

# UNHCR ENGAGEMENT WITH THE SUSTAINABLE DEVELOPMENT GOALS

## UPDATED GUIDANCE NOTE - 2019

### 1. Purpose

1.1 This Note sets out UNHCR's corporate position on engagement with the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)<sup>1</sup>. It positions UNHCR's normative and operational support to refugees, IDPs and stateless persons within the overall framework and aims of the 2030 Agenda and the SDGs.<sup>2</sup> It also provides strategic guidance to UNHCR field operations on engagement with key SDG and 2030 Agenda processes such as the UN Common Country Analysis (CCA) and the United Nations Sustainable Development Cooperation Framework (Cooperation Framework)<sup>3</sup> as well as with other processes such as the High-Level Political Forum on Sustainable Development and voluntary reporting mechanisms.

1.2 It takes into account the objectives of the Global Compact on Refugees (GCR), Global Compact on Migration, UNHCR's Strategic Directions 2017-2021 and the ongoing reform of the United Nations Development System agreed by Member States on 31 May 2018, and the consequent changes to its functions and processes, including those setting out the role of the Resident Coordinator that entered into force on 1 January 2019.<sup>4</sup>

1.3 The present Note updates and replaces the previous Preliminary Guidance Note on 2030 Agenda issued in 2016.<sup>5,6</sup> It will be supplemented by more detailed operational guidance on SDG engagement to inform UNHCR's Results Based Management.

### 2. UN Support to the Agenda 2030

2.1 The definition and implementation of the 2030 Agenda and SDGs has been led by Member States since their adoption on 15 September 2015. The supporting SDG targets and indicators were designed to address the "5 Ps" (People, Planet, Prosperity, Peace and Partnership) and to emphasize their interconnectedness. They provide global guidance to governments in setting their own national targets according to their particular conditions and challenges. The primary role of UN agencies is to provide support to the implementation of SDG priorities set by national governments.

<sup>1</sup> UN General Assembly, Transforming our World: The 2030 Agenda for Sustainable Development, 21 October 2015. [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/70/1&Lang=E](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E)

<sup>2</sup> UNHCR's support to IDPs in regard to the Agenda 2030 and the SDGs will be carried out within the framework of the present collaborative arrangements practiced by the global humanitarian system.

<sup>3</sup> The Cooperation Framework was formerly the United Nations Development Assistance Framework (UNDAF).

<sup>4</sup> See General Assembly Resolution 72/279, Paragraphs 7-8, 31 May 2018.

<sup>5</sup> Preliminary Guidance Note - 2030 Agenda (2016) <http://www.refworld.org/docid/59db4b224.html>

<sup>6</sup> The present Note complements other UNHCR SDG briefing notes including on Statelessness <http://www.refworld.org/docid/58b6e3364.html> and on SDG 4 <http://www.refworld.org/docid/59c368ed4.html>.

2.2 Implementing the 2030 Agenda **requires some adjustment to UN policies and institutions in order to support national priorities and systems with each agency's work bringing added value in support of a common goal.** The Secretary General has directed UN system agencies to work towards greater UN coherence in the planning of their work in development, human rights, humanitarian assistance and peace building so as to secure efficiency gains and optimal results. He has prioritized prevention, as a thread that ties all UN interventions together, and the delivery on the SDGs.

2.3 Identifying the UN's comparative advantage and the strategic prioritization of its collective efforts to support the SDGs in a particular operational context will be determined through the CCA and the Cooperation Framework. To compose the CCA and establish the Cooperation Framework at country level, Resident Coordinators are expected to lead a strategic level process to which all UN agencies with programmes, both resident and non-resident, will be required to contribute. UNHCR is a member of the UN Sustainable Development Group (UNSDG) at the global level, and Representatives are members of UN Country Teams. UNHCR is committed to being a part of the UN system's support to governments in achieving the SDGs.

2.4 UNHCR is primarily a humanitarian organization as per the Statue and will work within a strengthened and more interlinked humanitarian, development and peace framework to ensure that its humanitarian work is undertaken in a manner that is conducive for longer term development activities.

