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Resilient nations.

The Global Compact on Refugees

UNDP's Written Submission to the First Draft GCR (9 March)

Draft Working Document

March 2018

Priorities to ensure that human development approaches are fully reflected in the GCR

Introduction

i) Background

UNDP welcomes the development of the Global Compact on Refugees following the NY Declaration on Refugees and Migrant. The draft Programme of Action (PoA) is a significant instrument to bring together humanitarian, development and peace responses to refugee crises, so that it is more predictable, consistent with national development strategies and supports sustainable development. Ultimately, this will contribute to a more inclusive and resilient world.

Ensuring development approaches to forced displacement is at the core of UNDP's strategy and work. UNDP provides support in response to increasing requests from countries across all regions to develop tailored programmatic responses to displacement. This means supporting the development of comprehensive national policy and institutional frameworks that includes refugees and host communities, addressing the root causes of forced displacement, and supporting refugees, host communities and other vulnerable communities to cope, recover and sustain their development gains.

This approach and focus is central to the Sustainable Development Goals (SDGs) principle of leaving no one behind and the importance of addressing the most vulnerable first. The 2030 Development Agenda is "*plan of action for people, planet and prosperity*" to strengthen universal peace and eradicate poverty. "*The special needs of people affected by complex humanitarian emergencies*" are specifically recognized, notably refugees, displaced persons and host communities. The SDGs goes beyond improving socio-economic conditions and *seeks to realize the human rights of all and to achieve gender equality and the empowerment of all women and girls.*

ii) Goals of the Global Compact on Refugees - #Refugees2030

The 2030 Development Agenda is a universal agenda adopted unanimously by all UN member states, as with the New York Declaration, hence taking the longer-term perspective and commitment in the coming decades. There is a strategic opportunity here to actively align the overall goals of the Global Compact on Refugees with the universal SDGs to ensure that the 2030 Development Agenda works for refugees and forcibly displaced persons, and leave no one behind.

UNDP is committed to collaborating with UNHCR to support governments on SDG planning and implementation especially as it relates to leaving no one behind and advocating for refugee inclusion in national and local development plans. UNDP proposes a joint-collaboration on #Refugees2030, an inter-agency, multi-stakeholder effort to envision the future refugees want in 2030, as a basis for defining the sustainable development outcomes, goals and targets for refugees by 2030 and implementing them with member states and partners. This can help to frame the intended collective outcomes of the Programme of Action to bring together humanitarian, development and peace actors towards a comprehensive refugee response according to the main pillars of the CRRF.

iii) Prevention and Addressing Root Causes

Root causes of forced displacement include insufficient development gains, lack of access to social basic services and essential livelihoods, protracted conflicts, violent extremism, discrimination and lack of good governance, weak rule of law, human rights violations, lack of accountability, systematic exclusion and marginalization, climate change, weak natural resources management and environmental degradation (including for instance land degradation and water scarcity).

The UN Secretary General's Report in Safety and Dignity: Addressing Large Movements of Refugees and Migrants urges *"investments in sustainable development and conflict-prevention, not only because it is the right thing to do, but also because it is more cost-effective than mobilizing a response to large movements."* The UN Secretary General's agenda on *'sustaining peace'* affirms this and focuses on addressing root causes to strengthen the conflict prevention agenda.

As an integral part of the Programme of Action, UNDP advocates investing in strengthening capacities in analyzing root causes, with development and humanitarian partners, and for the Sustainable Development Agenda 2030 to be the main framework for addressing key root causes. (Also relevant for para 73. Under Other Areas of Action)

To address root causes of forced displacement, UNDP recommends:

- Strengthen global, regional, national, local government and stakeholders' capacities with respect to conflict prevention and peaceful resolution of conflict, including targeted investments in community-based grievance-handling mechanisms, local level mediation, and the prevention of violent extremism;
- Strengthen the capacities of governments at the national and local level, as well as regional institutions, to analyse root causes of displacement, promote inclusive political processes and responsive institutions to plan, budget, coordinate and deliver equal access to public services and local economic development opportunities, as a basis for effective and targeted programming;
- Strengthen the human rights based approach among service providers and communities, including ensuring equitable access to services and legal frameworks that prevent discrimination and protect human rights;
- Strengthen the rule of law, justice and security services to improve safety for displaced communities, particularly for women, girls and persons with disabilities. This includes supporting initiatives on violence reduction and small arms and light weapon control;
- Invest in targeted sustainable development interventions in areas that are vulnerable to displacement to create a more conducive environment for people to stay. This is an environment that enables jobs and livelihood opportunities in rural areas (e.g. through value chain development in competitive sectors such as agriculture and

non-agriculture activities, promotion of investments and incentives for potential workforce to remain on the local market), equitable access to basic services, enhanced security and access to justice.

