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The UN Refugee Agency

Two Year Progress Assessment of the CRRF Approach

September 2016 - September 2018

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Two Year Progress Assessment of the CRRF Approach: September 2016 – September 2018 SYNTHESIS

Overview

Background

On 19 September 2016, the United Nations General Assembly unanimously adopted the **New York Declaration for Refugees and Migrants**,[1] reaffirming the importance of the international refugee regime and containing a wide range of commitments by Member States to strengthen and enhance mechanisms to protect people on the move. It focuses on the importance of supporting those countries and communities that host a large number of refugees to promote the inclusion of refugees, ensure the involvement of development actors from an early stage, and bring together national and local authorities, regional and international financial institutions, donor agencies, and the private and civil society sectors to generate a "whole of society" approach to refugee responses. While many of these concepts were in practice prior to the New York Declaration, its adoption signalled a new commitment to global solidarity and refugee protection at a time of unprecedented displacement, and particularly on ensuring that comprehensive responses to refugee protection are developed. Specifically, the New York Declaration called upon UNHCR to develop and initiate the application of a Comprehensive Refugee Response Framework (CRRF) in specific situations that featured large-scale movements of refugees and protracted refugee situations, with four key objectives:

- Objective One: Ease pressures on the host countries involved;
- Objective Two: Enhance refugee self-reliance;
- Objective Three: Expand access to third-country solutions; and
- Objective Four: Support conditions in countries of origin for return in safety and dignity.

The practical application of the CRRF in specific contexts has generated lessons learned and insights on the CRRF approach. In August 2017, Member States acknowledged a monitoring and evaluation approach presented by UNHCR to guide the analysis of lessons learned and progress made through application in CRRF countries. This monitoring and evaluation approach, which includes a Global Dashboard, forms the basis for this report.

Specifically, the Global Dashboard presented five outcome areas that could be assessed in order to analyse progress towards CRRF objectives. It also presented that, in the first two years, focus needed to be on progress measures at the policy and practice level, and analyse how these measures could plausibly contribute to impact in the coming years. In other words, the Global Dashboard specified that findings on the impact of the CRRF on refugees and host communities could only be measured several years after the application of comprehensive responses in a given country. With the affirmation of the Global Compact on Refugees (GCR), future monitoring and evaluation efforts of comprehensive responses will be streamlined and reconfigured consistent with the GCR as a whole.

Scope, purpose and methodology

Two years into the application of the CRRF in several countries following the New York Declaration, there is much to be learned from the experiences in these countries about progress that has been made; what has worked well; and how we can extrapolate from these experiences for future comprehensive responses. Progress in these countries represents an approach to burden and responsibility sharing, per the New York

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[1] UN General Assembly, *New York Declaration for Refugees and Migrants,* Resolution/adopted by the UN General Assembly, 3 October 2016, A/RES/71/1. Available at: http://www.refworld.org/docid/57ceb74a4.html [accessed 24 May 2018].

Declaration that builds on UNHCR's specific contributions and catalytic role, but also extends beyond UNHCR. The report acknowledges UNHCR's role in initiating and facilitating a comprehensive response for refugees in several countries within the larger context of the progress toward the objectives of the CRRF.

The report thus serves to answer the following questions:
- To what extent is the application of the CRRF in 2016–2018 a contributory factor to progress towards CRRF objectives?
- Given that the CRRF needed to be a contextual and evolving process applied differently in different countries, what conclusions can be drawn from the application of this approach for future comprehensive responses?

This report covers the first two years (September 2016–September 2018) of CRRF application in specific countries that opted to apply the CRRF and related concepts during that time frame (referred to as CRRF countries in this report). The countries are listed by commencement date in Table 1.

Table 1: CRRF countries 2016–2018

CRRF countries (2016–2017)	
MIRPS countries	African countries
Belize	Djibouti
Costa Rica	Ethiopia
Guatemala	Kenya
Honduras	Somalia
Mexico	Uganda
Panama	Zambia
CRRF countries (2018)	
Other countries	African countries
Afghanistan	Rwanda
	Chad

As noted, this report focuses on policy trends and developments relevant to the CRRF over the two-year period, and does not assess the impact of the CRRF on refugees, other persons of concern and host communities, as this would be premature at this stage. It must also be noted that when the report notes changes that have occurred over the two years in the above-mentioned countries, the application of the CRRF is one contributing factor in most cases, and in many cases, that contribution can be difficult to assess with precision.

This report is predominately a desk-based review using secondary data sources drawing from available resources. Some primary evidence from Member States is included in the report. Referenced sources include:
- Donor reports, analyses, announcements and contributions;
- Publicly available resources from key stakeholders such as the World Bank, UNESCO, UNDP and UNHCR;
- Publicly available data and resources from CRRF roll-out countries and regional bodies such as the Intergovernmental Authority on Development (IGAD) and the Organisation of American States (OAS); and
- UNHCR and other data sources on third-country resettlement and voluntary repatriation.

In addition, feedback and analysis from lessons learned exercises are incorporated into the analysis.

There are significant data limitations across all consulted sources, which are noted in the methodology section of the full report. As part of the lessons learned over the past two years, UNHCR and partners are putting in place stronger mechanisms to improve the capture of relevant data and to bridge the data gaps between refugees and host communities, but these have not come into effect within the timeframe of this report.
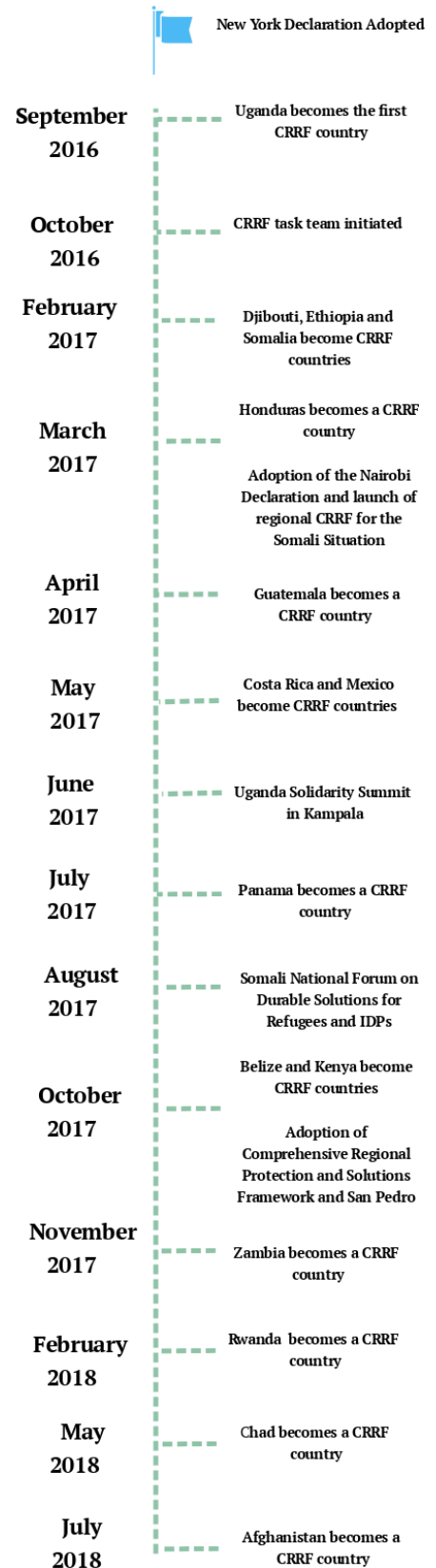
Reflections on the practical application of the CRRF

The central role played by Member States in hosting and assisting refugees underpins the New York Declaration and the application of the CRRF. Unsurprisingly, the report finds that *national ownership and leadership is the most critical factor driving the success of CRRF application*. As outlined in the Central America CRRF case study (see Annex 4), MIRPS[2] States have shown strong leadership building on and extending pre-existing regional agreements. Equally, much of the success and momentum of the CRRF roll-out in Uganda, as noted in the Uganda CRRF case study (see Annex 3), has been driven by Uganda's ownership of the CRRF through a high-level Steering Group within the Government of Uganda.

