Communicate CRRF in mediums and languages relevant to refugees. Messages need to be simple enough to be easily locally contextualised and understood in multiple languages.
- Develop robust SGBV prevention strategies and programmes. Ensure these link into national systems and services and foster government engagement in SGBV prevention.
- Provide training on prevention of sexual abuse and exploitation (PSEA) to all actors within the whole-of-society approach.<sup>25</sup>

## Measures to be taken in pursuit of durable solutions

### Discussion topics

Sessions dedicated to this theme included: Expanding resettlement and establishing complementary pathways; Creating conditions for voluntary, safe and sustainable returns; and Catalysing refugee self-reliance. Ensuring mechanisms are in place so that returns are voluntary and sustainable and stressing the importance of continuity of services across borders were key points of the dialogue on returns. The resettlement discussion emphasised a deeper understanding of complementary pathways.<sup>26</sup> Self-reliance, not a durable solution in itself, was described as a precondition to comprehensive solutions (ex. local integration, voluntary returns, or complementary pathways). This dialogue affirmed the importance of refugee participation in the local work force (country of integration or return) and market-based approaches for sustainable self-reliance.

### Expanding resettlement and establishing complementary pathways



Reflecting its stated intent to establish a more predictable and sustainable response to large-scale refugee situations, based on the principles of international cooperation and burden/responsibility-sharing, Appendix 1 of the New York declaration includes a chapter devoted to durable solutions. This comprises a commitment to

<sup>25</sup> More detail on the SGBV and PSEA recommendations are available in the 'Issue that cut across all four substantive sections' chapter.

<sup>26</sup> The Annual Tripartite Consultations on Resettlement took place for immediately before the Annual Consultations. The NGO statement delivered at the ATCR is available here: <http://resettlement.de/wp-content/uploads/ATCR-2017-NGO-Statement.pdf>

'provide resettlement places and other legal pathways for admission on a scale that would enable the annual resettlement needs identified by UNHCR to be met.<sup>27</sup> Dialogue at the Annual Consultations was planned to focus on ways NGOs and UNHCR could work together to make progress towards these goals, however, significant time had to be spent on the definition, concept and understanding of complementary pathways. However, the dialogue at the Annual Consultations was held shortly after the Annual Tripartite Consultation on Resettlement, a meeting into which NGOs gave detailed recommendations. Further discussion is needed with UNHCR and relevant stakeholders to advance the inputs provided at these two meetings.

Although related, the distinction between resettlement and complementary pathways is critical. Resettlement is a durable solution and grants a permanent status, whereas complementary pathways augment resettlement by providing often temporary protection alternatives. For this dialogue, three complementary pathways were discussed: family reunification, labour mobility, and student visas. These complementary pathways may lead to a durable solution such as resettlement, but this linkage is not guaranteed. Protection principles must be safeguarded, including the right to seek asylum, the principle of *non-refoulement*, and access to a durable solution for refugees availing themselves of complementary pathways.

### *Third country considerations and commitments<sup>28</sup>*

In the context of the CRRF, states should strive to ensure equitable access to both resettlement and complementary pathways. Resettlement should not be limited to refugees from a certain region, a certain religion, a particular level of education or a particular skill set. It should continue to target vulnerable refugees in need of a durable solution. Similarly, complementary pathways should not be biased by age or gender for instance.

States need to be prepared to adapt the language and systems they currently use for complementary pathway related visas. For example, family reunification programs may need to encompass a broader definition of family than they currently do, or should allow for exceptions to strict relationship criteria for the sake of refugee protection. The burden of proof and the need for documentation may also need to be lowered; resources made available for travel assistance and travel documents provided. Though refugees arriving through complementary pathways such as labour mobility schemes are not receiving permanent visas, some integration support may still be needed.

When getting protection through a work visa is considered a viable complementary pathway, there must be an effort to improve information for all parties. Private companies are often willing to hire refugees out of both economic and corporate social responsibility reasons. Yet, regulatory systems for the two kinds of immigration are kept very separate most of the time and can be difficult to navigate. Many educational institutions have interest in bringing in refugees through scholarship programs. This interest should be more thoroughly gauged through any implementation of the CRRF as complementary pathways can bring refugees to safety. Education visas, however, are of limited duration and are complementary pathways that do not clearly lead to a durable solution.

Certain complementary pathways can benefit from harnessing existing diaspora communities. For example, dealing with immediate supervisors and managers from the same culture/language during the job learning phase can accelerate skills acquisition and adaptation to work culture.

Unlike with resettlement, good data around complementary pathways is currently hard to obtain. One key issue behind this is that many refugees may proactively take advantage of these options for their own protection,

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<sup>27</sup> New York Declaration, paragraph 78.

<sup>28</sup> New York Declaration, Appendix 1, 14.

which can be hard to track. For the sake of better advocacy and programming in the future, more should be done to attempt to track data around complementary pathways. This is an important role for UNHCR.

Effectively disseminating information and managing expectations is critical. Refugees must be able to understand the options and their choices. For example, some refugees assume that using a complementary pathway will reduce their chances of getting selected for a durable solution as they are seen as less vulnerable. They will often prefer a longer term ‘guaranteed’ status if they feel like they have to choose between that and short term work or humanitarian visas. Better information sharing means embracing new forms of technology, such as creating online portals for refugees to check the status of any applications they have made. Information sharing is not just with refugees, but also with and between other stakeholders, including the private sector, and between advocates globally. In the context of advocacy, this includes promoting success stories to combat rising xenophobia. Refugees themselves, including in countries of resettlement and complementary pathways, are well placed to lead these efforts.

Legal defence is an important role for civil society to play. When states seek to erode resettlement and complementary pathways programs or are failing to implement them effectively, NGOs may be able to use national legal systems to force states to meet their commitments and obligations. For example, the US has attempted to cut refugee resettlement admissions in half, a move the International Refugee Assistance Project and other NGOs have successfully challenged in court. In addition, NGOs can contribute to resettlement and complementary pathways by helping to identify refugees who need these programs and/or may be eligible for them. For this reason, it is especially important to work with local NGOs who know their communities so well. NGOs may also help refugees pursuing complementary pathways to verify their family relationships, work experience, education status, etc. Private sponsorship program, which can contribute to resettlement and any of the complementary pathways, are also a good place for contributions from NGOs. For labour mobility, civil society needs to recognise that there is not necessarily tension between a company’s desire to be profitable and its willingness to do good.

#### *Resettlement and legal pathways to scale<sup>29</sup>*

Both resettlement and complementary pathways are important signals of international responsibility sharing. States investing in complementary pathways should not carve these programs out of existing resettlement programs and quotas but should build and grow programs for complementary pathways alongside robust resettlement programs. Additionality as a principle is eroding in places like Canada where as there are more private sponsorships of refugees, there are less government supported resettlements. Part of this is that there is a fiscal incentive for the government to encourage private sponsorships at the expense of public resettlements resulting in a zero-sum situation. These kinds of complementary pathways instead should be acting in tandem with public programmes to expand more pathways to protection for refugees. Resettlement and complementary pathways together should match the annual needs identified by UNHCR.

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<sup>29</sup> New York Declaration, Appendix 1, 16.



## Creating conditions for voluntary, safe and sustainable returns



Suzy Nelson-Pollard @S\_RPollard · Jun 16

'If you move a tree & expect it to take root, it needs resources.' Mayuran returned to Sri Lanka after 25 yrs as refugee. #UNHCRNGOs



In the New York declaration, States committed to actively promote durable solutions, with a focus on voluntary, sustainable and timely returns in safety and dignity. Conversations during the Annual Consultations focused on safety and dignity in returns as well the sustainability of voluntary returns in comprehensive refugee responses.

### *Return in safety and dignity<sup>30</sup>*

The discussion on return in safety and dignity posed the question of what should take precedence: dignity, voluntariness or safety? Protracted situations can be burdensome to host countries while conflict continues in the country of origin, but refugees are left in the middle of these competing issues.

The session emphasized voluntary return being a process that requires time; the importance of continuity of services across borders; and consulting affected people on the ground.

UNHCR does not promote returns to countries of origin when the conditions are not conducive to return. However, it does recognise that refugees will sometimes decide to repatriate to places that are not safe or where there are doubts as to the sustainability of return. All individuals have the right to return to their country of origin.

### **Challenges to return in safety and dignity in Afghanistan**

In 2016, three million Afghan refugees had refugee registration in neighbouring Pakistan and Iran, but an estimated three million more did not formally register. Key reasons identified for this included people arriving for registration after the cut-off date; costs of registration being high; displaced people misinformed about the process. Undocumented persons of concern in this context reported feeling being forced to leave. Their experience was abrupt and distressing as they were unable to plan, liquidate assets, or determine where to go upon arrival in Afghanistan. Some reports were relayed as well of corruption, extortion and people losing documentation during their journey and upon return. Upon return the challenges continue. Afghanistan cannot absorb the sheer numbers faced last year; there are 9.3 million people in need of assistance. Only forty-eight percent of the 220,000 returnees in 2016 from Pakistan made it to their place of origin, because of lack of access to land, shelter, livelihoods. Additionally, the traditional registration system in Afghanistan requires you to return to your place of origin to obtain documentation, which can be in conflict zones. People without access to documents cannot send children to school, access services or humanitarian assistance, an issue that applies equally to IDPs as well as returnees in Afghanistan. This situation is in urgent need of better responsibility sharing – to help Afghanistan be able to respond to the returns.

<sup>30</sup>General Assembly resolution 71/1, *New York Declaration for Refugees and Migrants*, A/RES/71/1 (19 September 2016), available from [undocs.org/A/RES/71/1](http://undocs.org/A/RES/71/1) Appendix 1, paragraph 11.