2.5 In line with its mandate and supervisory responsibility, UNHCR is well positioned both normatively and operationally to contribute strategically to SDG outcomes that can impact positively on populations of concern to the High Commissioner. Its protection mandate and focus on population groups that can be at risk of being left behind, contributes to the SDGs. UNHCR engages with governments and a wide range of stakeholders in cooperative efforts to address issues of exclusion and marginalization as well as advocacy for support to host communities. It has policy, legal and programmatic resources that can be brought to bear in support of the 2030 Agenda across a variety of operating contexts. UNHCR has a large and diversified field presence that works closely with affected populations in ways that align well with the goals of the 2030 Agenda and the pledge to leave no one behind irrespective of the operating environment. It works in remote areas that do not often receive attention or are underdeveloped and where UNHCR intervention also contributes to development. It also intervenes in a number of sectors and embraces critical cross-cutting protection issues throughout the displacement cycle from prevention to emergency and solutions.

### **3. Leaving no one behind: refugees, IDPs, stateless people and other displaced populations**

3.1 Central to the purpose of the 2030 Agenda is identifying and overcoming obstacles to allow marginalized populations to contribute to, and benefit from, inclusion in sustainable social and economic development processes. It makes explicit reference to the fact that some countries and populations are more vulnerable than others. It highlights countries affected by fragility, conflict and violence, and climate change and disasters, and situates those affected by crises within the overall framework of efforts to address their vulnerabilities, advance human progress and build social and economic stability. This is of particular importance to UNHCR as it is estimated that by 2030 a large percentage of the world's poorest people will be found in countries affected by fragility, conflict and violence, and disasters.<sup>7</sup> At the same time, the Agenda 2030 is applicable to all countries, regardless of development status. ('The SDGs are

<sup>7</sup> [https://www.oecd.org/dac/.../fragility.../OECD%20Highlights%20documents\\_web.pdf](https://www.oecd.org/dac/.../fragility.../OECD%20Highlights%20documents_web.pdf).

universal, applying to all countries and all people”). The principle of leaving no one behind is therefore equally critical in middle income and developed, non-conflict countries, where displaced and stateless people may face obstacles to accessing rights because of government policies or other factors (countries not signatory to the 1951 Convention, for example). The universality makes the SDGs a tool that UNHCR offices can leverage in diverse contexts.

3.2 The principle of “leaving no-one behind” and reaching “the furthest behind first” embodies a commitment to confront the multi-dimensional causes of poverty, inequality and discrimination and to reduce vulnerabilities. These are often a result of persons not being able to exercise their rights, including, in the case of refugees, some of the rights elaborated in the 1951 Convention. It requires stakeholders to address and improve the situation of the poorest and most marginalized, enable them to enjoy their rights, and assist them to exercise agency over their development.

3.3 Implementing the vision of the 2030 Agenda poses particular challenges in contexts (i) where the life-saving imperative is paramount, and (ii) where governments may not have in place the policies, institutional arrangements or resources to address the full range of SDG ambitions systematically. Even in insecure circumstances where government leadership and development progress towards the SDGs may be compromised by conflict and violence, or climate change and disasters, the UN’s political, development, human rights and humanitarian work is expected to pursue objectives contributing to future stability and growth for all affected populations wherever possible. In such contexts, such investments may be considered initial contributions to the “leaving no-one behind” agenda, particularly if they facilitate the early engagement of other public and private partnerships and mobilize additional resources.

3.4 The 2030 Agenda highlights populations particularly at risk of being left behind. While the 2030 Agenda makes explicit reference to refugees, IDPs and migrants, as population groups at risk of being left behind, stateless persons, who are not amongst the groups listed in the 2030 Agenda, are also at risk of being left behind.<sup>8</sup> These population groups have rarely been specifically identified in national data collection instruments so there is currently little data on their socio-economic circumstances. The little available evidence indicates that they are generally found in lower socioeconomic brackets. There are four main factors that explain the marginalized circumstances of displaced and stateless populations:

**Geography:** Displacement often occurs to, and in, remote, under-developed and often insecure areas, alongside very poor communities that themselves have received insufficient attention from national development policies, processes and programmes;

**Governance:** Domestic legal frameworks, policies, institutional and administrative measures often restrict the opportunities for displaced populations and stateless persons to exercise their rights and to participate in and contribute productively to their host communities and societies. Laws and policies may also be the root cause of statelessness itself, a status which usually relegates those affected by it to the margins of society;

**Status:** Refugees are unable or, for valid reasons, unwilling to avail themselves of the protection of their country of origin. As a result, they are granted a special status, as set out in international refugee law. Discrimination, the lack of access to rights, and the loss of official identity documents and papers - that occur as a consequence of displacement or statelessness - may create barriers to access rights and benefits on

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<sup>8</sup> There is no specific mention of stateless populations or statelessness in the Agenda 2030 though there are SDGs that are attributable to them, and the consequences of their marginalization are well recognized in the Agenda 2030 <https://www.refworld.org/pdfid/58b6e3364.pdf>.

par with nationals as well as hinder the prospects to lead dignified lives, pending permanent solutions to their situation. In addition, only a small number of countries have established statelessness determination procedures through which stateless persons may be formally recognized and afforded basic rights;

**Vulnerability:** Poorest households are the most vulnerable to external shocks including conflict, climate, and environmental shocks. Socio-economic status and discrimination are also linked to marginalized circumstances. The trauma and loss of assets and capital experienced during displacement and the lack of adequate legal and social protection make displaced and stateless persons particularly vulnerable.