In several countries, the CRRF approach and the wide-ranging partnerships across government, UN agencies, donors and NGOs has facilitated a "whole of government" approach and provided a set of fora for multiple agencies to agree programmes of work and strategies that link to government priorities. In certain contexts, this approach has been novel, and has even run outside the normal strategic planning processes and approaches that exist in a given context – thus requiring time and effort to build understanding and alignment. In all countries, the CRRF has leveraged existing formal mechanisms where they exist to build such alignment to ensure an integrated government response.

UNHCR staff who work on the CRRF have referenced the importance of taking a longitudinal view. Whereas humanitarian actors need to be able to react quickly, especially to access vulnerable and affected populations, working with governments to reach these affected populations with development approaches requires a focus on the longer term and commitment over an extended period.

Experiences in CRRF countries show that there are substantive changes in the approach of some donor States. Some of these include: taking longer-term perspectives on displacement; focusing on livelihoods and economic inclusion; and demonstrating willingness to work across host and refugee communities – thereby ensuring that development gains are shared across both communities. The experience of some CRRF countries demonstrates the value of early engagement of donors, recalling that for donors to adjust strategies and priorities in line with the CRRF, they too require time to build understanding and ensure alignment. Refugee-hosting countries have noted the need for further flexibility and predictability in funding mechanisms, and the need for greater transparency in relation to Official Development Assistance (ODA), which would

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CRRF Timeline

New York Declaration Adopted

September 2016	Uganda becomes the first CRRF country
October 2016	CRRF task team initiated
February 2017	Djibouti, Ethiopia and Somalia become CRRF countries
March 2017	Honduras becomes a CRRF country
	Adoption of the Nairobi Declaration and launch of regional CRRF for the Somali Situation
April 2017	Guatemala becomes a CRRF country
May 2017	Costa Rica and Mexico become CRRF countries
June 2017	Uganda Solidarity Summit in Kampala
July 2017	Panama becomes a CRRF country
August 2017	Somali National Forum on Durable Solutions for Refugees and IDPs
October 2017	Belize and Kenya become CRRF countries
	Adoption of Comprehensive Regional Protection and Solutions Framework and San Pedro
November 2017	Zambia becomes a CRRF country
February 2018	Rwanda becomes a CRRF country
May 2018	Chad becomes a CRRF country
July 2018	Afghanistan becomes a CRRF country

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[2] The MIRPS, or Marco Integral Regional para la Protección y Solucione (or Comprehensive Regional Protection and Solutions Framework) is a regional comprehensive approach, encompassing Costa Rica, Honduras, Guatemala, Panama, Belize and Mexico

support government and NGO stakeholders to engage in longer term planning and prioritisation, and to maintain political support for comprehensive approaches.

During planning for comprehensive responses, experience has demonstrated the need for close attention to the gaps between government policy and service delivery – often requiring a deeper analysis of policy implementation and structural and procedural issues in addition to legal and policy frameworks. For example, in the majority of CRRF countries refugees have the right to work but, nonetheless, may not fully benefit from these more inclusive refugee policies. As a result of structural economic and administrative or cultural barriers to the labour market, in practice, refugees' participation might be effectively reduced or impeded, requiring further analysis and reflection.

The following section notes how the CRRF has produced renewed political momentum at the global, regional, and national levels on refugees and forced displacement. While there is still much more that needs to be done to ensure that refugee responses are comprehensive and that protection, self-reliance and solutions for refugees are realised, the first two years show progress in a number of areas.

Progress towards Objective One: Ease pressures on the host countries involved

Progress towards Objective One, according to the Global Dashboard, is assessed by examining contributions (financial and in-kind) targeting refugees and host communities by governments, the private sector and through philanthropy in refugee-hosting countries. The following section offers analysis based on documented pledges and other forms of public commitments made by donors and the private sector in the first two years of CRRF application in the countries listed in Table 1.

Major findings

Donors have responded to the pressures States face when hosting large numbers of refugees with a number of concerted funding initiatives. Globally, across all refugee responses including CRRF countries, collective efforts from development partners have mobilised an estimated 6.5 billion USD to support refugees and host communities. ***The report finds that donors are starting to align some funding with CRRF objectives***. Japan, the European Union, Germany and the Republic of Korea were among the first donors to coordinate their humanitarian and development funding, and to make significant additional contributions towards host communities and refugees through development funding. Similarly, development actors at the country level are adapting their approach to refugee hosting areas. Development donors such as DEVCO, BMZ, JICA, KOICA and DANIDA have scaled up their activities in refugee settings, contributing over USD 800 million to comprehensive refugee responses in CRRF countries.

In CRRF countries, specifically (see Table 1), these efforts include both new funding and the expansion of existing development initiatives to include refugee and host community populations. The analysis shows that while the level of humanitarian funding to CRRF countries as a whole is broadly in line with previous years, there are promising examples of funding opportunities from traditional development agencies that have been expanded to include refugees and evidence of shifts within multilateral and individual donor strategies to support refugee and host country programming.

When looking at ***grant funding*** (especially from traditional donors), there ***are promising examples*** of donor pledges. Institutional donors have pledged to continue supporting the application of the CRRF, although the report also notes that significant finance gaps remain. Based on current data available, it is not possible to distinguish between new (additional) and re-allocated funding, or comment on whether new actions will result in increased net financing for host countries.

The establishment of the World Bank's International Development Association refugee and local community sub-window (IDA 18) on 1 July 2017, provided the opportunity to expand the availability of additional financial resources to CRRF countries. The USD 2 billion financing available under the sub window over the period 2017-2020 is focused on developing countries with significant refugee populations. As of September 2018, over USD 370 million has been allocated to projects in three CRRF countries (Chad, Ethiopia and Uganda), with further projects in the pipeline. Prior to the IDA 18 sub-window, an estimated USD 175 million financing was allocated for refugee and local community projects in Djibouti, Uganda and Ethiopia under a regional instrument supported with IDA 17 resources entitled Development Response to Displacement Impacts Projects. A further USD 100 million was approved for DRDIP projects in Kenya and the Horn of Africa targeting improvements in access to basic services, economic opportunities and environmental management of refugee hosting communities.

Although there is evidence of private sector engagement in the areas of job creation, investments and improved access to banking and financial services, on the whole, progress on private sector engagement in CRRF countries is nascent. The main successes to date have been in the policy sphere where progress has been made in securing opportunities for refugees to work legally. There has been modest progress in areas such as collaboration in Industrial Zones that employ host nationals and refugees, and joint job programmes and livelihood schemes. The Jordan Compact and Ethiopia's Job Compact provide examples of enterprises willing to invest capital in businesses that benefit both refugees and host communities. There has also been increased **collaboration with private sector investors** in certain CRRF countries and an increased focus on private sector approaches – particularly the role private sector actors can play in facilitating income opportunities for refugees and host communities, and financial inclusion. Supported through close studies of the contribution refugees can offer, and the potential gains from increased refugee participation in the local economy, there is an emerging consensus that private sector interventions can improve refugee and host community livelihoods either through direct employment or by facilitating banking and credit access.

Some progress has occurred to bridge traditional humanitarian–development financing silos, with the in-country secretariat offering entry points for more inclusive planning and alignment with donor priorities and cycles. Institutional donors have recognized and prioritized greater coordination and closer harmonization between humanitarian and development actors in line with the World Humanitarian Summit, 'Agenda for Humanity'. As part of the preparatory process for the design and implementation of programmes to be financed under the IDA 18 refugee and local community sub-window, UNHCR and World Bank missions included a number of eligible CRRF countries within their overall coverage. A significant focus of this work has been the identification of socio-economic interventions in support of both local communities and refugees. The report affirms that the growing role of development partners and the private sector is critical to achieving objectives, while noting that humanitarian assistance will still remain a vital and central component of refugee responses.