### Good practice example

In Sri Lanka after living in camps for two to three decades, people need help to support themselves. NGO comprised of former refugees (OfERR Sri Lanka) did a consultation to look at all concerns of refugees / aspirations and classified needs accordingly. Meetings were organized from district to national levels and all options for durable solutions were discussed with the communities. One of the recommendations that arose from these meetings were for discussions to take place between India and Sri Lanka backed by an MOU and outlining the crucial needs for reintegration such access to water and sanitation, essential services such as health and education, protection for women and vulnerable individuals etc.

NGOs raised concerns that Somali refugees are currently returning to places with very limited to no infrastructure and where their safety cannot be guaranteed. These refugees should not feel that it is compulsory for them to return. Weekly targets for returns, political pressure and perception of a UNHCR attitude of 'don't miss the bus' were all identified as risks in current practice. It was difficult to identify good practice in Central America as well due to examples of return not being voluntary. For Afghan refugees, deterioration of the protection space in neighbouring countries was raised with instances of harassment, threats, extortion from local authorities and communities cited. With fifty percent of Afghanistan no longer under government control, it is a challenging context into which to have safe, dignified return.

Acknowledgement was also given to the need to map out the different actors and define clear roles and responsibilities so as to promote cooperation and durable solutions for returnees.

Significant dialogue also happened on the provision of necessary identification and travel documents.<sup>31</sup> Programming that provides access to legal rights through ensuring civil documentation was highlighted as good practice. The importance of addressing nationality issues before return to prevent issues of statelessness was raised. The tripartite agreement for returns between UNHCR, Kenya and Somalia was highlighted as a good practice example, because of the safeguards it provides. For example, Somalia will recognise birth certificates produced in Kenya under this agreement. It was acknowledged, however, that monitoring of the implementation of the agreement is needed to ensure that its provisions are actually realised for refugees.

Lack of funding was also seen as a gap to safe and dignified return. In spite of the doubling of the repatriation package from UNHCR and information campaigns, the international community was only able to help a small proportion of people with emergency housing and cash grants. A whole-of-society approach including emergency response, development partners and private sector actors was encouraged to overcome this challenge.

### *Sustainable return and reintegration*<sup>32</sup>

Refugee returnees remain of concern to UNHCR until they have re-established themselves in their country of origin. Re-establishment requires them to be able to re-avail themselves of national protection so as to be able to enjoy their rights to the same extent as their neighbours. This does not require UNHCR, or other humanitarian actors, to take up an operational role in the many aspects of reintegration support, which deal with the re-establishment of essential services including governance systems, national health services, civil registration, or issues such as transitional justice mechanisms. However, civil society and UNHCR do have a key catalytic role in ensuring the inclusion of returnees in national development planning, access to services and peacebuilding processes.

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<sup>31</sup> New York Declaration Appendix 1, 11.b

<sup>32</sup> New York Declaration Appendix 1, 12

The length of displacement in certain contexts was identified as a key challenge to sustainable return and reintegration. For example, for Somali refugees in Dadaab and Afghan refugees, displacement has lasted for more than 20 years, with the result that some refugees have never been to their country of origin. When refugees go back to their countries of origin they cannot support themselves without a sustainable livelihood. There is a need to focus on the skills in countries of asylum – so that refugees have the right skills for when they return. Livelihoods skills on which refugees are trained need to be relevant to the market in the country of return. Analysis also needs to be done to ensure new people can be absorbed into the local employment markets.

Supporting the country of origin to create a safe space for returnees that includes enacting legislations to guarantee economic and social sustainability, as well as addressing the root causes of the displacement such as land and property issues, was raised as a key for sustainable return and reintegration. The importance of community-based monitoring systems and welcome groups were raised as critical supportive measures. The suggestion of travel groups – refugees who accompany travellers and welcome groups who can provide referrals and linkages – was suggested as schemes to provide necessary support so that people can become self-reliant. It was acknowledged that integration services need to be tailored to the local situation and responding to vulnerabilities at hand.

The complexities of support measures for repatriation and reintegration in mixed migration flows were raised in contexts like Afghanistan, where different agencies are responding to IDPs, refugees, and returnees, despite the needs of these persons of concern being quite similar. Significant work remains to be done to achieve a new way of working / whole-of-society approach and ensure sustainable reintegration of returnees in their country of origin. This must include diaspora communities. It was acknowledged, however, that tensions from the communities of origin permeate within the diaspora. Thus the role diaspora play – especially in communications – must be addressed carefully as the attitude and statements made by diaspora groups can fuel tensions within the country of origin. Addressing this is an important part of the reconciliation process that is part of sustainable return and reintegration.

**Catalysing refugee self-reliance through the CRRF**

**Tanya Penny** @tanpenn · Jun 16  
 Local bus. barely have a voice but generate 50% of employment opp 4  
 #refugees must engage more says @KathrynTaetzsch #UNHCRNGOs #Resilience



5 3

**Zehra Rizvi** @zehrarisvi Follow

We applied at "equity approach" at the q&a for #Resilience session at #UNHCRNGOs. Local NGOs, youth and women questions first, please :)  
 10:38 AM - Jun 16, 2017 · Geneva, Switzerland

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### *Responsibility sharing for self-reliance*<sup>33</sup>

Although not a durable solution in itself, self-reliance is a precondition to solutions (e.g. local integration, voluntary returns, or complementary pathways). Self-reliant people are much better placed to make use of opportunities for solutions as they become available. Education and life skills training may ultimately be applied in the country of origin, a third country or the host community. The burden of supporting self-reliance capacity development should thus be borne through international, multi-stakeholder cooperation, not by host states alone.

### *Measures to foster self-reliance*<sup>34</sup>

Self-reliance is not ‘all about the economy’, it also encompasses issues such as health, education and documentation. Inclusion of refugees in national support systems and services (e.g. psychosocial support) is a critical component to fostering self-reliance. Proper incentives (e.g. tax reductions for businesses, salary subsidies) are needed to create win-win solutions for refugees and the marketplace. Critical elements to foster self-reliance include:

- Support to national and local government in the creation and implementation of a supportive legal framework
- Integration and participation of refugee and host communities from the outset
- Mapping and proactive inclusion of local and national business and financial institutions
- Coordinated multi-stakeholder approaches

The track record of civil society supporting self-reliance is mixed. A key reason for this is that aspects of self-reliance, in particular livelihoods, may be politically sensitive. Livelihood ideas created by humanitarian programs (e.g. tailoring, soap-making) often are temporary and not sustainable, but they could serve as entry points to develop market-based initiatives. The 3rd edition of the Minimum Economic Recovery Standards was presented. It was developed through extensive, global consultations with livelihoods practitioners and accompanies the SPHERE Handbook. It was noted that no tool will solve our problems or create easier working conditions – but it prompts us to focus on the critical issues.

### *Measures to enable refugees to make best use of their skills*<sup>35</sup>

When developing livelihoods programmes, it is important to consider the unique needs of refugees, (e.g. language barrier, cultural nuances, protection), since these affect the achievement of self-reliance. A discussion

#### **Good practice examples**

##### *Arabahni (Lebanon): Know Your Refugees*

Arabahni is an artisanal value chain project to promote market access of Syrian embroidery artisans. It established a partnership with **Handicrafts of Lebanon, a local business**, to produce and market embroidery products. Supportive activities include provision of technical training, personal development and microfinance. A critical component, however, is Know Your Refugees an extensive profiling process to determine best match and most appropriate intervention.

##### *Improving Livelihoods for women and girls (Iran): Market and academic partnerships*

This project includes activities that promote self-esteem, building life skills, developing livelihoods (jewellery making, pottery, sewing, etc.). Livelihood options were informed by market assessment, matching the competence of the refugee with the most appropriate livelihood. University partnerships provided mentoring in entrepreneurship and business skills for project participants financing for the project was provided by the private sector.

<sup>33</sup> New York Declaration, Appendix 1, 1

<sup>34</sup> New York Declaration, Appendix 1, 13.b

<sup>35</sup> New York Declaration, Appendix 1, 13.c



took place specifically on ensuring that age, gender and specific groups are considered in implementing programmes. Questions were raised about the utility of targeting programmes to vulnerable persons who perhaps could not make use of these, or whether focus should rather be on ensuring that the positive outcomes of the programme benefit everyone, including vulnerable groups. For example, while the Minimum Economic Recovery Standards cautions to be careful to not create more barriers for some people/groups, its standards do not require actors to target or include certain groups specifically but speaks about how to address barriers generally. Conversations like this should be refugee-led and consider factors like social support networking, informed advocacy and legal advice. They should also take in to consideration the unique skills and capacities of vulnerable groups, such as youth capacity for digital media.

Examples were shared from Ecuador and Uganda where there are no restrictions on employment, but refugees were not accessing these rights due to lack of information. Identifying new stakeholders and entry points for accessing rights is crucial to diversify options in helping refugees achieve their rights. This includes working with governments, the private sector and other actors to make sure refugee work rights are protected and easily accessed. It also means surmounting language barriers, a key issue limiting refugees' ability to access their rights.<sup>36</sup>

Some examples shared indicated that a few people benefitting from self-reliance support had become targets of violence and in one case had to move to a safer area. It is important to make sure that projects do no harm as they foster the capacity of refugees.

#### *Investment in human capital, self-reliance and transferable skills<sup>37</sup>*

When working on self-reliance and human capital, a context-relevant, market-based approach is critical. At the end of a humanitarian program, skills will remain but without a market, the 'livelihoods' will stop. There is a prejudice that the private sector is only interested in profit and that humanitarian actors risk their principles by engaging with them, and a fear that engaging with more actors will further complicate coordination, however, this does not have to be the case. Small, local businesses have lots of advantages compared to outsiders around market-based livelihoods, but these actors often have voice in the self-reliance conversation. We need to get better at engaging with them. To this end, the Humanitarian Private Sector Partnership Platform (HPPP) has been developed. The HPPP fosters different forms of collaboration at different levels. Collaboration with development actors is also helpful in understanding market needs and sustainable opportunities. We need to map and engage the most relevant actors (including private and public sectors for specific initiatives); build on existing technological capacities, and build new rights-based approaches with longer term commitments.