These constraints may oblige populations of concern to remain dependent on humanitarian support for protracted periods and to sustain a subsistence living on the socio-economic margins. Furthermore, as displaced and stateless communities are not homogenous groups (they are characterized by diverse age, gender, socio-economic and other factors), the principle of leaving no one behind can facilitate UNHCR's normative and operational engagement beyond specific SDGs towards an approach that looks at diverse risks, needs and capacities of displaced and stateless communities. UNHCR is committed to fully engage in processes relating to 'leaving no-one behind'.

#### 4. UNHCR's strategic aims for engagement with SDGs

4.1 In the spirit of leaving no one behind and to bring coherence to UNHCR's approach to the 2030 Agenda, it will pursue "**inclusion**" and "**partnerships**" as its strategic aims to secure progress for persons of concern to the High Commissioner and thereby contribute to the achievement of the SDGs. The pursuit of these aims is also key to the successful implementation of the GCR affirmed by the General Assembly on 17 December 2018.<sup>9</sup>

- The objective of inclusion is to reduce the number of populations of concern and the communities that host them impacted by marginalization, lack of access to rights and poverty through (i) promoting an enabling legal framework and realizing their participation in national and local social and economic development; (ii) ensuring the inclusion of refugees and other persons of concern in national services, such as education, health, access to livelihoods and social services including social safety nets; to this end, established parallel humanitarian systems will need to be integrated into national systems benefiting host and refugee communities; and (iii) building effective approaches to resilience and solutions that assist them and the governments that host them to better manage and overcome the consequences and effects of displacement. For stateless populations, the objective of inclusion also requires addressing discrimination and exclusion in law, policy and practice to prevent and reduce the phenomenon of statelessness.
- The objective of partnership is to enlarge and strengthen the contributions of a broader range of stakeholders successfully addressing the challenges to the achievement of the SDGs posed by forced displacement and statelessness. Few individual governments, organizations or enterprises can achieve any individual SDG alone. A focused and coordinated effort among all engaged stakeholders at country level is required in order to avoid fragmentation of effort.

<sup>9</sup> General Assembly A/73/12 (Part II) 17 December 2018.

4.2 Promoting inclusion and building partnerships are interlinked and require approaches that encourage coordination and cooperation to secure positive outcomes for displaced and stateless populations. They should be pursued at both normative (through policy and legal dialogue and advocacy) and at operational levels (through programme components supporting individual SDGs), adapted to particular country contexts and supported through relevant SDGs. In addition, they are:

- \* relevant to the range of different **displacement** and statelessness<sup>10</sup> **contexts** where UNHCR works;
- \* compatible with the vision, objectives, working practices and specific initiatives of the **GCR**;
- \* critical to mobilizing **additional resources** across a broader range of public and private alliances and coalitions; and
- \* central to generating **evidence** that identifies the factors that leave populations of concern to UNHCR behind and how to address them, permitting improved targeting of resources for protection and solutions, and capturing progress towards improving their access to rights, poverty level and other socio-economic dimensions through the displacement cycle, as well as preventing and reducing statelessness.

4.3 Expanding the resource base available to host governments and expanding partnerships to strengthen protection and pursue solutions for populations of concern are central to UNHCR's overall strategic engagement in support of the SDGs.<sup>11</sup> Beyond traditional humanitarian budgets, the most promising avenues for UNHCR to increase investment in populations of concern are more effective partnerships with development organizations and the private sector. They are essential to UNHCR's aims of:

- (i) influencing legal and policy dialogue and institutional and programmatic frameworks;
- (ii) including marginalized populations within SDG related legal, social and economic development processes;
- (iii) strengthening the implementing capabilities of central and local government; and
- (iv) mobilizing additional resources through increased public and private investment.

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<sup>10</sup> UNHCR has a mandate to work on statelessness and is addressing the issue through various initiatives including the IBelong Campaign <https://www.unhcr.org/ibelong/>.