A full analysis on the degree to which the CRRF has impacted the efficacy or volume of funding is not possible due to limitations in data. These include limited or no financial tracking mechanisms at the country level, 'siloed' humanitarian and development funding streams, and varying donor cycles and patterns of disbursement. Moreover, it is possible to highlight examples of donors moving towards new funding modalities, and to record commitments to new ways of working, but assessing the extent of this impact is not possible at this stage given that these changes will take time to fully materialise.

Progress towards Objective Two: Enhance refugee self-reliance

Progress towards Objective Two, according to the Global Dashboard, is assessed by the types of policy and programme commitments and action targeting refugees and host communities. The following section offers analysis based on documented policy and programmatic actions taken by governments in the first two years of CRRF application in the countries listed in Table 1.

Major findings

There have been positive policy shifts on refugee inclusion and self-reliance across both African and Central American CRRF countries as well as Mexico, with the majority of States making commitments towards continued inclusive approaches for refugees. Refugee-hosting States have committed to specific actions to enhance refugees' self-reliance and to continue addressing legal and administrative barriers to greater socio-economic participation. In the North of Central America and Mexico, the Comprehensive Regional Protection and Solutions Framework (CRPSF, or MIRPS) seeks to operationalize long-standing commitments to forcibly displaced individuals through over 180 commitments at the State and regional levels, and has brought further regional focus on the drivers of displacement. In Africa, there has been a shift away from the encampment model in Djibouti and Ethiopia, and policy commitments at the regional and national levels in other countries on more inclusive refugee education and livelihoods strategies.

Several States continued to, or began, incorporating refugees into planning processes through national and district development plans, and in the case of Central America, expressed specific and detailed commitments. Greater inclusion in planning stages is a key element of the "whole of society" approach and, as discussed in the Uganda CRRF case study, works effectively when multiple stakeholders are engaged at both the national and local level.

Significant policy developments at the national level have occurred in countries that are applying the CRRF, with support being provided to enable strong progress towards greater inclusion of refugees in national systems including, in some countries, in health, education and employment, as well as access to civil documentation. In areas such as freedom of movement for refugees and encampment, varying degrees of progress have been made. Across all contexts some progress is noted from previously held positions. Progress is tempered by some limitations for refugees and other forcibly displaced individuals under some of the announced reforms, and potential gaps between announced policy priorities, legal changes and implementation which will require further consideration.

Overall protection context

Noteworthy progress includes a commitment to providing alternatives to detention and explicit intent to include refugees into government social safety programmes in some *MIRPS States*, and a gradual move from encampment towards greater freedom of movement in African CRRF countries.

A number of States have enacted or are in the process of enacting new refugee laws and regulations guaranteeing the rights of refugees and expanding refugee access to national systems and services.

CRRF countries have agreed to improve identification, registration and access to key documentation and to ensure greater recognition of refugee identification and rights by employers and service providers. For instance in Djibouti, a refugee ID card now allows its bearer to seek employment, while Mexico has acted to ensure that bearers of the Permanent Resident Card are able to access financial services and jobs.

Enhanced employment opportunities and poverty reduction

As a whole, CRRF countries have eased some of the legal barriers to employment. Some CRRF countries have opened up access to unemployment and job readiness services, and included refugees in national economic planning.

In the MIRPS region, Panama has agreed to include refugees in vocational training programmes, and Costa Rica is piloting a graduation approach that integrates refugees into national employment programmes.

Regarding African CRRF countries, Uganda continues to allow refugees to gain access to employment and land, and in Zambia refugees have been given access to mobile wallets.

Furthering access to education opportunities

In policy terms, there have been significant new commitments at the regional level and significant commitments at the national level to include refugees in national education structures and ensure greater transferability of education qualifications. In Kakuma (Kenya), refugee schools have been registered in the national education system.

Interventions have produced some increase in access for refugees to education. There have been 35,000 additional primary school enrolments in Ethiopia since 2016 and the Government of Uganda launched the Education Response Plan in 2018, which outlines the steps and investment required for including an estimated 675,000 children into the country's education structure.

Looking ahead, progress under this outcome will depend on how effectively legal changes and the inclusive policy initiatives are supported by the international community and implemented. In particular, as noted in the MIRPS, administrative barriers and unclear and burdensome qualification criteria for refugees can frustrate the efficient allocation of documentation or access to services. Similarly in African CRRF contexts, where the right to work for refugees is recognized, availability of required documentation is a prerequisite for refugees to gain effective access to employment and services.

Progress towards Objective Three: Expand access to third-country solutions

Progress towards Objective Three, according to the Global Dashboard, is assessed by examining the types of policy and programme commitments and action that expand third country solutions for refugees, including resettlement and complementary pathways for admission to third countries. The following section offers analysis based on documented policy and programmatic actions taken by Governments in the first two years of CRRF application in relation to global and regional trends over the past decade.

Major findings

As a general trend, over the past five years, Member States have demonstrated their commitment to resettlement and complementary pathways, especially for the most vulnerable refugee families. These include the utilization of innovative resettlement mechanisms such as the Protection Transfer Arrangement in Central America, and expanding complementary pathways for admission alongside continued support for resettlement.

Following a five-year trend of year-on-year increases in refugee resettlement that culminated with a historical high number of refugees resettled in 2016, resettlement numbers contracted in 2017. Provisional estimates for the period January – October 2018[3] (45,872 refugees resettled), suggest that the resettlement

Figure 1: Global and CRRF country resettlement trends 2005–2017 (Source UNHCR)

● Global Resettlement departures 2003-2017

● Resettlement departures from CRRF countries 2003-2017

numbers for 2018 are likely to remain similar to 2017 levels based on data currently available. This report notes that these numbers should be examined over a 10-year period, thus indicating that the 2017 and 2018 numbers are only marginally lower than the 10-year median number of resettlements.

Reflecting the global outlook, refugees resettled from CRRF countries in Africa similarly went down in 2017 and 2018 to levels closer to pre-2016 levels – with number of refugees resettled 60 per cent lower in 2017 and 2018 than in 2016, and 25 per cent lower than the preceding five-year average. ***While resettlement from the MIRPS countries is not significant, the number of resettlement departures in 2017 remained consistent with prior years***. The low number of refugees resettled from Central American countries reflects several factors, including the fluid nature of displacement, the mixed migration context, the perception that the region is more able to absorb refugee populations, and the low number of refugees in comparison to the size of the overall population.

This analysis does not take into account the numbers of people who were able to access complementary pathways, as comprehensive data is not consistently or comprehensively available to UNHCR. Similarly, not all private sponsorship numbers are captured, meaning the ***total number of individuals and families able to access admission to third countries is higher than the numbers reflected in the above analysis.***

Since the application of the CRRF over the past two years, there has been some progress in the area of policy developments, as noted below. ***These policy developments are even more important given that the global resettlement numbers have fallen***. Since September 2016, there were a number of developments in the area of access to third-country solutions. Specifically:

- The European Union announced participating countries would admit at least 50,000 refugees through resettlement between January 2018 and October 2019.