We also need to work on building the evidence base; there is currently minimal evidence that displaced people can be assets rather than burdens nor that self-reliant people are better placed to attain solutions. Most data on self-reliance does not contain a displacement component.

To harvest the potential of the CRRF, we must become much better at humanitarian diplomacy. In many countries, the legal framework is unclear or non-existing, so advocacy on the lifting of legal barriers (right to work, freedom of movement, etc.) is important. If self-reliance is to expand beyond niche markets and home-based initiatives to larger scale economic activities with global reach, engaging governments and businesses is critical. As a humanitarian community we are not good at doing advocacy at the national level – national xenophobia is often much stronger than our advocacy. Within advocacy efforts, refugee-led advocacy is critical; 'it's not just about hearing refugee voices, it's about being led by them.'

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<sup>36</sup> This paragraph was taken from the 'Legal frameworks' session.

<sup>37</sup> New York Declaration, Appendix 1, 13.d

## Recommendations for the Programme of Action

- **Appendix 1, 11:**
  - i. Countries of origin need to integrate returning refugees into national service provision plans (ex. education, healthcare). Services should include protection measures to mitigate vulnerabilities as well as livelihood training relevant to local markets. When such plans exceed country of origin resources to implement, donors (states and other sources) should deliver timely contributions to ensure the sustainability of returns.
  - ii. Civil society should help returnees access and navigate national service systems.
  - iii. UNHCR should ensure that continuity of support across borders is facilitated for returnees.
  - iv. Support to PoC on civil and identity documentation must be provided by States and UNHCR, with specific emphasis placed on resolving cases of statelessness.
- **Appendix 1, 12.c:** Local and national governments (ex. country of origin and host nation) should collaborate on ensuring safety in returns. Collaborative plans need to include SGBV prevention as well as a monitoring component to verify the voluntariness of returns.
- **Appendix 1, 12.d:** All parties should invest in community structures and livelihoods that foster social cohesion. PoC should be involved from an early stage in decision making on solutions and consideration should be given to how to engage diaspora and youth in reconciliation efforts.
- **Appendix 1, 12.f:** States should ensure inclusion of women and girls in national social programmes. Access of girls to education is of particular importance.
- **Appendix 1, 13.b:** States should use a holistic approach to self-reliance that encompasses access to civil documentation, national health (including psychosocial), education services in addition to livelihood opportunities and labour market access. Integration and participation of refugees and host communities from the outset of self-reliance efforts is critical.
- **Appendix 1, 13.c:** States and UNHCR should take into account the unique contributions of women and youth towards community well-being. All parties should uphold the 'Do no harm' principle throughout the solutions process.
- **Appendix 1, 13.d:** States should invest in incentives (ex. tax reductions for business, salary subsidies) that create win-win solutions for refugees and the marketplace. Investment should also be made to include self-reliance data in national data collection efforts.
- **Appendix 1, 14.a:** States and UNHCR should use employment, not access to work permits as the measure of impact for labour schemes.
- **Appendix 1, 14.b:** Complementary pathways extended by States should not be biased by age, gender, etc., nor should pursuing such pathways exclude refugees from accessing durable solutions (ex. continuing to wait for resettlement while making use of an academic visa).
- **Appendix 1, 14.c:**
  - iii. States should consider adapting complementary pathways to better support protection of refugees, (ex. applying a broader definition of family unity in family/humanitarian visas or integrating *non-refoulement* elements with labour visas).
  - iv. States should not limit resettlement to refugees from a certain region; a certain religion; a particular level of education; or a particular skill set.
- **Appendix 1, 16:** States investing in complementary pathways should offer these in addition to, not in place of, existing resettlement quotas.

## Recommendations for the CRRF Implementation

- States should lift barriers for companies wanting to extend employment to refugees.
- UNHCR and States should safeguard access to durable solutions for refugees availing themselves of complementary pathways. UNHCR/civil society should give refugees waiting for these options comprehensive information on the protection these routes afford.

- Civil society should use strategic litigation and legal defence when States fail to implement resettlement or complementary pathways effectively.
- States and UNHCR should better track data on availability and use of complementary pathways as well as on self-reliance.
- UNHCR's work to develop employment and finance schemes must be expanded to include whole-of-society opportunities.
- UNHCR and civil society should incorporate the 3<sup>rd</sup> edition of the Minimum Economic Recovery Standards into programming as a self-reliance toolkit.

All parties implementing the CRRF should:

- Shift the narrative when talking about solutions for women and children; they are not a special group, but the majority of the refugee population.
- Engage the whole-of-society in ensuring safety, dignity and sustainability of returns.
- Consider expanding “go and see” and “come and tell” trips to help facilitate realistic, planned and staged returns. Information gathered must be gender-sensitive and readily available for, and from, women and girls.

## Issues that cut across all four substantive sections of the framework and overarching issues

### Discussion topics

Five sessions: Youth: Follow up to the global youth consultations; Refugee voices in the global compact; Making the global compact work for all refugee women and girls; The benefits of strengthened coordination for persons of concern; and Status of UNHCR-NGO partnership all addressed cross-cutting issues in the CRRF. These sessions underscored that children and women, as the majority of PoC globally must be protected and have appropriate services provided for them. Discussion came up both in social media and across several sessions on how to better empower refugees as leading contributors to the CRRF and the NGO Consultations. Sessions also examined lessons learned from UNHCR/NGO partnerships and possible application of these to whole-of-society responses.

Overarching issues were addressed in five sessions: Addressing statelessness in displacement context; From local to global: getting internally displaced persons back on the agenda; Climate change: challenges and opportunities in the global compacts; Meeting joint commitments to refugees and migrants; and Standing #WithRefugees: what civil society can do to promote a positive narrative about refugees. The interlinkages between root causes of displacement (ex. violence, climate change, and conflict) and the complex interface between CRRF and other frameworks (ex. Sendai Framework on Disaster Risk Reduction and the regional Kampala Convention) underscored the need to better communicate about CRRF. The sessions also highlighted the need for better data collection so as to understand the challenges for displaced populations. Conversations also demonstrated the need for increased awareness of the connections between the Refugee and Migration Compacts and specifically what distinctions or commonalities of protection are available in mixed migration flows.

## Cross-cutting issues

### People-centred refugee response

#### Youth: Follow up to the 2016 Global Youth Consultations



The theme of the 2016 UNHCR-NGO Annual Consultation was ‘Youth-the future is now’. This session was a follow up on what has been achieved one year on, with reflection particularly on the role of youth in the CRRF and Global Compact on Refugees.

Youth from the 2016 consultations initiated a lot of country level activities, including:

- **Turkey:** Series of meetings with LGBTI Community, opening of a Turkish language course, starting to write proposals for youth initiative funds.
- **Australia:** Development of two training programmes for further enhancement of refugee youth skills and opportunities to engage with the government.
- **European Youth Forum:** Working towards recognition of youth actors in global fora.
- **New Zealand:** Three conferences looking at youth skills and competencies.
- **Malta (Spark 15):** Working towards the integration of refugees in the national education system as well as market based training and access to the labour market.

The session demonstrated clear examples of refugee youth finding solutions for themselves and also contributing towards their community’s well-being.<sup>38</sup>

Key problems that remain for youth refugees were: language barriers; access and recognition of education; employment and livelihood opportunities; as well as radical groups recruiting young refugees. At the conclusion

<sup>38</sup> New York Declaration, Appendix 1 13.c

of the session UNHCR was encouraged to continue implementing plans to have youth councils advise CRRF implementation. Additionally, all participants were encouraged to continue implementing and advocating for the [Seven Core Actions for Youth](#).

## Refugee Voices in the global compact



When do you work FOR refugees, when do you work WITH refugees, and when do you STEP BACK? #Refugeevoices #UNHCRNGOs



5:47 PM - 14 Jun 2017



The New York declaration makes explicit reference to the participation of refugees in the multi-stakeholder comprehensive refugee response.<sup>39</sup> As affirmed by the Director of the Division for International Protection, in the opening of the session, UNHCR is committed to working with partners to ensure that the global compact is developed with refugees and not about refugees. The session explored the avenues and mechanisms necessary to fulfil this commitment based on a series of refugee consultations in Ethiopia, Australia, Lebanon and Germany. Additional refugee consultations are planned in eight countries between August and mid-November 2017. Outcomes of these consultations will also feed into development of the global compact and will be presented as official documentation for the High Commissioner’s Dialogue in December 2017.

Refugees have expressed their readiness and desire to be part of this process. They have a strong willingness to be meaningfully engaged in decisions that affect their lives – from the community to international levels. This can be done through local decision making bodies, self-representation, work on data collection and research to develop policies. Existing good practices include the active participation of refugee youth in the Global Refugee Youth Consultations (GRYC), which provided the space and opportunity for refugee and host country youth to develop solutions to the challenges that their communities face. A number of GRYC representatives participated in UNHCR’s 2016 and 2017 Consultations with NGOs, as well as in the 2016 High Commissioner’s Dialogue on Protection Challenges.

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<sup>39</sup> New York Declaration, Appendix 1, 2



*Recommended refugee contributions to the CRRF:*

Reception and admission: mentoring programmes by and for refugees to facilitate navigation of procedures for new arrivals. Refugees should be involved in responding to large movement of refugees by working with NGOs – they are best placed to know refugees' needs.

Immediate and ongoing needs: community centres led by refugees that serve both refugee and vulnerable host communities contribute to peaceful coexistence. Refugee outreach volunteers facilitate two-way communication between refugees, humanitarian actors and service providers and also play a key role in identifying and responding to needs of the refugee community. Diversity can serve as a 'bridge' between displaced and host populations. The common experiences of stigma and discrimination faced by persons from minority groups i.e. the LGBTI community (displaced and host community) provides the basis for building relationships that counter the challenges faced by its members.

Support for host communities: participation of refugees in the decisions that affect their lives is essential for an effective humanitarian response and moreover refugees who are given opportunities to use their skills and education to enjoy increased self-reliance and contribute to economic development in host countries. However, this requires that host communities are adequately resourced to include refugees in their often over-stretched national systems.