<sup>11</sup> The Agenda 2030, Paragraphs 41, 43, and 44, highlight the importance of additional resources from domestic revenue, development partners and the private sector in support of the SDGs. Such an expansion is also one of the principal aims of the GCR.

## 5. UNHCR's priority engagement with SDGs

5.1 Member States are responsible for the implementation of the SDGs, for setting national priorities and for embracing the principles of "leaving no-one behind". The UN's engagement in support of national implementation will in most instances be determined by the policy choices states make, by the operating context and by the interventions of many other stakeholders.

5.2 The 2030 Agenda emphasizes the importance of the inter-connectedness of the 17 Sustainable Development Goals and partnerships to address them. Many are particularly relevant to addressing the vulnerabilities of forcibly displaced populations and stateless persons. Their successful implementation will require (i) enabling policy and operational environments, (ii) engagement across a number of sectors and issues, and (iii) the contributions and resources of many public and private stakeholders.

5.3 UNHCR's work is concentrated on specific populations and situations that may not feature among the national priorities of Member States. In such circumstances, in its dialogue on **normative** issues, UNHCR must combine advocacy for an enabling legal framework and inclusion, with direct engagement in supporting Member States to generate SDG relevant data and evidence about the rights protection framework and socio-economic conditions of displaced and stateless populations wherever possible.<sup>12</sup> Such efforts should prioritize support to national counterpart institutions in cooperation with experienced partners. Where UNHCR is obliged to undertake this work itself it should share the results with government counterparts as appropriate.

5.4 At the **operational level**, UNHCR's engagement with Member States on the SDGs will contribute towards UNHCR's efforts on the GCR. UNHCR will focus on prioritizing those SDGs that (a) reflect national governments' SDG priorities, taking into account the governments' willingness and capacity to ensure inclusion of populations of concern in national priorities<sup>13</sup>, (b) reflect sectors and issues where UNHCR country programmes are already significantly invested, and (c) will provide the future baseline against which to measure progress towards the 2030 Agenda objectives pertinent to populations of concern. There are a large number of SDGs, targets and indicators attributable and potentially relevant to populations of concern to UNHCR.<sup>14</sup>

5.5 UNHCR's corporate approach to the SDGs must be strategic and selective so as (i) to take account of the official policy and operational context, (ii) avoid a fragmentation of effort and (iii) ensure that planning, budgeting for and reporting on its SDG engagement remain feasible and at a manageable level of process for field operations. This is especially relevant when it comes to the generation of data and statistics where there are significant gaps.

5.6 Both the Agenda 2030 Declaration and the GCR call for better data and evidence, referencing the importance of capacity building support to include relevant population groups in national statistical systems. However, there are currently no systematic data collection efforts and analysis across different SDGs or indicators that can capture the current circumstances of refugees, asylum seekers, IDPs and stateless persons. Whilst acknowledging the need for prioritization, a major focus for UNHCR's contribution to ensure the visibility of forced displacement in the SDGs will be to encourage and, where necessary,

<sup>12</sup> Transforming our World: The 2030 Agenda for Sustainable Development, 21 October 2015, Paragraph 56.

<sup>13</sup> As noted in paragraph 5.3, where populations of concerns do not feature among national priorities of Member States, UNHCR should advocate for inclusion.

<sup>14</sup> There are 12 SDGs of direct relevance to UNHCR's work with refugees, IDPs and stateless populations (See Table 1).

contribute to filling this evidence gap (including disaggregated data<sup>15</sup> and data at the local level, where possible) or work with partners to do so.<sup>16</sup> UNHCR should first focus on having governments include refugees, IDPs and stateless persons in census, civil and vital registration processes, with independent data collection as a secondary focus. UNHCR country operations should therefore review their current operational contributions to the SDGs against these objectives.

5.7 The inclusion of refugees, IDPs and stateless persons in censuses, civil and vital registration processes as well as identity management systems must be a policy and programmatic priority for operations wherever possible. All efforts should be made to ensure that the identity documents that are issued to populations of concern are compatible with the national registry of the country in order to ensure access to rights. Officially recognized identity and documentation is often a prerequisite for the incorporation of displaced and stateless populations into national data and statistics, and critical to the building of an evidence base on their poverty situation and overall circumstances. It is therefore imperative that UNHCR country operations prioritize this objective for its engagement with the SDGs either through support to appropriate national institutions and systems or through direct implementation whenever necessary and feasible.