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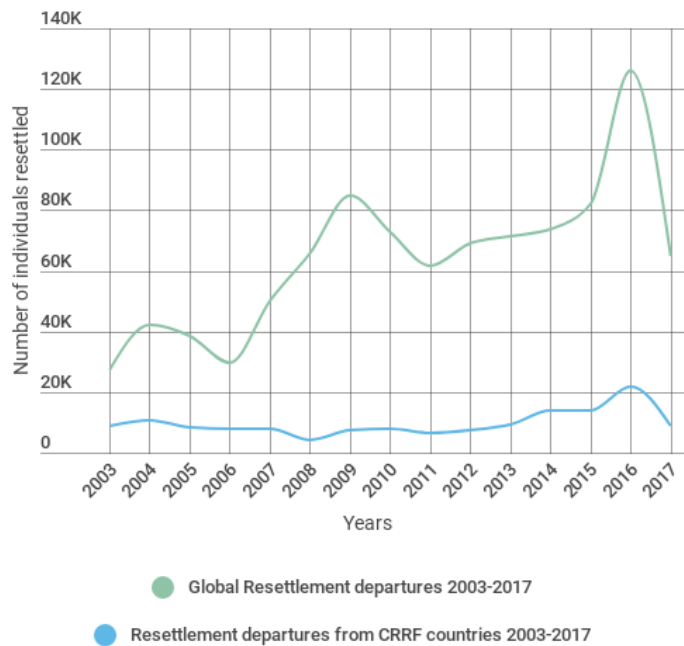
[3] Statistics are limited to UNHCR-assisted resettlement departures (see: rsq.unhcr.org) which may not match resettlement statistics published by States as Government figures may include departures outside of UNHCR resettlement processes.

- A new Core Group for Enhanced Resettlement and Complementary Pathways along the Central Mediterranean Route was established in August 2017, which includes Djibouti, Ethiopia and Kenya, targeting the most vulnerable refugees along the route.
- The Emerging Resettlement Countries Joint Mechanism (ERCM) was launched at the Leader's Summit on Refugees in 2016 with the aim to facilitate strategic support and capacity building efforts for the development of robust and sustainable resettlement programs in new resettlement countries. Argentina, Chile and Brazil are currently benefiting from such mechanism. The programs end in 2019 and further continuation and expansion to other countries is being examined.
- There is renewed momentum on complementary pathways, with Japan and France establishing university places for refugees. In 2017 an initial programme for labour mobility opportunities for refugees in Kenya was designed in Canada, which is currently being piloted with the support of UNHCR.
- In May 2017, a new partnership was established between UNHCR and the United World Colleges to expand secondary education for refugee students in third countries and study the International Baccalaureate, as part of the UWC Refugee Initiative.
- With the support of UNHCR, the NGO partner Talent Beyond Boundaries has established a database of refugee talent aimed at facilitating labour mobility in third countries, with more than 9,000 refugees and 200 professions registered since 2017.
- UNHCR and OECD have undertaken a study on non-humanitarian, safe and regulated entry and visa pathways used by refuges in OECD countries, focusing on entry permits granted for family, study or work purposes, the preliminary findings of which were presented in 2017. The report will support the analysis of data and assist in the development of guidance on complementary pathways and improve development programing for refugees by OECD countries.
- There was an increase of individuals resettled through private and community sponsorship resettlement programmes for refugees, building on efforts from the Global Refugee Sponsorship Initiative in 2016. Canada will welcome approximately 18,000 privately sponsored refugees in 2018, and community-based sponsorship programmes in the UK and Ireland have been established based on the sponsored resettlement model as a means to offer solutions to vulnerable refugees.
- The Protection Transfer Arrangement (PTA), a regional mechanism for responsibility sharing, has provided 221 individuals safe third-county access to Australia, Canada, USA and Uruguay.
- The adoption of the African Union Protocol on Free Movement of Persons, Right of Residence and Right of Establishment in January 2018 provides an opportunity in allowing free movement of refugees and refugees' access to third-country solutions in the region.

Projecting forward, if current patterns continue and Member States meet their stated commitments, it is likely that resettlement numbers may stabilise at a similar level to 2017.

Progress towards Objective Four: Support conditions in countries of origin for return in safety and dignity

Progress towards Objective Four, according to the Global Dashboard, is assessed by analysing actions to support safe and voluntary returns for refugees. The following section offers analysis based on documented actions taken by various stakeholders in the first two years of CRRF application in relation to global and regional trends over the past few years.

Major findings

Member States have continued to support improving conditions in countries of origin to facilitate refugees to return in safety and dignity, with the MIRPS and IGAD Member States prioritizing countries of origin at a regional level. ***However, as Figure 2 shows, there have been limited voluntary returns since 2016, reflecting the challenging environment for peacebuilding and the long-term engagement required to effect change in***

countries of origin. It is important to note that the data presented below captures voluntary returns as defined by UNHCR. [4]

In the African CRRF countries, the majority of returns have occurred in the context of the Somali situation, and between Chad and its bordering countries. Most of the returns to Somalia have taken place from Kenya, followed by returns from Yemen. Over 120,000 voluntary returns to Somalia have been made since 2014. Data from 2018 (6,932 voluntary returns) point towards a decline compared to 2017, when over 40,000 voluntary returns were facilitated.[5] Returns to Somalia have to be placed in the context of ongoing displacement in Somalia in 2017, with an estimated 1,062,000 Somalis displaced in 2017.[6] Prior to joining the CRRF, there were a high number of returnees departing Chad for their country of origin. Although these numbers reduced in 2017 and 2018, there are plans in place for resuming voluntary returns following the signing of the Tripartite Voluntary Repatriation Agreement May 2017 between the Governments of Sudan and Chad and UNHCR.

Figure 2: CRRF country returns trends 2011–2017: Departing CRRF country of asylum for country of origin (Source: UNHCR)

Given the context of forced displacement in Central America and Mexico, *the volume of voluntary returns within the Central American region is low.*

The regional and global trends can be examined against a backdrop of policy and programmatic actions taken since 2016 in CRRF countries towards peacebuilding in countries of origin, which may ultimately result in greater opportunities for safe and voluntary return in more countries. *There have been agreements relevant to both the Central American and African CRRF countries under this outcome*. Both the MIRPS and IGAD's Road Map for Implementation of the Nairobi Declaration and Plan of Action outline a plan for regional strengthening and ensuring refugee sending States' recovery is supported. *The African Union and IGAD have been central to efforts to rebuild the Somali State*. This includes the presence of AMISOM, the African Union Mission in Somalia, and significant investment in Somalia by international actors focused on state and institution building. Support to Somalia was restated in the Nairobi Declaration, and it remains a regional priority.[7] IGAD members and Somalia have committed to taking further concrete steps to improve the security context and to support activities in line with the Somalia National

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[4] UNHCR Handbook on Voluntary Repatriation: International Protection (2016), available at:
https://www.unhcr.org/publications/legal/3bfe68d32/handbook-voluntary-repatriation-international-protection.html
[5] UNHCR Somalia, *Somalia Refugee, Asylum-Seekers and Returnees at 30 June 2018.* Available at:
https://reliefweb.int/sites/reliefweb.int/files/resources/64917.pdf [accessed 4 September 2018].
[6] UNHCR Somalia (2017) *Fact Sheet (1–31 October 2017)*. Available at https://data2.unhcr.org/ar/documents/download/60776 [accessed 4 May 2018].
[7] The Somali economy is sustained by donor grants, remittances, and foreign direct investment mostly by the Somali diaspora. Since 2013, the donor community has given over USD 4.5 billion in humanitarian and developmental grants, which is essential in contributing to finance Somalia's trade deficit of nearly 55 per cent of GDP (average during 2013–2016).

Development Plan. The National Development Plan includes the need for reintegration of former refugees in Somalia.

The MIRPS recognizes the displacement cycles in Central America and adopted a regional outlook on displacement that interweaves countries of origin, transit and destination into its framework. The MIRPS and wider Latin American region have committed to further address the root causes of forced displacement and the MIRPS reaffirms the need for strengthening national protection mechanisms and State institutions. Afghanistan recently applied the CRRF in July 2018, and there is potential for synergy with the Solutions Strategy for Afghan Refugees (SSAR+) approach.