Durable solutions: refugees are eager to integrate better into the host country and contribute to the economy by accessing livelihood opportunities. Employment opportunities that match the qualifications of refugees to local market needs are a win-win for refugees and local economies in host communities. Civil society has a key role facilitating self-representation by refugees in global debates on durable solutions.

## Making the global compact work for all refugee women and girls<sup>40</sup>



Women and girls comprise [fifty percent of the refugee population](#), however, gender issues remain inadequately addressed in humanitarian responses. Sexual and gender-based violence (SGBV) against refugee women and girls is still a significant protection concern across operations. Humanitarian programming continues to be conducted without the meaningful participation of women and girls in decision-making processes, needs assessment, programme design and implementation. It is imperative that a gender-responsive approach informs the ongoing CRRF work and the development of the Global Compact on Refugees (GCR). While the New York declaration is not gender blind, it does not go far enough. It does, however, provide a foundation that can be used to ensure the equal participation of women and girls in comprehensive refugee responses.

It is critical to shift the narrative around women and girls in policy and programmes: they are the majority of refugees, not a special group. Women and girls must be recognised and treated as individuals with rights and capacities; which means assessing and addressing their particular needs; ensuring their access to appropriate programmes; providing essential information in a gender-sensitive manner; and engaging them in leadership roles in all aspects of refugee response. Their equal rights must be reflected in and permeate the CRRF, its Programme of Action, and all programming and implementation. Gender, age, disability, and sexual orientation often present additional barriers to inclusion in response. Barriers and risks must be well-identified and appropriate solutions formulated. Therefore, concrete recommendations were formulated during this session fully gendering the GCR, its Programme of Action, as well as CRRF implementation.

### *Reception and admission*

- 1) **Screen people effectively upon arrival to identify needs and vulnerable individuals**, e.g. pregnant women, female-headed households, unaccompanied girls and boys, persons with disabilities, LGBTI individuals, and SGBV survivors.
- 2) **Set up alternatives to detention**, particularly for the vulnerable groups identified through screening on arrival. Ideally, there should be no detention.
- 3) **Conduct gender-sensitive needs assessments**. Female interviewers should conduct interviews with women and girls in a safe environment. Safe spaces should be made available and women should be

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<sup>40</sup> In addition to recommendations for women and girls in the Programme of Action that were developed at the Annual Consultations, University of New South Wales brought a detailed analysis of women's rights in the New York Declaration, which is available here. <http://www.unhcr.org/en-us/events/conferences/595b7f344/strengthening-response-refugee-women-girls-comprehensive-refugee-response.html>

given time to relay their stories and be made to feel comfortable. Assessments should be linked with solid response services.

- 4) **Staff working in reception and admission should receive special training on language usage and sensitivity** (particularly for LGBTI individuals and SGBV survivors). Staff may often be unaware of how to address and talk to women and/or girls who have been abused or trafficked.
- 5) **Assess women and girls as individuals.** It is important that women are not seen as an “accessory” of the family, but as individuals distinct from their husbands or other male household members. Women and girls should be registered individually and have their needs assessed as individuals.
- 6) **Social workers and caseworkers for women and girls should be present** to deal with any SGBV cases and trauma. They should accompany women and girls through the registration process.
- 7) **Provide appropriate housing for women and girls.** Upon arrival, for example, nursing and pregnant women, UASCs, and female-headed households should be given appropriate accommodation, with the proper resources to meet their needs. Housing should be seen as a preventative tool for protection.
- 8) **Provide access to sexual and reproductive healthcare (SRH) upon arrival.** Provide contraception, appropriate responses to sexual and gender-based violence, and SRH guidance for women and girls.
- 9) **Ensure proper access** to safe livelihood options for women.
- 10) **Set minimum standards** to ensure a consistent approach to assessing the needs of women in all countries.
- 11) **Empower young refugee women** by mentoring them.

#### *Support for immediate and ongoing needs*

- 1) **Ensure, and firewall, funding for gender-specific needs**, such as sanitary materials and health-related needs, particularly for SGBV survivors and people living with HIV.
- 2) **Ensure access to information and strengthen communication with refugees.** Strategies for two-way communication are important, including early preparation of information, materials in appropriate languages, and means to enable communication. Identify people’s information needs, potential barriers to accessing information, and recognise that women and girls may be particularly disadvantaged in terms of literacy when developing information and communication tools.
- 3) **Assume SGBV is a significant problem in emergencies and displacement settings.** Include SGBV responses in all standard protection responses from the very start of the response.
- 4) **Ensure all programmes have appropriate gender indicators**, targets, and specific strategies to include women and girls.
- 5) **Ensure equitable access to education and employment opportunities.** For example, women have received only 2,000 of the 50,000 work permits issued to date in Jordan.
- 6) **Livelihoods training for women** must be market-based and impact-oriented.
- 7) **Recognise the need for, and provide childcare** to enable women to pursue livelihoods.
- 8) **Develop robust SGBV prevention strategies and programmes.** Ensure these link into national systems and services. Foster government engagement in SGBV prevention.
- 9) **Provide training on prevention of sexual abuse and exploitation (PSEA)** to all actors within the whole-of-society approach.
- 10) **Ensure cash-based interventions are not gender-blind**, but include gender perspectives. Include cash-based interventions as a means of preventing and responding to SGBV.
- 11) **Conduct rapid gender analyses from the outset**, which actively involve women and women’s community organisations, as a part of all responses and part of all CRRF planning processes.

### *Support for host countries and communities*

- 1) **Assessments:** Consider who needs to be part of an assessment; who carries out the assessment; and whether the assessment is being done well and effectively. It is important that assessors are provided with the training, resources, and support they may need to conduct gender-responsive assessments. Efforts must be also made to get to those women and girls who are hardest to reach.
- 2) **Engage and support local women's groups**, within the refugee and host communities, to help lead and participate in humanitarian action.
- 3) **Sex and age disaggregated data** is important to ensure the inclusion of displaced and non-displaced women and girls and should be emphasised in the Programme of Action.
- 4) **Ensure national development plans include the needs of refugee women and girls and the promotion of gender equality.** Include refugee women and girls in other relevant national plans, such as a country's National Action Plan on Women, Peace, and Security and its commitments on the Sustainable Development Goals.
- 5) **Ensure adequate resources are available** to assist host communities and refugee women and girls. Flexible funding is important, as is ensuring that humanitarian and development actors work together from the beginning of a crisis, including local women's development and women's rights organisations.
- 6) **Commit to having a session at the High Commissioner's Dialogue** on women and girls to promote the full inclusion of women and girls in the GCR. Include in the discussion the support required for both refugee women and girls and those from host communities.

### *Durable solutions*

- 1) **Shift the narrative** when talking about women and girls: they are not a special group, but the majority of the refugee population.
- 2) **Identify the barriers women and girls face** in accessing durable solutions and formulate appropriate responses.
- 3) **Ensure inclusion in national social programmes.** Barriers that women and girls face include, *inter alia*: access to services and social programmes; access to individual civil documentation; access to the banking system; childcare to be able to work and access services, including education; access to information to make informed choices about durable solutions; access to the educational system and/or vocational training; or access to livelihood opportunities.
- 4) **Education is a key protection tool:** ensure access for women and girls.
- 5) **Prevention of SGBV is critical.** Women and girls are at risk of SGBV during the process of achieving any of the three durable solutions. Ensuring access to specific services, such as education, is critical to the prevention of SGBV.
- 6) **Recognise the skills that women and girls have.** Complementary pathways are increasingly being looked at to find solutions. They need to be made accessible to women and girls, and particularly to those who are at risk.
- 7) **Access to information is essential to make informed choices about potential durable solutions.** Information must be gender-sensitive and made readily available for, and from, women and girls.

## ***Multi-stakeholder response***

### **The benefits of strengthened coordination for persons of concern**



During large movements of displaced people, UNHCR and NGO partners commonly face operational challenges such as urgent information sharing needs, rapid integration of new actors into the response, and unpredictable funding environments. There is general guidance, as well as sector specific guidance under the Refugee Coordination Model (RCM) to assist with some of these difficulties. They include strategic planning and fundraising through Regional Refugee Response Plans (RRRP). CRRF innovation is an opportunity to scale-up good practice learned in RCM as well as to try new approaches that may provide better outcomes for refugees and asylum-seekers. This session reflected on a number of lessons learned from the RCM.

#### *Information sharing*

Better methods need to be used for information sharing in the CRRF. Which mechanisms are the best for disseminating information to refugees? How do we overcome language barriers? How are inclusive ways of reaching out to local authorities, civil society and the private sector ensured? Some partners may not want to formally be part of existing coordination structures, but their expertise and experience can still create a more meaningful response.

Building on sectors and inter-sector coordination in CRRF is critical, but at times there is not a clear place to discuss cross border issues. Regional meetings could be one place where operational partners can gather to discuss these types of issues.

In inter-agency meetings, some NGOs need to understand that it is not a public relations event; it is instead an opportunity to bring obstacles and strategic issues to the table. UN agencies can help improve coordination by revisiting coordination meetings schedules. For example, NGOs spending a full day at UNHCR instead of going for multiple shorter meetings could be an important, positive change to time spent directly serving project beneficiaries.

NGOs in some contexts have improved communication and information sharing with UNHCR by publishing regular newsletters shared between different NGOs.

#### *Integration of new actors*

In preparation for emergencies, the same actors who will be dealing with the emergency should be the ones working out their response framework together. Coordination efforts as part of the CRRF need to take into account inter-government cooperation and possible gaps between local and central government.

At field level, more inclusive participation of NGOs is needed. Simple changes like sharing meeting agendas with enough time for NGOs to provide input can help with this challenge. The CRRF should help reduce the gaps between governments, NGOs and private partnerships, generating more whole-of-society participation. CRRF efforts need to include local actors, regional and local authorities and prioritise listening to refugees about the challenges they are facing.