5.8 Evidence and data on the poverty level (and other relevant data related to political, legal, social and economic conditions) of refugees, IDPs, stateless persons and their host communities – who are sometimes poorer than populations of concern - will also be critical for (i) influencing national and international policy, programming and resource allocation (at the same time, it will be important to develop a broader understanding of the legal and institutional environment) and (ii) providing a baseline against which these populations progress towards key SDGs can be measured. In view of the low level of importance currently attached by governments to collecting such data, building the evidence base will be a medium to long term challenge. UNHCR will therefore accord greater priority and resources to this objective in its future operations plans. For that purpose, it should create appropriate coalitions and partnerships with government counterparts and experienced international organizations.

5.9 The Table below highlights the key SDGs that UNHCR should support and contribute to in close cooperation with governments and partners. (See Annex for more details on each Goal).

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<sup>15</sup> Disaggregation should include disaggregating refugees and asylum-seekers as inclusion for asylum-seekers may differ from the inclusion of refugees in terms of access to rights.

<sup>16</sup> The UN Statistical Commission established an Expert Group on Refugee and IDP Statistics (EGRIS) in 2016 which has developed International Recommendations on Refugee Statistics and is preparing International Recommendations on IDP Statistics. Critical linkages with the SDG indicator framework have been articulated in the work of EGRIS - including recommendations for a common set of indicators to measure refugees' integration in host communities - and its connection with GCR implementation are articulated in the area of national statistical capacity building <https://unstats.un.org/sdgs/files/meetings/iaeg-sdgs-meeting-08/8.1%20UNHCR%20and%20JIPS.pdf>.

**Table 1: SDGs relevant to persons of concern to UNHCR**

SUSTAINABLE DEVELOPMENT GOAL
<b>Goal 1</b> No Poverty
<b>Goal 2</b> No hunger
<b>Goal 3</b> Health
<b>Goal 4</b> Education
<b>Goal 5</b> Gender equality
<b>Goal 6</b> Clean water and sanitation
<b>Goal 7</b> Affordable and clean energy
<b>Goal 8</b> Decent work & economic growth
<b>Goal 10</b> Reduced inequalities
<b>Goal 11</b> Sustainable cities & communities
<b>Goal 16</b> Peace, justice and strong institutions
<b>Goal 17</b> Partnership for the goals

The selected goals comport closely with UNHCR’s operational objectives across different SDGs to date. Aggregated together they can:

- constitute the main elements of UNHCR’s contributions to promoting inclusion and access to rights, and reducing the poverty level among its target populations;
- provide the basis for the development of a simplified set of indicators for monitoring progress to be undertaken by governments with the support of UNHCR, partners and interested stakeholders;
- clarify and provide guidance to the setting of UNHCR’s medium term objectives and results-based management priorities; and
- simplify potential reporting responsibilities since the identified SDGs already encompass the major components of UNHCR expenditure.

With respect to the specific objectives of improving access to rights and reducing the poverty level of displaced and stateless populations, the achievement of **inclusion, adequate health, education, access to decent work and living conditions** should be given priority consideration wherever possible across different operating environments.

## 6. The UN Common Country Analysis (CCA) and United Nations Sustainable Development Cooperation Framework (Cooperation Framework)

6.1 The Secretary-General has directed that the UN’s country development operations should be structured around their support to government-led efforts to implement the SDGs. The principal entry point for UNHCR’s engagement with the Agenda 2030 and the SDGs will therefore be through the related processes led by the Resident Coordinator in cooperation with the United Nations Country Team (UNCT).

6.2 The vehicles for designing and delivering the UN’s support for the national implementation of the SDGs will be the CCA and the Cooperation Framework. These exercises will define the scope, objectives and implementing arrangements for the UN’s support to government engagement on the SDGs. They will require UNHCR Country Offices to contribute

both analytical and operational inputs into the UN's collective efforts in support of the SDGs.<sup>17</sup> Not all countries where UNHCR is present, that engage in SDG processes have UNDAF/Cooperation Framework and CCA processes as the UNDAF/Cooperation Framework is primarily a framework for UN's support to low and some mid-income countries<sup>18</sup>. The Cooperation Framework/CCA will therefore shape UNHCR's SDG engagement in most, but not all countries.