Key conclusions from practical application of the CRRF

In the two years since the adoption of the New York Declaration, there has been tangible progress made towards some of the key objectives of the CRRF. The CRRF has produced renewed political momentum at the global, regional, and national levels on refugees and forced displacement. While there is still much more that needs to be done to ensure that refugee responses are comprehensive and that protection, self-reliance and solutions for refugees become a reality for more refugees, the first two years of the CRRF approach have demonstrated promising change. Specifically, it is concluded:

1. Leveraging new financing approaches and instruments is essential in opening up more sustainable and effective funding for both developmental and humanitarian responses in support of both refugees and host communities – and to enhance host governments' existing support to refugees. Whilst the overall humanitarian support to the CRRF countries was maintained, a number of development actors have increased their commitments towards host communities and refugees. Experience demonstrates that there is a delay before higher-level commitments and political agreements can be translated into actual financial commitments. The significant efforts taken to build understanding and alignment around concessional financing approaches, develop an analytical base to inform allocations of development financing, and undertake economic impact assessments of refugee and host community geographies are essential steps that should help expand and inform further financial commitments.

2. A "whole of society" approach, as reflected in the CRRF, requires an investment of time and leadership by host governments to bring together diverse stakeholders and build a shared understanding. Factors such as leadership and political commitment from the highest levels of government, openness to policy reform, and international and multilateral agencies' commitment to new ways of working all contribute to a contextually appropriate realization of CRRF.

3. There is a growing recognition of the potential social and economic contributions refugees can make in their host countries, when permitted to do so. A more inclusive policy and legal approach by hosting States supported by increased investment by development actors can generate development gains in key SDGs for host communities as well as refugees.

4. Against a 15-year trend of gradual and consistent increases in the numbers of individuals resettled (with annual fluctuations), 2017 and 2018 saw resettlement rates contract to a level slightly below the previous decade's average. As part of the global commitment to more equitable and predictable responsibility sharing in the New York Declaration, Member States expressed an intention to provide resettlement places and other legal pathways for admission on a scale to meet the annual needs identified by UNHCR. In this regard, the Emerging Resettlement Countries Joint Support Mechanism and the Global Refugee Sponsorship Initiative are important efforts seeking to expand not only the base of countries participating in resettlement schemes but also the pathways and number of places available. Data on access to and use of complementary pathways is limited and needs to be strengthened.

5. Addressing the root causes of forced displacement, including peacebuilding in countries of origin, represent the key challenge towards achieving Objective Four of the CRRF. This requires political investment and enhanced stabilization and development efforts from regional and international actors. Although limited voluntary returns occurred from 2016 to 2018 in CRRF countries, regional

approaches to drivers of displacement and instability, such the MIRPS in Central America and IGAD's Nairobi Declaration and Plan of Action on Durable Solutions for Somali Refugees, are crucial in accelerating solutions in countries of origin.

6. There is evidence that greater focus on local as well as national structures would increase the effectiveness of the CRRF. Evidence from Kenya and Uganda demonstrate that local government structures play an important role in coordinating and leading refugee responses. For example, the Kakuma County Integrated Development Plan (CIDP) 2013–2017 highlights the leadership role of local authorities in incorporating refugees in local planning.

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September 2016 – September 2018

FULL REPORT

List of abbreviations

ADB	African Development Bank
AECID	Spanish Agency for International Development Cooperation
ARRA	Administration for Refugees and Returnees Affairs
BMZ	Federal Ministry for Economic Cooperation and Development [Germany]
CAD	Canadian Dollars
CCFC	Christian Children Fund of Canada
CoA	Country of Arrival
CRRF	Comprehensive Refugee Response Framework
DANIDA	Danish International Development Agency
DEVCO	European Commission International Cooperation and Development
DFAT	Department of Foreign Affairs and Trade [Australia]
DFID	Department for International Development
DSI	Durable Solutions Initiative [Somalia]
ERCM	Emerging Resettlement Country Mechanism
EU	European Union
EIB	European Investment Bank
EUR	Euro
FDI	foreign direct investment
FTS	Financial Tracking Services
GBP	UK pound Sterling
GCFF	Global Concessional Financing Facility
GCR	Global Compact on Refugees
GRP	gross regional product
IATI	International Aid Transparency Initiative
IDA	International Development Association
IDB	Inter-American Development Bank
IDP	internally displaced person
IGAD	Intergovernmental Authority on Development
JICA	Japan International Cooperation Agency
KOICA	Korean International Cooperation Agency
MIRPS	Marco Integral Regional para la Protección y Solucione [Comprehensive Regional Protection and Solutions Framework]
MoU	Memorandum of Understanding
NGO	non-governmental organization
NYD	New York Declaration
OAS	Organization of American States
ODA	overseas development assistance
ONARS	Office National d'Assistance aux Réfugiés et aux Sinistrés [Djibouti]
OECD	Organisation for Economic Co-operation and Development
OPM	Office of the Prime Minister
PTA	Protection Transfer Agreement
ReHoPe	Refugee and Host Population Empowerment programme [Uganda]
Sida	Swedish International Development Cooperation Agency
SSAR	Solutions Strategy for Afghan Refugees
STA	Settlement Transformation Agenda [Uganda]
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commissioner for Refugees
USA	United State of America
USD	United States Dollars
WB	World Bank

1. Introduction

On 19 September 2016, the United Nations General Assembly unanimously adopted the **New York Declaration for Refugees and Migrants (NYD)**[8], reaffirming the importance of the international refugee regime and containing a wide range of commitments by Member States to strengthen and enhance mechanisms to protect people on the move. It focuses on the importance of supporting those countries and communities that host large numbers of refugees to promote the inclusion of refugees, ensure the involvement of development actors from an early stage, and bring together national and local authorities, regional and international financial institutions, donor agencies, and the private and civil society sectors to generate a "whole of society" approach to refugee responses. While these concepts were in practice in place prior to the New York Declaration, its adoption signalled a renewed commitment to global solidarity and refugee protection at a time of unprecedented displacement, and particularly on ensuring that comprehensive responses to refugee protection are developed. In adopting the New York Declaration Member States:

- Expressed profound solidarity with those who are forced to flee;

- Reaffirmed their obligations to fully respect the human rights of refugees and migrants;

- Agreed that protecting refugees and supporting the countries that host them are shared international responsibilities and must be borne more equitably and predictably;

- Pledged robust support to those countries affected by large movements of refugees and migrants;

- Agreed upon the core elements of a Comprehensive Refugee Response Framework (CRRF); and,

- Agreed to work towards the adoption of a global compact on refugees and a global compact for safe, orderly and regular migration.

1.1 The Comprehensive Refugee Response Framework

The New York Declaration also calls upon UNHCR to develop further the key elements of a Comprehensive Refugee Response Framework (CRRF) to be applied to large-scale movements of refugees and protracted refugee situations with four key objectives:
- Ease the pressures on host countries and communities;
- Enhance refugee self-reliance;
- Expand third-country solutions; and
- Support conditions in countries of origin for return in safety and dignity.

As of September 2018, there are 15 countries applying the CRRF, 13 of which joined the CRRF

CRRF Countries (2016-2017)	
MIRPS Countries[9]	African CRRF Countries
Belize	Djibouti
Costa Rica	Ethiopia
Guatemala	Kenya
Honduras	Somalia
Mexico	Uganda
Panama	Zambia
CRRF Countries (2018)	
Other CRRF Countries	African CRRF Countries
Afghanistan	Rwanda
	Chad

in 2017, with a further three countries joining in 2018 and one withdrawing in early 2018. The practical application of the CRRF in these specific contexts has generated lessons learned and insights about the process of, and related outcomes and impact from, engaging in a "whole of society" approach.

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[8] UN General Assembly, *New York Declaration for Refugees and Migrants : resolution / adopted by the General Assembly*, 3 October 2016, A/RES/71/1, available at: http://www.refworld.org/docid/57ceb74a4.html [accessed 24 May 2018]
[9] The MIRPS, or Marco Integral Regional para la Protección y Solucione (or Comprehensive Regional Protection and Solutions Framework) is a regional comprehensive approach, encompassing Costa Rica, Honduras, Guatemala, Panama, Belize and Mexico

2. Purpose of the report

Two years into the application of the CRRF, in many countries that feature large-scale movements of refugees and protracted situations there is much to be *learned from the experiences in these countries about progress that has been made, what has worked well, and how we can extrapolate from these experiences for future comprehensive responses*. This report serves to answer the following questions:

- To what extent is the application of the CRRF in 2016–2018 a contributory factor towards progress towards CRRF objectives?
- Given that the CRRF needed to be a contextual and evolving process applied differently in different countries, what conclusions can be drawn from the application of this approach for future effort around comprehensive responses?