## Funding

In cases like Ethiopia where host communities are under many of the same stresses as the displaced community and have few resources themselves, refugee response needs to take into account the host community as much as possible. Under the CRRF, UNHCR and NGOs need to look at long term partnership financing as well as joint planning for involvement NGOs in strategic decision making at local and country level.

## Status of UNHCR-NGO partnership



In 2016, UNHCR collaborated with 673 NGO partners for \$1.1 billion of UNHCR supported programs. NGOs remain vital partners in undertaking UNHCR programmes, reflecting common values and joint responsibilities to provide assistance, protection and durable solutions to refugees and other persons of concern. UNHCR and NGOs invest in various avenues to measure and enhance partnership. This session provided updates from the 2016/17 application of these tools.

## Structured Dialogue

The High Commissioner Structured Dialogue was presented as tool to work on improving the state of UNHCR-NGO partnership, particularly highlighting the Principles of Partnership adopted exactly 10 years ago by humanitarian agencies including UNHCR. Panellists discussed past country- and regional-level workshops organized to come up with specific and practical recommendations to improve joint work. The Structured Dialogue also led to the development of ten recommendations and guidance notes on joint assessment, information sharing, developing advocacy strategies, capacity strengthening, creating more forums for collective dialogue, process for handling grievances, and submission of yearly progress report.

Common and complementary advocacy is an area in which NGO/UNHCR partnerships have struggled. It was suggested that further efforts should be undertaken to increase familiarity with this mechanism as well as with the Principles of Partnership and that there could be value in organizing similar workshops to develop concrete recommendations for the development of whole-of-society approach in implementing the CRRF.

NGOs encouraged strengthening the accountability of UNHCR by building the partnership skills in job descriptions. UNHCR and NGO leadership should continue to create regular space for open dialogues and engagements. The annual planning process should be more open, with resource and needs presentation, partner participation and a widened whole-of-society pool of stakeholders. Together UNHCR and NGOs should keep institutionalizing their efforts for better coordination and delivery of support for PoC.

## UNHCR/NGO Partnership Survey

Oral updates were also given on the perception of UNHCR/NGO partnership dynamics as evaluated through the annual partnership survey. This survey has been used since 2014. In 2017 the data was received and analysed jointly by HIAS and InterAction in consultation with UNHCR-IPMS.

In 2017 there were 450 respondents including 100 UNHCR staff across the world. NGO partners reported a favourable and positive overall partnership with UNHCR; continuing a trend of increasingly favourable assessments of partnership with NGOs for the last four years. There was an eleven percent decrease in the proportion of respondents who view the UNHCR-NGO partnership as poor or fair. NGOs indicated the most

helpful consultative opportunities were coordination meetings and one-on-one collaborations. Sixty-eight percent of NGOs indicated they were consulted on UNHCR annual country operation plans.

Thirty-one percent of NGOs do not know about the UNHCR partner portal. NGOs suggested that more training by UNHCR for NGO partners should be provided on how to use the partner portal and all aspects of grant management should be stored on the partner portal. For capacity building, both UNHCR and NGOs suggested to offer training, coaching and other capacity building programs.

### *Other work on partnership*

As co-convenor of the Grand Bargain work stream on reducing management cost, UNHCR is leading development of a UN partner portal, with UNICEF and WFP. A single portal when complete (estimated delivery in 2018) will benefit partners by providing easy access to information about the various agency partnerships; reduce the assessment burden on partners; serve as a common library of partnership information from participation agencies and common platform for funding calls/expression of interests. The portal is being created with significant reference to the existing UNHCR partner portal, which was developed in a highly consultative manner with NGO partners. A term of reference making possible joint audits of partners for these UN agencies is also being created. Additionally, a common reporting format is under development in the Grand Bargain work stream on common narrative reporting. This may also be used with all UNHCR partners.

Dialogue in the session highlighted the need to strengthen localization, increase efficiencies and use common reporting. Strengthening the inclusion of national responders need to be not only in emergency response but also in preparedness. It was recommended that UNHCR and NGOs have a goal to strengthen our capacities to reach out to the communities. Although the draft capacity strengthening guidance note has not been issued by UNHCR, there are continued consultations and strengthening capacities with international organisations and networks such as ICVA and APRRN.

## **Overarching issues**

### ***Discussion topics***

#### **Addressing statelessness in displacement contexts**



 **Yamamah Agha**  
@AghaYamamah



"Every child has the right to a name and nationality from birth" a very basic human right #Statelessness.#UNHCRNGOS

8:02 AM - Jun 14, 2017

Statelessness can be a root cause and consequence of forced displacement.<sup>41</sup> Stateless refugees and those at heightened risk of statelessness have specific protection needs. This session discussed how stateless refugees and those at risk of statelessness can be identified, the challenges they face, and what can be done to address these.

### *Identification of stateless refugees/those at risk of statelessness*

For Syrian refugees in Lebanon there is a lack of refugee law framework; complicated civil registration procedures; lack of documentation; lack of legal stay; and nationality law that includes gaps (including gender-discrimination). Individuals at heightened risk in this context are: children born in country of asylum not by statutory deadline; female-headed households; children born in child marriage.

In Niger, there are mix flows of refugees, IDPs and returnees as well as the host community. Niger is very low on the human development index and has a very high population growth. A statelessness study showed that eighty-two percent of the population in Diffa is currently without identification cards. Difficulties accessing administrative bodies and getting civil status documentation are common barriers to securing identification here.

Zimbabwe is also a mixed flow context with displacement, labour migration, and statelessness together.

### *Specific challenges for this vulnerable group*

Syrian refugees: Prevalence of early/ child marriages; babies born in Syria but not registered before coming to Lebanon; lack of financial means; missing documents; lack of legal stay. Families cannot cross the border without documentation, but birth registration documents from Lebanon may not be adequate upon return to confirm nationality. Additionally, UNHCR had to stop refugee registration in 2015, but NGOs continue assisting both registered and non-registered refugees. Access to data on birth registration is also challenging.

South Africa: Corruption in the South African refugee system and significant indirect discrimination. Asylum-seekers stay in the asylum-system for five to fifteen years. Payment of bribes is necessary as renewal of asylum permits is a criminal offence. Additionally, asylum-seekers cannot apply for permanent residence, but without permanent residency it is not possible to register children. This results in statelessness because of lack of registration in the country of origin or South Africa. Children of undocumented parents, children of single fathers, children born outside medical facilities without a South African witness, and children of parents with expired documents are particularly vulnerable.

Problems persist in Europe as well, where the panel indicated that three percent of asylum-seekers are stateless or at risk of statelessness; others of unknown nationality. Even in this context, over half of States do not have safeguards against statelessness at birth, despite specific international protections.<sup>42</sup>

### *Solutions for the prevention of statelessness*

In the Middle East and North Africa region, UNHCR has implemented Standard Operating Procedures for registration of stateless refugees from Syria. Raising awareness of importance of birth registration, assistance with late birth registration through courts, addressing challenges with awareness-raising, mobile legal clinics, advocating on barriers, mobile court sessions are ways civil society can promote solutions in this context.

In South Africa, civil society tries to help these children apply for permanent residence before the age of 18.

Niger is proactive in trying to prevent statelessness in line with positive developments in the region (e.g. Banjul Action Plan to eradicate statelessness and SDG Target 16.9), strengthening humanitarian/ development nexus/

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<sup>41</sup> New York Declaration paragraph 72.

<sup>42</sup> Convention on the Rights of the Child, Article 7 & 1967 Convention for the Reduction of Statelessness, Articles 1-4.

investing in self-reliance of refugees. Databases for issuance of identification/ civil status documentation, media campaign and monitoring have all helped increase registration and capacity of stakeholders. Technical support from the Diffa project involves different ministries and technical support from the government of Pakistan. It is a multi-dimensional, multi-functional project that helps host communities access government services too. It will soon be rolled out in other regions including for Malian refugees.

### **From local to global: getting internally displaced persons back on the agenda**



*“We need to reach a consensus that a returning refugee who is unable to integrate sustainably in his place of origin or elsewhere becomes internally displaced, and qualifies for protection and assistance as any other IDP would.”*

Alexandra Bilak, Director, IDMC

*“We need to ensure predictability, sustainability, breadth and depth of our engagement, and above of all a commitment to resolve internal displacement.”*

George Okoth-Obbo, Assistant High Commissioner, UNHCR

Significant internal displacement caused by conflict, violence and disasters continues to take place every year. A total of [31.1 million new displacements were recorded in 2016](#) – roughly the equivalent of one person forced to flee every second. The scale and complexity of internal displacement continues unabated, mainly in low and lower-middle income countries. This situation adds to the continuous and cyclical nature of forced displacement and the multiple challenges for governments to tackle root causes and recover from the impact of a crisis. The trends suggest that there is a need for urgent action and for IDPs to receive as much focus as is currently the case for refugees and migrants.

The plight and needs of IDPs featured prominently during discussions at the World Humanitarian Summit in May 2016 where the UN Secretary-General called for renewed efforts to prevent internal displacement; address its root causes; support safe, dignified and durable solutions; and suggested the establishment of a target to halving internal displacement globally by 2030. The New York declaration notes the need for reflection on effective strategies to ensure adequate protection and assistance for IDPs, although concrete commitments and strategies have yet to be articulated. With this in mind and looking at global trends alongside the local and national context in which internal displacement occurs, this panel discussed the specific protection challenges IDPs face as well as the potential for reducing internal displacement. It did so while also exploring the connection between internal displacement and cross-border movements.

## *Protection*

Protection must inform decision-making and all interventions across the displacement continuum. At the same time, decisive and predictable engagement in IDP situations is essential. Although States have primary responsibility to prevent, respond to and resolve internal displacement, this is where we face the greatest challenges. Positive change for IDPs must therefore start at the local and national level. The adoption of national policies on internal displacement as well as the ratification by some States of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) is a first step but the focus needs to be on implementation. This requires incentives for national authorities to invest in preventing, responding to and reducing internal displacement, as well as collecting relevant data on IDPs. This session pointed to the need for more dialogue on this point alongside increased advocacy efforts by UNHCR and civil society; enhanced coordination and information sharing; and support to peacebuilding between host communities and IDPs.