- Support regional organisations, national and local governments in climate change adaptation, disaster preparedness and environmental degradation (including for instance land degradation and water scarcity). This should include support to strengthening community resilience to prevent, cope with, respond and recover from future shocks, reducing the need for further involuntary displacement.

III. Programme of Action

A. Mechanisms for burden-and responsibility-sharing

1. Global mechanism for international cooperation

UNDP welcomes the proposal for a regular, ministerial-level Global Refugee Summits to track pledges and progress towards the goals of the Global Compact on Refugees. As a global mechanism for international cooperation, UNDP suggests UNHCR partners with development actors to host Global Refugee and Resilience Summit building on the experience from the London Conference¹. UNHCR may also wish to draw inspiration from current examples of multi-lateral and multi-stakeholder global mechanisms for international cooperation such as the UNFCCC Conference of Parties negotiations leading to the establishment of the [Green Climate Fund](#)² and [The Global Fund](#)³. In addition to financing, both Funds set quality standards on programme interventions and provide support and guidance to Member States and partners (implementing agencies/entities, including civil society) to ensure that they can achieve their goals.

2. Mechanisms to support a comprehensive response to a specific situation

1.1 National arrangements

In setting up national arrangements and preparation of comprehensive refugee response plans, UNDP recommends **engaging with and leveraging on already existing national humanitarian and development national coordination mechanisms** which are supported by the UN and humanitarian country teams. This is also the opportunity to ensure that refugee response strategies and national protection frameworks, integrates resilience-building and are part of SDG implementation plans, particularly in protracted settings or return and reintegration contexts,

1.2 Regional approaches

In addition to regional approaches to comprehensive refugee response, in partnership with regional organisations and entities, UNDP recommends also adopting **sub-regional and/or multi-country approaches**, where appropriate in addressing refugee movements such in the **Regional Refugee and Resilience Plan (3RP) in response to the Syria Crisis**⁴, which brings together national plans developed under the leadership of national authorities –

¹ The London conference of February 2016 on “Supporting Syria and the region”.

² Following the 2015 Paris Agreement, the Green Climate Fund was set up by 194 member states to support the efforts of developing countries to respond to the challenge of climate change and have so far received pledges of USD\$10.3 billion.

³ The Global Fund is a 21st-century partnership organization designed to accelerate the end of AIDS, tuberculosis and malaria as epidemics. Founded in 2002, the Global Fund is a partnership between governments, civil society, the private sector and people affected by the diseases. The Global Fund raises and invests nearly US\$4 billion a year to support programs run by local experts in countries and communities most in need.

⁴ www.3rpsyriacrisis.org – A UNHCR-UNDP collaboration

Egypt, Iraq, Jordan, Lebanon and Turkey – to ensure protection, humanitarian assistance and strengthen resilience.

1.3 The Global Support Platform

UNDP welcomes the idea of a Global Support Platform and **proposes for a more consistent, predictable and technical joined up technical platform and mechanism, with accountability to the Global Refugee Summits**, instead of an ad-hoc arrangement. This could be in the form of an inter-agency Expert’s Panel/Secretariat represented by humanitarian, development and peace actors, including refugee organisations, international organizations, international financial institutions, NGOs and private sector⁵. This inter-agency unit can activate a joint-response to a new refugee crisis that maximises on the comparative advantage of different entities, and ensure that ongoing support to protracted displacement situations bridges the humanitarian and development gap. It can draw from deployment and financing capacities from across the UN system and beyond, organize solidarity conferences and can manage or administrate a multi-donor financing facility for specific refugee responses, if required.

An existing model designated by the UN Secretary-General in 2012 is the **Global Focal Point for Police, Justice and Corrections**⁶ led by the Department of Peacekeeping Operations (DPKO) and UNDP, which provides a united front for overall UN assistance in rule of law in post-conflict and crisis setting. The mechanism draws quickly on the expertise of partners such as UN Women, OHCHR, UNHCR and UNODC and mobilizes and channels resources for joint programming to support national authorities.