This report *covers the first two years (September 2016–September 2018) of CRRF application in specific countries* that opted to apply the CRRF and related concepts during that period. Given the time frame covered in the analysis, findings on the impact of the CRRF on refugees and host communities are not presented, as this will only be measurable in subsequent years. Rather, the report focuses on progress measures at the policy and practice level, and analyses how these measures could plausibly contribute to impact in the coming years.

In August 2017, States acknowledged a monitoring and evaluation approach presented by UNHCR to guide the analysis of lessons learned and progress made through the application of the CRRF in specific contexts. This monitoring and evaluation approach, which includes a Global Dashboard, forms the basis for this report. Specifically, it draws on progress indicators as presented under the five outcome areas outlined in the CRRF Global Dashboard, summarized in Table 1.[10] The Global Dashboard presented five outcome areas that could be assessed in order to analyse the progress towards the CRRF objectives and also that, in the first two years, measurement needed to focus on progress measures at the policy and practice level. While it may be possible to assess how these measures could plausibly contribute to impact in the coming years, the Global Dashboard specified that findings on the impact of the CRRF on refugees and host communities could only be measured several years after the application of comprehensive responses in a given country. With the adoption of the Global Compact on Refugees (GCR), future monitoring and evaluation efforts of the CRRF are best streamlined and reconfigured with those undertaken of the GCR. As a result, future reports on impacts of the CRRF will be included as part of the efforts undertaken to measure the effects of the GCR.

It must also be noted that when the report refers to changes that have occurred over the two years in the above-mentioned countries, the application of the CRRF is one contributing factor in most cases, and in many cases, that contribution can be difficult to assess with precision. In other words, many of the initiatives described as part of the CRRF have built upon long-standing existing policies and practices, and that the CRRF approach taken in CRRF countries contains elements that pre-date the New York Declaration.

The report acknowledges UNHCR's role in initiating and facilitating a comprehensive response for refugees in several countries. It also notes that the CRRF represents an approach to burden and responsibility sharing, per the New York Declaration that builds on, but also extends beyond, UNHCR's mandated role and responsibilities. As a result, an assessment of the performance of UNHCR or UNHCR programmes is not within the scope of this report. Instead, broader emergent results representing the actions of a large number of stakeholders towards the four CRRF objectives are captured. Additionally, this report assesses the CRRF application process and lessons learned through two in-depth case studies, one from Uganda and one from the Americas. This report is not intended to be a formal evaluation of the CRRF and does not offer recommendations, but instead outlines conclusions for the consideration of stakeholders.

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[10] See Annex 1.

Table 1: CRRF objectives and 2016–2018 progress report indicators

CRRF objectives	CRRF outcomes	September 2016–2018 Global Dashboard outcome indicators	Post 2018 outcome indicators
Objective 1: Ease pressures on the host countries involved	Contributions in kind and cash are allocated by governments, private sector and philanthropy for host countries targeting refugees and host communities.	Amount of pledges targeting refugees and host communities.	Amount of disbursements targeting refugees and host communities.
Objective 2: Enhance refugee self-reliance	Refugees have increased access to opportunities for economic and social inclusion.	Commitments of host countries to increase policies and interventions for accessing income and education opportunities for refugees.	Percentage of refugees and host community who are employed and allowed to work (self, waged/formal or informal) by type of sector, by sector and by employment status; Percentage of refugee and host community living above the national poverty line; Percentage of refugee and host community students obtaining recognized certification through the national system.
Objective 3: Expand access to third-country solutions	Refugees have access to opportunities for third-country solutions.	Number of refugees resettled and admitted through complementary pathways disaggregated by country of asylum, origin and arrival.	Number of refugees resettled and admitted through complementary pathways disaggregated by country of asylum, origin and arrival.
Objective 4: Support conditions in countries of origin for return in safety and dignity	Refugees are voluntarily returning to their countries of origin in safety and dignity from CRRF countries and within CRRF situations.	Number of voluntary returnees from CRRF countries and within CRRF situations.	Number of voluntary returnees from CRRF countries and within CRRF situations.
	CRRF is rolled out in CRRF countries.	Reflections from rolling out the CRRF.	Extent of CRRF roll-out elements in place.

3. Methodology and limitations

3.1. Overall approach

In order to examine progress against objectives of the CRRF and the outcome areas outlined in the CRRF Global Dashboard, UNHCR's Evaluation Service proposed a desk-based review of available published and grey literature, public domain data and internal UNHCR CRRF documents. While such an approach had limitations (see below), it was felt that expensive primary data collection efforts in a large number of countries would be difficult to resource and implement. The analysis therefore mostly draws on secondary data sources. Some primary evidence from governments and donors is included in the report. Referenced sources include:

- Donor reports, analyses, announcements and contributions;
- Publicly available resources from key stakeholders such as the World Bank, UNESCO, UNDP and UNHCR;
- Publicly available data and resources from CRRF countries and regional bodies such as the Intergovernmental Authority on Development (IGAD) and the Organisation of American States (OAS); and
- UNHCR and other data sources on third-country resettlement and voluntary repatriation.

In addition, feedback and analysis from lessons learned exercises are incorporated into the analysis presented in this report.

As mentioned earlier, the scope of this report is limited primarily to policy trends and developments relevant to the CRRF during September 2016 – September 2018, and thus does not assess in detail impacts of the CRRF on refugees, and other persons of concern, as defined by UNHCR, and host communities. The majority of the analysis is based on those countries that joined the CRRF process in 2017, with the exception of the United Republic of Tanzania.[11] Rwanda, Chad and Afghanistan, which joined in 2018 and are referenced where data exists.

3.2. Limitations

There are significant data limitations across all consulted sources. In particular, detailed analysis under "Objective 1" was hampered by limited data on funding and private sector finance flows to refugees and refugee hosting areas, as well as definitional challenges on how to assess the extent to which development flows and national actions contribute to refugee self-reliance and inclusion. Data gaps are further outlined in Annex 2, as these will continue to pose challenges in future years to understand the progress and impact of the CRRF, and possibly the GCR. The challenges of reporting on financial flows in particular are outlined in a 2018 OECD report on donor contributions to refugee hosting countries.[12] It is worth noting that stronger mechanisms are already being put in place to improve the capture of relevant data, and bridge the data gaps between refugees and host communities. Although these have not come into effect within the time frame of this report, it is reassuring that some of these mechanisms were due to the influence of the CRRF application in various countries, and the discussions that such application has generated.

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[11] The United Republic of Tanzania withdrew as a CRRF pilot country in January 2018.

[12] See chapter 7 OECD (2018) *Financing Refugee – Hosting Contexts: An analysis of the DAC's contribution to burden-sharing in supporting refugees and their host communities,* OECD Development Co-operation Working Paper 48. Available at: https://www.oecd-ilibrary.org/development/financing-refugee-hosting-contexts_24db9b07-en [Accessed 17 December 2018]

4. Progress Towards Objective 1: Ease Pressures on the Host Countries Involved

4.1. Summary

1. Donors have recognized the pressures that Member States face when hosting large numbers of refugees and have responded with a number of concerted funding initiatives since the adoption of the New York Declaration. Humanitarian funding to CRRF countries as a whole continues to broadly line up with preceding funding trends. More promising are shifts within multilateral and individual donor strategies towards more coherent use of their humanitarian and development funding streams within the hosting countries' development priorities. This two-year period of analysis has seen expansion of existing initiatives, notably in the development sector, and introduction of modest new funding initiatives from traditional development agencies, to include refugees. However, much of the development funding, especially through new initiatives, is yet to come into effect. As of now, actors including host governments across all CRRF contexts remain significantly underfunded in meeting both development and humanitarian needs.