## *Solutions*

The international community can do more to emphasize the importance of IDPs in national agendas, particularly with regard to solutions. In doing so, international actors need to engage in a manner that reinforces local and national capacity to implement solutions for IDPs and enables a transition from humanitarian aid to sustainable, long-term solutions, with due consideration for predictability, sustainability (including funding gaps) and access to rights (including health and education). It is also necessary to establish a dialogue between IDP communities and national humanitarian and development actors, and for that dialogue to inform the work of development actors in taking concrete action towards achieving solutions for IDPs. Finally, alongside solutions, the international community should also aim to prevent internal displacement – prevention being a key area of focus for the new Secretary-General.

Host communities serve as an anchor in complex forced displacement situations. At the same time, civil society actors (especially local ones) have much more leverage than UNHCR in addressing the needs of IDPs in conflict situations. NGOs are nevertheless hampered by short-term humanitarian funding mechanisms that limit longer-term planning and efforts to achieve solutions for IDPs. It is therefore essential to ensure predictable and sustainable funding for IDP programmes.

## *Figures and trends*

To quantify and measure the success of preventive action and solutions for IDPs, more data is needed. It is thus necessary for governments and international actors to invest more in collecting data on the duration and, where possible, the magnitude of displacement over a sufficient period of time.

To prevent displacement and find solutions for IDPs, we need to understand what drives displacement in the first place and what IDPs actually need (e.g. access to land, food, education, identification documents, information, counselling). Data collection and profiling are thus important processes that can help make people aware of what is happening and to put in place more effective strategies to address challenges. Enhanced information-sharing and coordination on how to make data sets and analysis connect among local, national and global partners is critical.

## *Connection between internal displacement and cross-border movements*

A person who is internally displaced today can become a refugee tomorrow and a person who is refugee today can become an IDP when returning to her/his country of origin. There is a relationship between internal displacement and cross-border movements, but the data documenting this is not robust.

NGOs noted that there is not enough on IDPs in the Global Compact on Refugees (GCR) and therefore called for more support from the international community to build national capacity to address forced displacement and succeed with the implementation of peace agreements. NGOs likewise recommended that the Programme



of Action call on states to commit to collecting data across the continuum of displacement, from internal displacement to cross-border movements and back again, and commit to integrating the Guiding Principles on Internal Displacement into their national laws and policies in order to receive back repatriated refugees in full respect of international human rights law.

The CRRF case studies could highlight measures that would address the root causes of violence and armed conflict that trigger internal displacement, as these efforts are also central to creating durable solutions for refugees. Additionally, as women and girls are the majority of both IDPs and refugees, case studies could examine elements of comprehensive responses that promote protection of and solutions for women and girls as refugees or IDPs.

### **Climate change: challenges and opportunities in the global compacts**



The New York declaration makes several references to the challenges posed by climate change and disaster displacement. This session focused on how to address this issue in the Global Compact on Refugees as well as the interface between climate elements of the GCR, the Global Compact for Safe, Orderly and Regular Migration and other international instruments like the Sendai Framework on Disaster Risk Reduction.

Climate change, disasters, conflict and displacement are often inter-linked through complex dynamics. Climate change can be both a root cause and driver of displacement, including across borders; multiply threats of existing drivers of displacement such as conflict or lack of statehood; make situations worse for those already displaced and lead to secondary displacement for refugees; and hinder the potential for refugees to return to their country of origin. Large scale movements of refugees also have an impact on the environment, which may be reduced through disaster risk reduction and climate change adaptation measures. All of these many dimensions of how climate change and disasters relate to displacement should be addressed in the Programme of Action.

As these issues touch upon many policy spheres, it must be addressed in a 'comprehensive' not 'narrow' manner. The situation in Niger, for example, is a large-scale movement where desertification, drought, internal displacement and cross border movements are all factors. The Programme of Action should address such multifaceted and multi-causal nature of displacement. Importantly, this should further reflect policy coherence with the Climate Change Paris Agreement, Sendai Framework on Disaster Risk Reduction (DRR), Sustainable Development Goals, World Humanitarian Summit Agenda for Humanity, the New York declaration, and most importantly, the Nansen Initiative Protection Agenda.

Regional approaches were identified as particularly important to offer protection to cross-border disaster-displaced persons. The OAU Convention and Cartagena Declaration that protect "persons fleeing events seriously disturbing public order" which may include disasters were cited as regional instruments that are 'comprehensive.' The CRRF application in Somalia was particularly identified as an opportunity to address how climate change can hinder potential for refugees to return to country of origin.

Finally, the conversation turned to the issue of burden sharing within the international community. Some parts of the world are more adversely affected by climate change than others, so the global community has a responsibility to help out particularly regarding transfer of technical and financial support.

An example was shared from Dadaab, where only annual funding has been available, which makes it very difficult to plan for long term challenges associated with climate change related displacement. Predictability and

a forward-looking approach across both Compacts are needed to be better prepared and anticipate how climate change will impact people's resilience, ability to maintain livelihoods, and their protection needs.

### **Meeting joint commitments to refugees and migrants**

*“In the absence of regular mobility, human smugglers have become vectors of irregular migration. They shape who moves, how they move, and in what quantity they move. Those with responsibilities to better manage migration and to implement systems for international protection, need to be more sensitive to the vector and drivers of human mobility that smugglers are.”*

Tuesday Reitano, Global Initiative Against Transitional Organized Crime

*“The CRRF gives us the opportunity to look at refugee protection from a whole-of-society approach. This includes consultations directly with children and youth. “*

Rez Gardi, Empower Youth Trust

The New York declaration specifically acknowledges that, though their treatment is governed by separate legal frameworks, refugees and migrants have the same universal human rights and fundamental freedoms. They also face many common challenges and have similar vulnerabilities, including in the context of large movements. Thus seven joint commitments were established in the New York declaration, including commitments to tackle xenophobia, smuggling and trafficking, to protect children and improve data on mixed flows. The discussion was structured to take participants along the shared journey of a refugee or migrant. In doing so, this session used UNHCR's 10 Point Plan of Action on Refugee Protection and Mixed Migration to highlight good practices of successfully responding to the common needs of persons in mixed flows at various points in that journey and reflected on ways in which States can meet the aforementioned joint commitments to refugees and migrants.

The New York declaration also foresees the development of two global compacts – a Compact on Safe, Orderly and Regular Migration and a Compact on Refugees. Although distinct, independent and separate processes, it is in the interests of the international community to ensure that the joint commitments in the New York declaration feature in both compacts and in a manner that is complementary. There is no clear mechanism to ensure alignment, but it is of great importance that we find a way. Without a clear interface between the two compacts, there is a chance that many important protection elements will be lost. NGOs in this session called for a clearer joint focus and wide whole-of-society collaboration in this space including between IOM, civil society, governments and UNHCR. If we do not seize this moment, we may face obstacles going forward in achieving the protection and realising the rights of refugees and migrants.

#### *Smuggling and trafficking*

Those that arrived in Europe with assistance from smugglers and traffickers during the large scale influx of 2015 talk of heinous experiences: sexual exploitation, rape, forced labour, kidnapping and extortion. A greater focus on the human smuggling industry is required by the humanitarian and migration community, to safeguard the international protection system and to find ways to prevent the need for dangerous and irregular migration.

Smugglers are very responsive to their environment. Often they respond to policies of states; the more difficult it is to cross borders, the more smugglers are required. Smuggling commingles and amplifies refugee movements into mixed migration flows making a holistic approach essential. Distinguishing between human smuggling and human trafficking to ensure that the rights and protection afforded to victims of human trafficking are not overwhelmed by the numbers of migrants who experience abuse and that states responses are appropriate.

Currently there is a lack of rigorous questioning around what a smuggler is and what they do, which undermines effective responses to mixed flows. In the absence of safe legal pathways to migration and admission, smugglers

are service providers for refugees and migrants and they profiteer on the human aspiration of migrants and provide a lifeline for refugees. Ultimately we safeguard the asylum system through better migration management.

It is critical to improve the generation and availability of relevant data on and analysis to better understand and operationalize complementary humanitarian and developmental approaches and to mitigate secondary displacement. This requires adoption of comprehensive national and regional CRRF frameworks with common outcomes to support joint accountability and analysis and to improve data and knowledge management on displacement in the region. NGOs have a key role to play in the collection and analysis of data in order to support the implementation of the CRRF.<sup>43</sup>

### *Best interest of the child*

Meaningful engagement and consultation with children and youth is imperative to achieve and sustain these commitments. The proportionality of children in mixed flows has been highlighted, which is why the Initiative for Child Rights in the Compacts is engaged in both compacts.

- Children are amongst the most vulnerable in an irregular mixed movement. Children need to be registered and have access to services in a timely manner. Risks of exploitation can be exacerbated by unsafe shelter options, child detention, limited access to information and inadequate service provision.
- Effective child protection must consider the specific situation of the child in question, but not only. It must also consider the situation of their household, community and society in their protection.

Education is every child's right and yet more than half of the world's refugee children are out of school. Education protects refugee and migrant children from illegal adoption child marriage, child labour and sexual exploitation. When these children miss out on school, they lose the possibility to rebuild their communities as well as their own lives.

- Reference was made to the [outcome document for the Berlin Conference on Children on the Move](#), which highlights that this is a central issue to both compacts that requires a holistic response.

### *Addressing immediate and special needs of people in vulnerable situations*

Participants agreed that it is fundamental to honour joint commitments to deliver international protection through basic services, including education, to all concerned.

Children are disproportionately impacted by forced displacement, making up [fifty-one percent of all refugees](#) in 2016. Children should never be detained solely on the basis of their migratory status.

## **Standing #WithRefugees: What civil society can do to promote a positive narrative about refugees**



<sup>43</sup> Comment made in Africa regional session.