With a more consistent and predictable structure, such a Global Support Platform can remain non-operational and provide strategic guidance and tools on joint-assessments, planning for the CRRF approach, develop a robust set of indicators, targets and monitoring and evaluation framework that can help to review and learn from different models of comprehensive refugee responses. Standards and guidelines can be set based on evidence of what worked and has not worked for refugees and host countries. Such a Global Support Platform can also initiate dialogue and cooperation on specific issues, facilitate regular learning exchanges and initiate cooperation as appropriate, such as between south-south, south-north, places of origin and host countries.

3. Key tools for burden- and responsibility-sharing

For a comprehensive and people-centred refugee response, UNDP recommends specifying in the PoA concrete ways to strengthen humanitarian-development cooperation and aligning these to ongoing discussions under the New Way of Working framework. This includes the commitment to joint humanitarian-development analysis, assessments, development of collective outcome(s), localization, multi-year planning and programming for collective outcomes, towards a new way of using flexible additional and multi-year financing.

3.1 Funding and efficient use of resources

In order to secure timely, predictable and adequate public and private funding, UNDP recommends that the PoA outlines a **coordinated resource mobilization strategy for large scale comprehensive refugee responses**. The Strategy can elaborate on existing and emerging funding and financing opportunities, grants and/or loans, to attract more flexible and predictable multi-year funding to respond to the needs of refugees within a changing aid

⁵ Global Focal Point

⁶ [Global Focal Point for Police, Justice and Corrections Factsheet](#) – A DPKO-UNDP Collaboration

environment. This includes rising private development financing, the rising trend of earmarking ODA and the impressive trend of rising domestic resource mobilisations in many middle-income countries. It can be aligned to the discussions and negotiations under SDG17 on global partnerships.

In developing the strategy, there is also an opportunity to pursue partnerships and resources to help to connect shared global development and humanitarian goals and targets to the specific priorities of national governments and the challenges refugees and host communities face. For refugee hosting countries and regions, the resource mobilization strategy can give examples of different funding and financing models that are available which can be adapted to national/regional needs and contexts.

UNDP also recommends promoting close collaboration with the Joint Multinational Development Banks (MDB) Group, established by the Africa Development Bank, the European Bank for Recovery and Development, the European Investment Bank, the Inter-American Development Bank, the Islamic Development Bank Group and the World Bank Group to identify joint country engagement opportunities and comprehensive response plans.

3.2 A multi-stakeholder approach

As outlined in the NY declaration, a comprehensive refugee response should involve a multi-stakeholder approach, including refugees themselves, national and local authorities, international organisations, international financial institutions, regional organisations, regional coordination and partnership mechanisms, civil society partners, including faith-based organisations and academia, the private sector and media. UNDP recommends that the PoA outlines for international organisations, including the UN, international financial institutions and media, the strategic entry-points and possible partnership and coordination models towards a comprehensive refugee response.

3.3 Data and evidence

UNDP affirms that there is critical demand for more coherent data on forced displacement across humanitarian and development partners, including reliable information about the development impact of large movements of refugees, internally displaced persons (IDPs) and asylum seekers including the socioeconomic impact on host communities. A common understanding of the context and the risks of large movements can provide a better basis for joint humanitarian and development efforts, with the appropriate linkages to peacebuilding efforts. Joint analyses that include humanitarian, development and peacebuilding dimensions remain the exception rather than the rule.

UNDP Recommendations:

- Invest in shared, strategic analysis, from identifying pre-crisis risks and baselines, to in-crisis and immediate post-crisis analyses, considering the evolving needs and institutional dynamics. These analyses should be localized wherever possible through partnership with regional, national and/or local academic and research institutions. Mechanisms to share analyses between humanitarian and development actors to be strengthened to minimise duplication and increase complementarity;
- Strengthen regional, national and local government capacities through multi-stakeholder collaboration to build a joint evidence base on the social and economic impact of forced displacement, as a basis for well-informed policies and programming. This will require investment in intensive, technical advice and training support for local and national actors to lead assessment and analyses;
- In particular, UNDP recommends measures to strengthen capacities in terms of assessments and analysis in the following areas: i) Root causes of forced displacement; ii) Social impacts of displacement; iii) Inclusion of

Refugees and IDPs in the Sustainable Development Goals (SDGs) targets; iv) Livelihood and workforce development for displaced populations; v) Current governance systems for the delivery of services; vi) Additional research and data on displacement trends and patterns; vii) Priority justice and security needs and capacities of justice and security service providers to respond to displacement issues.