2. There has been increased collaboration with private sector investors in certain CRRF countries and an increased focus on private sector approaches – particularly the role private sector actors can play in facilitating income opportunities for refugees and host communities. However, work in this area is nascent – with further investment required to realize the ambition of greater private sector engagement and opportunities for refugees and host communities.

4.2. Context

Central to the New York Declaration is a global commitment to responsibility sharing for refugees, and ensuring refugee-hosting countries receive adequate support in hosting refugees. Underpinning this objective is the desired outcome, reflected in the Global Dashboard, that "Contributions in kind and cash are allocated by Governments, private sector and philanthropy for host countries targeting refugees and host communities" (CRRF Objective 1, see Annex 1). The CRRF has introduced new approaches under this objective, including advocacy, policy dialogue and technical support aimed at expanding humanitarian and development financing for refugees. During the first two years of the application of the CRRF, progress towards Objective 1 can be assessed by examining changes (in the form of commitments, pledges or other indication of concrete support for humanitarian or development efforts) in the following categories:

1. ***Grants and contributions to assist with the practical application of the CRRF approach, particularly in hosting countries.*** Specifically, this refers to contributions made that facilitate the CRRF process either through staff secondments or through contributing to the capacity of government and multilateral bodies to better deliver the CRRF approach.

2. ***Donor contributions and concessional financing to CRRF countries in Africa and Central America.*** These include grants from development and humanitarian donors, as well as financing provided bilaterally and through multilateral bodies that meet the requirements of concessional finance as defined by the OECD.

3. ***Private sector contributions in CRRF countries*** which included all contributions from private sector actors either as service providers, investors or employers of refugees and affected host communities.

Globally, there is evidence that funds are being mobilised in support of efforts in refugee hosting states for refugees and host communities. An estimated USD 6.5 billion of development funding has been mobilised across bilateral, and regional and international financial institutions to support refugee hosting States, including both countries applying the CRRF, and other refugee hosting countries such as Jordan, Lebanon and Turkey. A 2018 OECD report noted that, of the USD 25.98 billion ODA contributed to refugee hosting countries by DAC members between 2015 and 2017, an estimated USD 7.4 Billion came from development funds. In

other words, development funding since 2016 has comprised approximately 30% of total ODA spending on programming relevant to refugees and hosting communities. The same report similarly notes that most DAC donors intend to either increase or maintain level of both humanitarian and development funding for refugee hosting countries.[13]

Specifically, the analysis below shows that in several CRRF countries new funding sources and modalities opened in 2017 and 2018, some of which will come into effect in late 2018 and 2019. Due to reasons outlined below, the analysis cannot offer a definitive value of the total financial contribution to CRRF countries. As development financing corresponds to multi-year planning cycles as opposed to annual funding cycles or appeals, it is not possible yet with any degree of certainty to value the full contribution of development actors' responses to the CRRF or the likely additional development funding allocated to CRRF countries as a result of the CRRF application. In other words, given the longer cycles of development aid, the full value of changes agreed since the adoption of the New York Declaration may only be fully visible in Overseas Development Assistance (ODA) calculations and at the CRRF country level over an extended period of time.

Both UNHCR and the New York Declaration acknowledge that even with the intended substantive shift towards more sustainable funding sources and the leveraging of development approaches in refugee hosting countries and countries of origin, humanitarian aid will still remain a vital and central component of responses to refugees.[14]

The value of humanitarian aid as a percentage of ODA as a whole is increasing globally, with humanitarian assistance estimated to be approximately 14 per cent of total ODA.[15] In 2017, global humanitarian aid increased by 6.1 per cent to USD 15.5 billion.[16] Historically, humanitarian funding has provided the bulk of support to refugees, with relatively little development financing directly targeting refugees. Therefore, trends in humanitarian funding are good indicators of refugee funding.[17] In the African CRRF countries, humanitarian aid – although varying across years – remains a significant proportion of overall ODA (see Figure 1), and with continued rises in 2016, it is likely to have remained a similarly high proportion of ODA spending in 2017.[18]

Figure 1: Humanitarian aid as a proportion of ODA in CRRF countries in Africa, in billions (Source: OCHA FTS and OECD)

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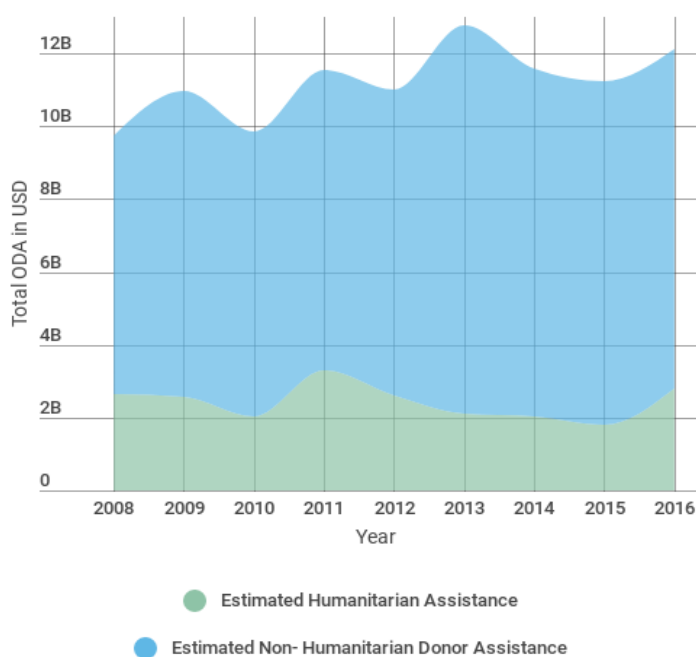
[13] OECD (2018) *Financing Refugee – Hosting Contexts: An analysis of the DAC's contribution to burden-sharing in supporting refugees and their host communities,* OECD Development Co-operation Working Paper 48. Available at: https://www.oecd-ilibrary.org/development/financing-refugee-hosting-contexts_24db9b07-en [Accessed 17 December 2018]

[14] UN General Assembly, *New York Declaration for Refugees and Migrants, Resolution/adopted by the General Assembly*, 3 October 2016, A/RES/71/1. Available at: http://www.refworld.org/docid/57ceb74a4.html [accessed 24 May 2018].

[15] Lattimer, C. and Swithern, S. (2018) *Global Humanitarian Assistance Report 2017*, Development Initiatives. Available at: http://devinit.org/wp-content/uploads/2017/06/GHA-Report-2017-Full-report.pdf [accessed 24 May 2018].

16 OECD (April 2018) *Development Aid Stable in 2017 with more Sent to Poorest Countries*, Paris: OECD. Available at: http://www.oecd.org/development/financing-sustainable-development/development-finance-data/ODA-2017-detailed-summary.pdf [accessed 24 May 2018].

[17] For further detail see: World Bank (2017) *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts*, Washington, DC: World Bank. Available at: https://openknowledge.worldbank.org/handle/10986/25016 [accessed 24 May 2018].

[18] Full ODA figures for 2017 will be released in December 2018.

As is general practice, donor shifts in funding are based on responses to new global and donor priorities as well as to emerging needs. Increased funding therefore could reflect changes in refugee arrivals, displacement patterns, and other drivers. Increased humanitarian funding should, however, be considered against the growing gap between humanitarian needs and funding across a range of situations including Yemen and Chad. As the analysis below will show, there are many examples of donor pledges and commitments; however, current data availability limits the depth of analysis on whether these pledges and commitments reflect new, additional, and reallocated funding, and whether it will result in increased net financing for host countries.