The New York declaration commits member states to combatting xenophobia, racism and discrimination against refugees and migrants<sup>44</sup> This session shared experiences from UNHCR, NGOs, private sector and faith based actors in developing a convincing counter-narrative to xenophobia that connects with communities and individuals.

Discussants explored how the xenophobic narrative is highly effective, especially online, when it uses the power of fear. It is also extremely cost effective compared to traditional media. Tackling xenophobic messaging is made more difficult in situations where often legitimate local grievances, such as a sense of being left behind by the global economy, are exploited for political advantage.<sup>45</sup> Too often refugees are simplistically misdiagnosed as the cause of these complex issues of social and economic inequality. In other cases, the xenophobic narrative exploits a fear that an established cultural or religious identity is under threat due to shifting demographics. Faith-based civil society partners have a role to play in tackling these fears, including by building interfaith partnerships.

Xenophobia is an issue found both in social media as well as host communities. Successfully engaging host communities and host societies requires taking local principles, values and institutions seriously. It was not international law that led to the rescue of persons stranded by boat in the Andaman Sea in 2015, it was the customary law practices of Acehese fishermen to rescue boats in distress in every case and welcome newcomers to their homes. Religious life and cultural engagement was central to keeping the relationship between the refugee and host community in the case of the Rohingya in Indonesia. At the local level it is important to build and sustain that relationship.

We need to create and nurture a culture that values and welcomes refugees and migrants. This can best be achieved by supporting host communities use cultural approaches, by emphasising common humanity rather than victimhood and by creating opportunities for interaction with and integration of refugees, allowing them to positively contribute to society.

Local cultural practices, manifest through their customary law, can serve as models for protection responses in certain contexts. Empower host communities and local government and promote them as a model for discharging joint commitments to protective sensitive entry, search and rescue, admission and reception and referral. In doing so, we counter xenophobic reactions to perceived unmanageable large flows of refugees and migrants.

It is important that the public (including civil society) has a strong voice in the contest of ideas between xenophobia and inclusion, especially in the broader context of shaping the Compacts. Social media is a battleground, but civil society actors often lack the digital literacy to put forth an effective counter-narrative. At its core, countering xenophobia also requires an understanding of basic marketing and advertising principles, so as to develop more persuasive narratives.

For stakeholders contributing to #WithRefugees, the Secretary General's #Together campaign or launching campaigns of their own, it is important to tell emotionally compelling, direct contact stories between host communities and refugees that highlight the positive contributions made by the latter as well as our common humanity.<sup>46</sup> It is also important to reduce dependence on facts alone, as these do not work in an era of fake news. We need authentic, emotional narratives.

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<sup>44</sup> New York Declaration, paragraph 39.

<sup>45</sup> This point was taken from the 'Walk the talk' discussion.

<sup>46</sup> New York Declaration, paragraph 14.

It is also important to debate, especially in the broader context of shaping the Compacts outreach beyond the usual suspects. The private sector can play a key role in advocating the end discrimination and xenophobia.<sup>47</sup> The importance of grassroots campaigns remains, especially those that incorporate actual face-to-face interactions between refugees and non-refugees. For that reason, grassroots efforts and social media need to work in harmony; otherwise social media becomes a virtual reality divorced from the real world.

## Recommendations for the Programme of Action

- **Appendix 1, 2:**
  - i. UNHCR and States should facilitate meaningful engagement of refugees, including youth, as part of the whole-of-society approach to the CRRF.
  - ii. Whole-of-society engagement should be guided by the Principles of Partnership.
- **Appendix 1, 3:** UNHCR and States should promote the [six recommendations for protecting, promoting and implementing the human rights of children](#); the [seven core actions for youth](#); and [five commitments to refugee women and girls](#) throughout the Programme of Action.
- **Article 16:** The 2030 Agenda pledged that no one would be left behind, but Internally Displaced Persons, the largest displaced group in the world, are frequently unable to enjoy their rights. States and partners should work both to provide solutions for current internally displaced populations as well as towards preventing IDP situations in the future.
- **Article 20:** States should commit to collecting data across the continuum of displacement, from internal displacement to cross-border movements. States should integrate and implement the Guiding Principles on Internal Displacement into their national laws and policies.

## Recommendations for the CRRF Implementation

- UNHCR and civil society should consider how lessons learned under the Refugee Coordination Model can inform good practice in the CRRF
- UNHCR and NGOs should continue to create regular space for dialogue and widen key engagements, like annual planning, to whole-of-society stakeholders.
- NGOs and UNHCR should continue building capacity of local and front-line responders (ex. by prioritising community outreach and filling such roles with refugees when possible).
- As climate change can be both a root cause and driver of displacement, States and UNHCR should highlight potential solutions such as implementation of the Nansen Initiative protection agenda.
- As UNHCR/States contextualise the CRRF, implementation should also reflect protective regional instruments (ex. Kampala Convention that affords both refugee and IDP protection).
- All actors should work to ensure that commitments to both migrants and refugees in the Global Compacts are aligned and operationalised in complementary ways.
- States addressing onward movements should reflect empowerment of refugees as decision makers and take into account people's intentions, social and family links.
- For stakeholders working to combat xenophobia through campaigns, telling emotionally compelling, direct contact stories and facilitating face-to-face interactions are critical. Highlighting the positive contributions made by refugees as well as our common humanity is also significant.
- States must strengthen cross-border coordination and cooperation in order to provide immediate and long-term protection, care and support for children in mixed migratory flows.
- UNHCR should continue with efforts to establish youth councils and refugee consultations in CRRF implementation contexts.

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<sup>47</sup> This point raised in the Americas session.



- UNHCR should establish minimum requirements for gender equality in CRRF implementation (ex. a GenCap deployment to each context, engagement of women's affairs ministries). These standards should include rapid gender assessments that fully involve women and women's groups.
- UNHCR should identify and work with male gender champions in CRRF countries and establish gender parity in the CRRF leadership structures (ex. secretariats). It should also train those involved in the CRRF leadership in gender equality and community-based approaches as needed.
- States and UNHCR should ensure that the data that is being fed into the indicators for the CRRF are disaggregated by sex and age.
- Civil society should look for ways to ensure diversity can serve as a 'bridge' between displaced and host populations in programming.

## Conclusion

UNHCR partners are interested to take an active role ‘putting the pieces together’ for Comprehensive Refugee Responses in 2018 and beyond. As there are various needs related to next steps in the CRRF, different NGO coordinating bodies were identified and announced on the final day of the Consultations. They are as follows:

**Global Compact on Refugees:** Whilst developing the GCR is ultimately a process between UNHCR and Member States, NGOs are interested to provide recommendations through opportunities like the 2017 informal thematic discussions. NGOs that desire to share priorities for the preamble to the Global Compact on Refugees or to provide details for the Programme of Action were encouraged to connect with ICVA or InterAction. Both international networks came to the Consultations having done significant work to coordinating their membership towards the position papers ‘[Solutions with Rights](#)’ and the ‘[NGO Reflection Paper on the Global Compacts on Refugees](#)’. They will continue in 2017/18 using those papers, recommendations captured in this report, and learnings from NGOs during CRRF implementation to contribute to the Global Compact on Refugees dialogue.

**CRRF Implementation:** The diversity of contexts presented in CRRF case studies exemplified how important locally relevant plans, targets and indicators are. In a number of cases, secretariats have been established at national level and a number of NGOs present at the Annual Consultations are playing an active role in defining such measures. However, clauses 18 and 19 of Appendix 1 in the New York declaration call for evaluation of the CRRF implementation sites and adoption of a global compact based on lessons learned in these. This necessitates a global distilling of good practices and lessons learned on comprehensive refugee response. Within UNHCR, this work is led by the CRRF Task Team.

**At the March Standing Committee Meeting,** the CRRF Task Team announced the creation of a CRRF Reference Group consisting of itself and at least one NGO network from each region of UNHCR operations in addition to the international ICVA and InterAction networks and the 2017 NGO Rapporteur. This group first convened face-to-face in the margins of the Annual Consultations. It now meets virtually each month and will come face-to-face in advance of the stocktaking exercise in the roadmap to the Global Compact on Refugees. Where relevant, recommendations towards this document are highlighted throughout this report. These will be reviewed by the CRRF Reference Group in the months to come.

**Further work on responsibility sharing:** Throughout regional sessions, discussions on finance, and support to host communities, it was clear that successful NGO implementation of programmes is ultimately dependent on a successful global plan for responsibility sharing. The newly formed [World Refugee Council](#), which includes a few NGO advisors, will be a conduit for civil society priorities on this subject matter. Care Canada, the 2014 Annual Consultations Rapporteur will serve as the main liaison for civil society actors interested in contributing on this subject matter.

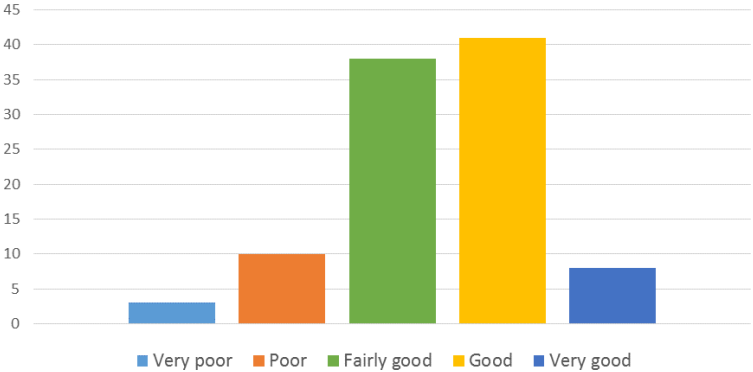
# General evaluation

## 2017 Annual Consultations with NGOs

This annex summarizes the results of the general (paper-based) and of online evaluations participants were invited to complete at the end of the 2017 Annual Consultations. In order to reach as many people as possible, we offered participants to take either a paper-based survey, during the Closing Plenary of the three-day meeting or an online survey that they could complete afterwards during their own time.