B. Areas in Need of Support

1. Reception and admission

1.3 Safety and security

UNDP recommends including partnering with **national human rights commissions** on international refugee protection, in addition to security and rule of law institutions. It is also important to complement the interventions proposed with making available appropriate legal aid services and grievance-handling mechanisms which can provide safe space for communities to engage in identifying their safety need.

1.4 Registration and documentation

UNDP recommends adding **public awareness raising efforts** in host and refugee communities about the registration systems and how to access through appropriate **legal assistance**. Particularly in protracted displacement situations, this is also an opportunity to connect registration and documentation processes with **national/ local registration processes to access basic social services** and other state-provided services such as for health, employment and education.

1.5 Addressing specific needs, including children at risk

Given that the majority of refugees are women and children, UNDP recommends a specific paragraph to articulate on **engaging with women and girls and addressing their specific needs**. In addition, it would also be opportune to highlight the **protection needs of those seeking asylum**, on transit routes who are often criminalized and for those whose asylum applications are rejected to ensure a **dignified return process**.

The GCR should also emphasize the need to address the youth given the high percentages of refugees who fall under the category of youths.

1.6 Identifying international protection needs

At the heart of the NY Declaration, Member States reaffirmed their commitments to protect and promote human rights for refugees and migrants, with additional attention to children, women and persons with disabilities. Many areas were further highlighted and confirmed in the NY Declaration such as the importance of refugee inclusion in service provision, combating discrimination and xenophobia, reviewing the criminalization of different practices. This is also in line with the commitments under SDG 16 on promoting just, peaceful and inclusive societies for sustainable development, the provision of access to justice for all, and building effective, accountable institutions at all levels.

UNDP recommends that the PoA also refers to the **centrality of protection beyond international protection as framed under SDG 16**, which can help to create an enabling environment for life-saving, recovery, resilience-building and sustainable development activities. This provides the opportunity to broaden the partnerships on comprehensive refugee responses to create an improved legal environment with the engagement of national protection providers, law enforcement and justice mechanisms and national human rights commission.

In terms of solutions for displacements by disasters and climate change, UNDP recommends that these are designed in consultation with stakeholders including the Platform for Disaster Displacement and is in line with the recommendations of the Nansen Initiative “*Agenda for protection of cross border displaced persons in the context of disasters and climate change*”.

1. Meeting needs and supporting communities

UNDP recommends placing **resilience-based development** at the front and centre of **refugee response and host community support**. This is in recognition that host communities provide a global public good by hosting refugees and internally displaced persons, and are the first to absorb the shock of any major influx of displaced persons, often demonstrating extraordinary generosity. Increasingly, displaced persons are residing outside of camps, without access to humanitarian support and most of them are relying on the informal economy.

Experience in responding to large-scale movements of refugees, IDPs and forced migration shows the need to combine short-term responses to displacement impacts with medium to long-term development interventions. A resilience-based development⁷ approach does this by bringing together humanitarian and development interventions in crisis and post-crisis situations, supporting host communities and displaced persons to better cope with and recover from displacement impacts, and to protect development gains. A resilience-based development approach will help ensure that affected communities not only recover from crises, but also improve their prospects for the longer-term development needed to move towards lasting peace and prosperity.

UNDP recommends supporting municipalities and/or local governments to plan for high numbers of displaced persons to arrive in their communities, and ensure access to basic services through participatory local governance systems. The private sector, municipality government, civil society and the population should be capacitated to plan and budget in an inclusive manner for service delivery, such as health, education, documentation, local economic development, solid waste management etc. This should be done in coordination with the regional and national governments. Municipalities can also play a key role in strengthening social cohesion between refugees and host communities.

2.2 Jobs and livelihoods

Real or perceived competition over access to livelihoods opportunities may create tensions between host community members and displaced persons. UNDP recommends supporting economically and environmentally sustainable livelihoods and economic opportunities for both host community members and the displaced, including cash-for-work / cash transfers where this is possible, savings and investment initiatives, including value chain development that are inclusion of refugees and host communities, demand driven vocational training, and small and medium enterprise development. The private sector is key for jobs and livelihoods support for refugees and host communities and increasing the level of labour participation in the local market.