## 7. UN Common Country Analysis (CCA)

7.1 The CCA will be the UN's principal instrument to analyze the opportunities for countries to advance the Agenda 2030 and identify opportunities to support governments to achieve the SDG targets. It is intended to establish a baseline and direction for the Cooperation Framework that is strategic and human rights based. It can also serve to define the UN's comparative advantages in a given context. Unlike the Cooperation Framework that requires consultation and agreement with counterpart governments, the CCA will remain a UN document.

7.2 Both in situations of fragility and post crisis (including in internal displacement situations), the UN is encouraged to build stronger coherence among its humanitarian, development and peace-building agendas. Depending on the context, this may imply closer inter-agency collaboration in defining and aligning "collective outcomes" through the CCA's analysis of the UN's normative and operational contributions or through other forms<sup>19</sup>.

7.3 UNHCR should use the CCA as an opportunity to influence the focus of the Cooperation Framework on government policy towards and contributions to marginalized populations in general and populations of concern in particular as envisaged under the 2030 Agenda. In particular, through the CCA process UNHCR operations should determine:

- i) the adequacy of the protection environment maintained by the government and the principal causes of exclusion and marginalization;
- ii) the availability of reliable data on the political, legal, social and economic circumstances populations of concern and their host communities; and
- iii) the provisions for these populations in national statistical, planning, programming and budgeting processes.

7.4 To prepare its contributions to the CCA, UNHCR country offices should use existing sources of information as far as possible in close cooperation with its partners<sup>20</sup>. Its purpose will be to highlight where there are opportunities for improving the current situation of populations of concern and where future investments may need to be made in order to address any gaps in knowledge about "*who is being left behind*", "*why they are being left behind*" and "*how far they are being left behind*".<sup>21</sup>

<sup>17</sup> Final guidance notes on the CCA and Cooperation Framework processes are expected in 2019. The extent to which UN agencies will be required to include their programmes within the Cooperation Framework is under review.

<sup>18</sup> The countries with UNCT presence and UNDAFs can be found by clicking the map at: <https://undg.org/about/un-country-level/>.

<sup>19</sup> Collective outcomes can also be defined by the Humanitarian Country Team or by the GCR process led by UNHCR.

<sup>20</sup> Where relevant, data collected through the Humanitarian Needs Overview should inform the CCA.

<sup>21</sup> See UNDP Discussion paper of June 2018 on "What does it mean to leave no-one behind"?

([www.undp.org/content/undp/en/.../what-does-it-mean-to-leave-no-one-behind-.html](http://www.undp.org/content/undp/en/.../what-does-it-mean-to-leave-no-one-behind-.html)) and the Interim UNSDG Guide on LNOB being piloted until the end of 2019 in select countries.

7.5 UNHCR's proposed focus on data, evidence and analysis of the conditions of marginalized populations speaks both to the UN's normative and operational roles and to an important objective of the Agenda 2030. It should serve both as a policy and a programming objective. Moreover, it will provide clearer information about where the most critical shortcomings in meeting the SDG targets occur. This will help (i) to direct resources (its own and that of others) to the most vulnerable areas and populations, and (2) encourage partnerships to strengthen delivery capability.

7.6 The outcome of the CCA should therefore guide UNHCR and its UN partners' contributions to the Cooperation Framework. In particular, it will determine whether its efforts and resources are concentrated on developing evidence-informed advocacy, supporting government-led efforts to promote inclusion or maintaining parallel assistance and protection efforts in the absence of official engagement.<sup>22</sup> More guidance on the Cooperation Framework and CCA will be provided in the Operational Guidance Note.

## 8. United Nations Sustainable Development Cooperation Framework (Cooperation Framework)

8.1 The Secretary-General's reform of the UN Development System has the explicit aim of increasing its influence, coherence and impact at country level. The process is expected to gather momentum during 2019 and thereafter. These will impact UNHCR's operations in fragile, conflict and violence affected countries and climate change and disaster contexts; in more predictable and stable environments; and in contexts where governments do not prioritize populations of concern. In all situations, it is expected that the UN will follow a strategic approach to supporting national implementation of the SDGs.

8.2 It is anticipated that the Cooperation Frameworks will remain at the strategic level and that the outcomes will be closely linked to the key insights generated by the CCA and reflect the value added of the UN's intervention. All UN agencies with programmes in a given country will contribute to the Cooperation Framework process. The priorities that emerge will be based on an analysis of how the UN is best equipped to support government-led SDG implementation.