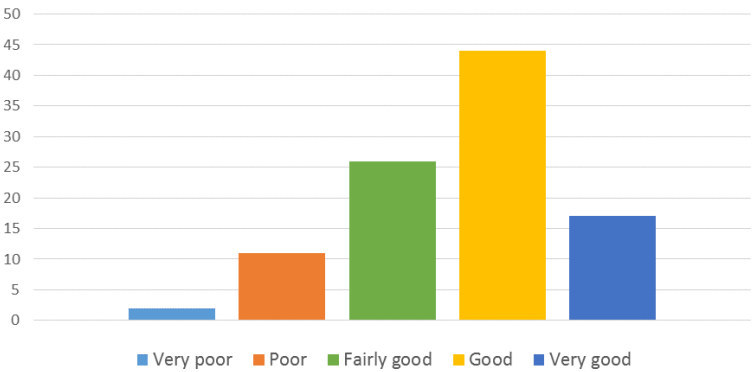
About the respondents: a little over 30% of participants responded to the paper-based evaluation and about 15% of all participants took the online survey. Interestingly, 75% of respondents to the paper-based survey had never attended the Consultations, and through their feedback, offer a fresh look at the event. Respondents to the online survey rate their overall experience at the UNHCR Annual Consultations with NGOs as either good (49%) or very good (24%).

Overall quality of the consultations - %



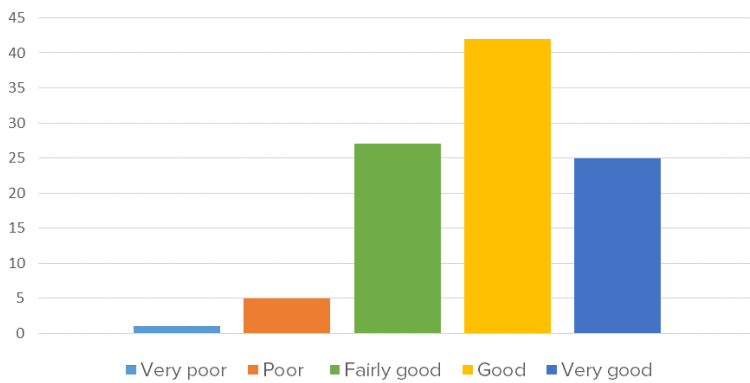
38 % of participants thought that the overall quality of the Consultations was ‘fairly good’, 41% thought it was ‘good’. (Number of respondents – 149)

Overall quality of the agenda - %



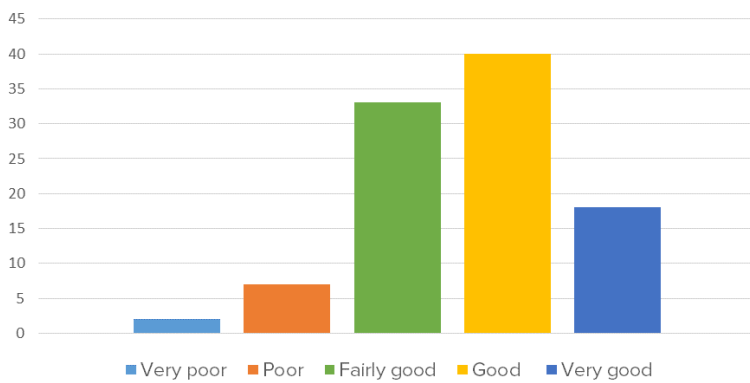
The majority of respondents considered that the quality of the agenda was ‘good’ (44%) or ‘very good’ (17%). (Number of respondents – 151)

### Relevance of topics to area of work - %



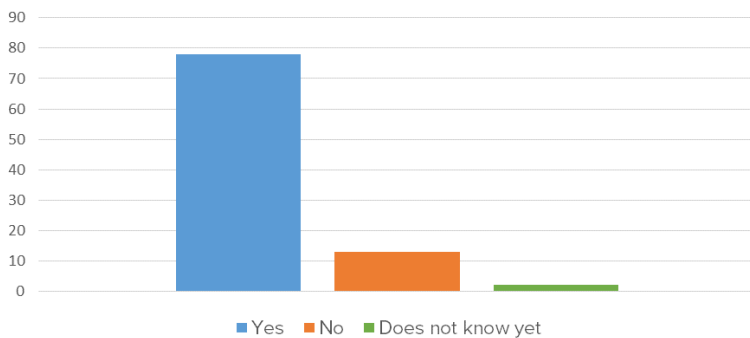
27% of respondents thought that the relevance of the topics to their area of work was 'fairly good', 42% felt that it was 'good' and 25%, really good. (Number of respondents – 152)

### Overall quality of the speakers - %



40% of respondents considered the overall quality of speakers as 'good', 33% as 'fairly good' (Number of respondents – 152)

### Do you plan to attend the consultations next year? - %



78% of respondents are planning to attend the Consultations next year, 13% are not planning to attend and 9% don't know yet or have not replied (Number of respondents – 153)

*What did you like most about the Annual Consultations with NGOs?*

- Networking opportunities
- High-level panels
- Topics of sessions relevant to work
- Diversity of participants
- Exposure to different issues, opening new perspectives
- Involvement of private sector and innovators
- Possibility to interact directly with UNHCR officials
- Pigeonhole (opens the dialogue, helps structure the intervention, better quality)
- Wide range of topics discussed
- Interactive methodologies (group work, polls, Pigeonhole)
- Participation of PoC
- Plenary sessions were more engaging
- Market place
- Sessions which allocated time for Q&A
- Place day-to-day issues in a global context

*What did you like least about the Annual Consultations with NGOs?*

- Lack of interactivity of some panels
- Unclear objectives for each session
- Actionable points / outcomes remain vague.
- Not enough space for self-promotion
- Felt often like a lecture, not like a dialogue or an exchange of ideas
- PoC should be included in all panels
- Panellists and moderators ill-prepared
- Not enough time allocated for Q&As
- More national NGOs should be on panels
- Predominance of English (especially in break-out groups)
- Some sessions unnecessarily too long
- Lack of emphasis on current crises (almost no mention of Syria)
- Lack of gender perspective in majority of sessions. i) women-only panels to talk about gender issues are perpetuating the erroneous notion that only women are concerned with women's issues- where are the men and their engagement? ii) this highlights the "otherness" of women, women as the exception, not the rule- it is important to see women's particular needs and vulnerabilities as equally important to the "wider" refugee populations needs, not as a population apart.

*What kind of topics (methodology) would you like to be included in future consultations?*

- The Consultations preach to the converted – how can this be changed? Current format of sessions not conducive to consultation.
- More thematic group work
- More action-oriented recommendations
- Mainstream gender equality in all sessions
- Mainstream statelessness
- Demystification of global processes at local level
- Right to work
- Refugee self-representation
- Share best practices
- “All I want to ask UNHCR” session
- Innovative approaches to fast changing situations in the world
- Psychosocial care
- Follow up on the implementation of the CRRF
- Widening durable solutions to include local integration (not just repatriation)
- Disability



- Practical implementation of the CRRF
- Link between the CRRF and the SDG
- Commitments to Refugee Women and Girls; everything related to gender, women and girls was quite disappointing in these consultations, giving the impression that UNHCR needs to up their game in this domain
- Detention, Encampment, LGBTQI
- Statelessness
- Non-refoulement;
- Private Sponsorship Programs
- Prevention of the emergency situations, NGO emergency response planning
- Volunteer engagement & mobilization
- Shaping public opinion through civic education, communication campaigns & social engagement"
- Deeper discussion on the humanitarian and development nexus. Lessons learnt and way forward.
- Legal aid, legal support, rights-based approaches to protection, evaluation of UNHCR policy (no mention this year of the out of camps policy?)
- Vulnerability.
- Actual recommendations from NGOs to UNHCR on how we can be a better partner and/or improve collaboration generally (developed in actual frank dialogue, not just one-way UNHCR bashing)
- Refugee self-representation (Refugee-led organizations and advocacy)
- Host community engagement and best practices for holistic market development in protracted crisis situations.
- Micro financing where refugees can seek loans to start up business or support any means of livelihoods.
- Family reunification

*What suggestions do you have for improvement?*

- Moderators should be vetted and prepared in advance to make sure they have the skills to manage the session.
- Let the UNHCR representatives in panels speak last and not first.
- Shift away from 'panel presentations' about matters that are widely known (let alone to experts in the field).
- Format could be changed to more of a workshop format, where UNHCR and NGO staff are to jointly come up with concrete proposals for how to address identified challenges.
- More time for Q&A with the HC, more UNHCR staff on panels.
- Dedicate about half a day to NGO interactions around specific areas of operation e.g. Resilience, refugee assistance, development, self-reliance, advocacy etc. This would foster sector specific dialogue as well as development of global networks that are specific to certain sectors.
- Continue to make an effort to include asylum seekers, refugees and stateless persons as well as youth, elderly, disabled - those who are directly affected and who often bring the best recommendations and examples.
- More refugee-led panels. Methods and structures for ensuring better refugee representation and dialogue opportunities. Increasing refugee speakers in the sessions; more refugee-led organisations speaking on panels.
- Ideally, the Consultations would result in more concrete outcomes, for example a ""manual/best practice/checklist for UNHCR-NGO collaboration on [thematic area]"" or a list of the aspects that make UNHCR most difficult to work with, as a partner, and recommendations for how to change them. "
- Majority of participants were large NGOs. Have more smaller NGOs present their successes as part of the durable solutions

# UNHCR

## Annual Consultations with NGOs

### 2017 REPORT

14-16 June 2017

CICG / GENEVA, SWITZERLAND



Published by:

UNHCR

P.O. Box 2500  
1211 Geneva 2  
Switzerland

[www.unhcr.org](http://www.unhcr.org)

For information and inquiries, please contact:

Partnership Section  
[partnership@unhcr.org](mailto:partnership@unhcr.org)