Positive developments on jobs and livelihoods for refugees are often achieved through high level advocacy on legal frameworks and creation of enabling environments for refugee participation in labor market; increasing

⁷ A resilience-based approach is a transformative process of strengthening the capacity of women, men, communities, institutions, and countries to anticipate, prevent, recover from, and transform in the aftermath of shocks, stresses and change. For host communities, this refers to supporting them to cope with, recover from the impact of displacement and protect development gains.

employability of refugees and host community members; providing short-term and/or long-term job opportunities; foster businesses for job creation; and increasing private sector engagement.

Host community support should also include natural resource /environmental management, noting the additional strain that a large influx of refugees may have on already limited resources in communities, such as water and land. UNHCR have an important unit on refugee and environment. Lessons from then should be used to inform community based natural resource/environmental management.

2.5 Accommodation, energy, and natural resource management

There is a growing need for sustainable energy solutions and natural resources to meet emergency and recovery needs in host communities. This is an opportunity for the PoA to emphasise that infrastructure construction in host communities should be informed by disaster risks and planned accordingly. For example, refugee camps and locations of host communities may often be hit by flash floods inundating camp areas and damaging infrastructure. Therefore, it is important that all infrastructure is informed by disaster risks in the area.

2.9 Other areas of action

Refer to Section on Prevention and Addressing Root Causes

3. Solutions

3.1 Support for countries of origin and voluntary repatriation

UNDP affirms the importance of creating an enabling environment to support the safe, voluntary and dignified return and reintegration of displaced people, where possible.

UNDP Recommendations

- Ensure that any voluntary return process is planned for as early as possible with displaced communities and with clear coordination and alignment between national, regional (and/or cross-border) and international recovery efforts, considering short, medium and long-term interventions. This should also include ensuring conditions of safety and security for returnee populations; support legal aid and assistance, including support to documentation, to ensure return of and access to Housing, Land and Property rights, particularly for many returnee women and children refugee/IDP populations

- Support for local authorities to bring together different elements of the community and equitably deliver basic services through participatory governance systems that aim to deliver basic services, including health, education, documentation, waste/debris management, local economic development, and, mine action;

- Support for the socio-economic reintegration of returnees through the rapid creation of jobs and sustainable livelihoods opportunities, including cash-for-work, saving and investments initiatives, development of small and medium enterprises, relevant vocational and business skills training and value chain development. Economic activities should also be used as an entry point for supporting social cohesion through community dialogue and conflict mitigation.

3.4 Local Solutions

To find sustainable solutions to protracted displacement, it is essential for host governments to **include refugees into their national and local development plans** as well as national SDG implementation plans. UNDP recommends empowering local and regional authorities on refugee integration and support them to ensure their

response to forced displacement fosters inclusive and human rights-based local development. This should be linked to national and regional level initiatives. Depending on country and/or displacement context, UNDP is committed to working with UNHCR in collaborating and developing a clear strategy to support governments in integrating sustainable solutions to displacement in national and SDG plans. This includes identifying relevant engagement in the **MAPS - Mainstreaming, Acceleration and Policy Support** – a common approach by the UN Development Group (UNDG) support in the implementation of the 2030 Agenda for Sustainable Development at the country level through tailored country support platforms. As part of the Global Migration Global, UNDP will also be working with partners, including UNHCR to support the roll out of the UNCT Guidance on Integrating Migration and Displacement in United Nations Development Assistance Frameworks (UNDAF).

IV. Follow-up arrangements

In developing a set of key indicators, UNDP recommends that to the extent possible that these are aligned with the indicators, goals and targets of the SDGs. With this synergy, the **reporting on refugee inclusion** can also be part of the **Voluntary National Review processes and SDG country reports**, as well as to the Global Refugee Summit.

UNDP is committed to supporting the Global Compact on Refugees and its implementation through the CRRF and PoA so that these work for refugees, displaced and host communities. UNDP continues to work collectively with other partners, humanitarian and development actors, governments, urban planners, civil society, IFIs, the private sector, academia and populations themselves towards a new approach to displacement that reduces vulnerability, improves resilience and supports regional, national and local solutions for refugees, internally displaced persons and host communities.

UNDP re-emphasises the commitments it made on 19 September 2016 at the UN Summit to work in partnership with other UN agencies and Civil Society Organisations in supporting Member States to:

- Mainstreaming displacement issues into national development plans and SDG implementation;
 - Analyzing and addressing root causes of forced displacement;
 - Advocating for humanitarian-development cooperation in preparing for, analyzing and addressing large movements of displaced persons;
 - Scaling up the response to large movements by strengthening the resilience of host communities and displaced populations.
-