8.3 The following indications will guide UNHCR's Country Offices to influence the strategic content of the Cooperation Frameworks:

- Advocacy and evidence for the positive inclusion of populations of concern within government-led policies and planning and associated economic and social development programmes;
- Structured policy and programmatic inputs, where conditions allow, towards the "leaving no-one behind" principle of Agenda 2030 and the SDGs that includes populations of concern and promotes the achievement of rights;
- Specific provision for the building of partnerships focused on the "leaving no-one behind" imperative that combine development, humanitarian and private sector constituencies and mobilize public and private resources.

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<sup>22</sup> Where there is active conflict and violence, addressing life-saving needs and alleviating suffering will take precedence.

- Support for civil and vital registration processes and the production of data (disaggregated, where possible), evidence and analysis on displaced and stateless people through partnerships or via its own efforts (where necessary.)
- Structured support to the inclusion of refugees and stateless persons in national services (such as education, health and shelter) as well as the ability to exercise rights that gradually reduces the dependence on humanitarian aid that necessitates the set-up of parallel structures.

8.4 In unstable country circumstances, the emphasis of UNHCR and other humanitarian agencies will likely be on prioritizing life-saving delivery directed by essential needs assessments. Refugee Response Plans (RRPs) and Humanitarian Response Plans (HRPs) should remain separate from but inform Cooperation Framework processes and have linkages to the SDGs, where relevant. The work on the Humanitarian-Development Nexus is advancing, and in many countries, collective outcomes are being developed that bridge the HRPs and UNDAFs/Cooperation Frameworks. The overall objectives of the GCR also bridge the RRPs and the National Development Plans (NDPs) as well as the UNDAFs/Cooperation Frameworks that supports the NDPs. As and when country conditions stabilize, a stronger orientation towards building a more structured policy and programmatic response towards SDG-related inclusion and partnership objectives should be pursued within the Cooperation Framework. A similar trajectory should be adopted as refugee and IDP situations evolve from the emergency phase to a protracted state. The SDGs can be a vehicle for this transition and can be used to build linkages between humanitarian and development planning from an early stage. Thus, the SDGs can serve strategically as a very long-term vision, even during crisis situations and in the context of the Humanitarian-Development Nexus.

8.5 UNHCR's multi-year strategies and operations plans should include its contributions to the Cooperation Frameworks and demonstrate how they inform planning and prioritization, noting that:

- The Cooperation Frameworks will only include UN interventions that support the government SDG priorities that might not always include populations of concern in national SDG-related plans.
- In some fragile and conflict situations, it may not be possible to conduct a full CCA or Cooperation Framework process.

Importantly, UNHCR's multi-year strategies and operations plans will contain programmes covering populations and technical areas of protection, assistance and solutions that may not be taken up within government SDG priorities and the Cooperation Frameworks. In such circumstances, UNHCR should still plan for and prioritize its operations addressing the key SDG targets related to persons of concern as far as circumstances permit. The part of UNHCR's operations contributing to the SDG related strategic objectives agreed by the government and the UN should be incorporated in the Cooperation Framework.<sup>23</sup> For example, if access to education is a strategic priority in the Cooperation Framework, and the Government has accepted that refugee programmes form part of the Cooperation Framework, then UNHCR education related activities should be fully incorporated in the Cooperation Framework.

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<sup>23</sup> The draft Cooperation Framework guidance references the alignment and complementarity to "collective outcomes" by UN Country Teams as the Cooperation Framework's strategic objectives in unstable and fragile contexts.

8.6 The choice of which SDGs can be pursued and the implementing arrangements in such contexts will depend on government policies, the operating contexts, available resources and opportunities. It will be the responsibility of country offices to identify and organize their contributions within these parameters in close cooperation with development, humanitarian, and, where feasible, peace building partners. UNHCR's engagement with the SDGs may require specific and additional capacities, tools, resources, and the development of new partnerships. UNHCR's level of investment in these requirements will be addressed in the forthcoming Operational Guide. Moreover, depending on governments' priorities and capacities, country context, and the policy and operational environment in a country, UNHCR may need to take different positions on engaging with the SDGs. This will also be elaborated in the Operational Guide.

## Annex

## Goals, Targets, Key Issues and related GCR sections relevant to persons of concern to UNHCR

SDG	TARGETS	KEY ISSUES	RELATED GCR SECTIONS (numbers refer to GCR paragraphs)
<b>Goal 1</b> No Poverty	1.2 Reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions. 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable. 1.4 Ensure that all men and women, particularly the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership, and control over land and other forms of property, inheritance, natural resources, appropriate new technology, and financial services including microfinance. 1.5 Build the resilience of the poor and those in vulnerable situations, and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.	Household assets, social protection, social services, vulnerability to shocks/ disasters	<ul style="list-style-type: none"> <li>• Attending specific needs (59-60)</li> <li>• Prevention &amp; addressing root causes (8-9)</li> <li>• Accommodation, energy &amp; natural resource mgt (78-79)</li> <li>• Local integration (97-99)</li> </ul>
<b>Goal 2</b> No hunger	2.1 End hunger and ensure access by all people, in particular the poor and people in vulnerable situations including infants, to safe, nutritious and sufficient food all year round. 2.2 End all forms of malnutrition, including achieving by 2025 the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women, and older persons.	Nutrition	<ul style="list-style-type: none"> <li>• Food security &amp; nutrition (80–81)</li> </ul>
<b>Goal 3</b> Health	3.1 Reduce the global maternal mortality ratio to less than 70 per 100,000 live births. 3.2 End preventable deaths of newborns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births.	Maternal/ child mortality	<ul style="list-style-type: none"> <li>• Health (72-73)</li> </ul>
<b>Goal 4</b> Education	4.1 Ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes. 4.5 Eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations. 4b Substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries. 4c Substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States.	Education access & quality	<ul style="list-style-type: none"> <li>• Education (68-69)</li> </ul>

<b>Goal 5</b> Gender equality	5.1 End all forms of discrimination against women and girls everywhere. 5.2 Eliminate all forms of violence against all women and girls in public and private spheres, including trafficking and sexual and other types of exploitation.	Inclusion, trafficking, exploitation	<ul style="list-style-type: none"> <li>• Women &amp; girls (74–75)</li> <li>• Children, adolescents &amp; youth (76-77)</li> </ul>
<b>Goal 6</b> Clean water and sanitation	6.1 Achieve universal and equitable access to safe and affordable drinking water for all. 6.2 Achieve access to adequate and equitable sanitation and hygiene for all, and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations.	Drinking water, sanitation	<ul style="list-style-type: none"> <li>• Health (72-73)</li> </ul>
<b>Goal 7</b> Affordable and clean energy	7.1 Ensure universal access to affordable, reliable, and modern energy services.	Electricity, cooking fuel	<ul style="list-style-type: none"> <li>• Accommodation, energy &amp; natural resource mgt (78-79)</li> </ul>
<b>Goal 8</b> Decent work & economic growth	8.5 Achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.	Productive employment	<ul style="list-style-type: none"> <li>• Jobs &amp; livelihoods (70–71)</li> </ul>
<b>Goal 10</b> Reduced inequalities	10.2 Empower and promote the social, economic and political inclusion of all irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status. 10.3 Ensure equal opportunity and reduce inequalities of outcome, including through eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and actions in this regard. 10.7 Facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies. 10c Reduce to less than 3% the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5%.	Inclusion, safe & orderly migration	<ul style="list-style-type: none"> <li>• Prevention &amp; addressing root causes (8-9)</li> <li>• Identifying protection needs (61-63)</li> </ul>
<b>Goal 11</b> Sustainable cities & communities	11.1 Ensure access for all to adequate, safe and affordable housing and basic services, and upgrade slums.	Solid dwelling	<ul style="list-style-type: none"> <li>• Accommodation, energy &amp; natural resource mgt (78-79)</li> </ul>
<b>Goal 16</b> Peace, justice and strong institutions	16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children. 16.3 Promote the rule of law at the national and international levels, and ensure equal access to justice for all. 16.9 Provide legal identity for all including free birth registrations. 16b Promote and enforce non-discriminatory laws and policies for sustainable development.	Inclusion, census & registration, trafficking, exploitation	<ul style="list-style-type: none"> <li>• Fostering good relations &amp; peaceful coexistence (84)</li> <li>• Identifying protection needs (61-63)</li> </ul>

<b>Goal 17</b> Partnership for the goals	17.3 Mobilize additional financial resources for developing countries from multiple sources. 17.9 Enhance international support for implementing effective and targeted capacity building in developing countries to support national plans to implement all sustainable development goals, including through North-South, South-South, and triangular cooperation. 17.18 Enhance capacity building support to developing countries, including for LDCs and SIDS, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts.	Increase resources, capacity building	<ul style="list-style-type: none"> <li>• A multi-stakeholder &amp; partnership approach (33-44)</li> </ul>
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The table reflects the core goals and targets for UNHCR at the corporate level. Country operations may tailor their engagement on SDGs by selecting their own set of goals and targets which are appropriate to their specific country contexts.