4.3. Donor support to the application of the CRRF

Donors have supported the application of the CRRF by funding both in-country technical support through secondments, and resourcing the CRRF structures within UNHCR and government agencies. Since September 2016, the practical application of the CRRF was resourced through a combination of internal UNHCR budget and contributions from Member States directly to the CRRF task team. The CRRF task team, composed of UNHCR staff as well as staff from other UN Agencies, international organisation and NGOs working to support the development and initiation of comprehensive responses, has received financial support and staff secondments. Germany contributed EUR 1.1 million to the application of the CRRF in addition to funding staff positions in the CRRF team.[19] Germany, Switzerland, Sweden, the UK and the World Bank additionally offered staff secondments to CRRF countries. The World Bank, through their generalized commitment to development in these regions, has also offered technical support to CRRF countries, and Canada has funded technical support in Central America.[20] Additional support has included funding positions within relevant line ministries in CRRF countries. This has enabled the CRRF task team to support CRRF countries in setting up and staffing coordination mechanisms and, more specifically, has facilitated provision of technical support to governments in drafting CRRF plans such as roadmaps. In addition it has allowed the CRRF task team and CRRF in country teams to provide practical support for field offices and regional bureaus in the application of the CRRF in a range of situations, and ongoing assessment and refinement of CRRF approaches.

Furthermore, a multi-year research stream on the implications of the humanitarian–development nexus has been funded by the Government of Luxembourg, and will help shape the approach to development taken by UNHCR. These contributions have facilitated support for the drafting of key regional and country-level policies and action plans, and contributed to the expansion of the CRRF countries within 2017 and into 2018.

4.4. Shifts in donor grants, contributions and concessional financing in CRRF countries

4.4.1. Donor funding for development action in CRRF countries

In a number of the CRRF countries included in this analysis, there have been observable shifts in approaches and strategies towards CRRF initiatives by development donors and financing bodies. For example, bilateral and multilateral development donors such as Sida, DEVCO, BMZ, JICA, KOICA and DANIDA have scaled up their activities in refugee settings, contributing over USD 800 million to comprehensive refugee responses in CRRF countries.[21] This new funding is in addition to contributions made by Member States to pooled funds and multilateral institutions including UN agencies, which similarly work to support refugee hosting countries.

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[19] See: UNHCR *Developing the Comprehensive Refugee Response Framework Special Appeal 2017.* Available at: http://reporting.unhcr.org/sites/default/files/UNHCR%20Developing%20the%20Comprehensive%20Refugee%20Response%20Framework%20Special%20Appeal%202017%20--%20September%202017.pdf [accessed 24 May 2018].
[20] Canada supported the CRRF through a Junior Professional Officer deployment for two years; Mexico received a secondment from the Swiss Government.
[21] This figure is estimated based on funding committed since 2016 relevant to the CRRF in CRRF countries. It should be noted that while some of these commitments have been deployed, not all of the funding has been disbursed. Additionally, as is common with development funding, it will take a number of years to fully disburse the committed funding.

Table 2: Selected development donor actions to support refugees and host communities in CRRF countries

Donor	Selected donor actions[22]
DEVCO	EUR 250 million committed directly to CRRF in the Horn of Africa and allocated funding to Central America and Mexico. DEVCO also funds responses to displacement in Afghanistan.[23]
U.S. Government	Has expressed a commitment to CRRF objectives with a particular recognition of the role of education. The U.S. Government remains a major partner across development and humanitarian funding streams, and has led initiatives such as the Alliance for Progress in Central America and Mexico.
Japanese Government	JICA is investing more than USD 60 million in Uganda with a focus on developing the capacity of local authorities.
Danish Government	USD 72 million from DANIDA's development budget has been allocated to CRRF countries.
United Kingdom Government	Launched a new humanitarian policy integrating CRRF[24] into planning objectives as part of the commitment to the Wilton Park Principles and has been a key driver and funder of the Ethiopia Jobs Compact programme, contributing GBP 80 million.[25] Additionally, DFID has offered significant support to Uganda and committed GBP 35 million to CRRF approaches in Kenya.
Canadian Government	Committed CAD 45 million over five years to support Central American States engaged in the MIRPS, in addition to support for Uganda.
German Government	Key supporter of CRRF initiative through BMZ and EU donor vehicles. BMZ (Federal Ministry for Economic Cooperation and Development) is providing approximately EUR 140 million to support CRRF-related projects.
Republic of Korea Government	KOICA has committed an estimated USD 52 million through both bilateral and multilateral funding vehicles to CRRF countries including Rwanda, Ethiopia, Uganda, Kenya, Guatemala and Honduras.
Netherlands Government	Committed over EUR 15 million to CRRF countries including Kenya, Ethiopia and Uganda.
Swedish Government	Actively engaged in CRRF roll-out, supporting CRRF-related initiatives in the Horn of Africa with a value of over USD 100 million committed to areas such as strengthening health initiatives in Uganda and resilience programmes in refugee hosting areas of Ethiopia.

In addition to the support outlined in Table 2, the Australian Government (DFAT) has been supportive of the CRRF. DFAT's contribution to Uganda and Ethiopia represents additional funding that can be linked to the CRRF. There are further financial contributions to CRRF-related projects from Norway and the Spanish Agency for International Development Cooperation (AECID).

Moreover, although some of the changes will take time to materialize, there are signs that some donors are re-orientating funding towards refugee hosting areas. For example, donors such as DFID and JICA re-prioritized their development portfolios in Uganda, in line with the Government of Uganda ReHoPe (Refugee and Host Population Empowerment) programme strategy. Furthermore, development-focused donors have signalled

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[22] As part of internal donor tracking and wider discussions on the CRRF, UNCHR has outlined the following relevant actions. The information in the table below should not be regarded as donors' comprehensive contribution either to the CRRF or to UNHCR, but rather should be viewed as a list of actions undertaken relevant to CRRF.

[23] European Commission (12 December 2017) *EU Trust Fund for Africa: New Actions Worth €174.4 million to Support Refugees and Foster Stability in the Horn of Africa*, press release. Available at: https://reliefweb.int/report/somalia/eu-trust-fund-africa-new-actions-worth-1744-million-support-refugees-and-foster [accessed 24 May 2018].

[24] United Kingdom Mission to the United Nations (July 2017) *UK Statement on the Comprehensive Refugee Response Framework*. Available at: https://www.gov.uk/government/news/uk-statement-on-the-comprehensive-refugee-response-framework [accessed 24 May 2018].

[25] DFID has committed GBP 80 million to increase economic opportunities in host and refugee communities in Ethiopia as a contribution towards the Ethiopia Jobs Compact programme. Additionally, DFID has provided GBP 119.5 million since 2014 to Uganda.

that refugees will become more central to their planning – indicating that future funding may become available as donors re-orient their portfolios and as refugees are included into national planning processes.

4.4.2. Donor funding allocations in CRRF countries

Notwithstanding existing ODA commitments, when combined with overall humanitarian funding *the estimated USD 800 million of additional commitments being made by development actors is likely to represent a marginal net increase in total available funding to recipient countries*, which may be attributable to the adoption of CRRF approaches. It is also worth noting that the majority of these additional commitments are being made to CRRF countries in Africa.

Whilst the Americas region remains highly dependent on US contributions for the majority of ODA, the consultative process that led to the San Pedro Sula Declaration in 2017 was an impetus for donors to pledge contributions in resources, funding and capacity. There have also been further efforts to raise funds to strengthen the protective environment in the Americas region, through the Putting Words into Action appeal that puts forward a small number of projects that benefit refugees and asylum-seekers.[26] Pre-existing programming such as Canada's contribution to addressing drivers of migration are relevant to the CRRF objectives and MIRPS pillars but these actions are limited in range.[27] *However, the total investment required – or thus far provided – to support refugee inclusion, at either regional or country level, is not known.* The MIRPS Plan of Action acknowledges that more precise analysis of current budget allocations to displacement crises is needed – an approach already piloted in Honduras and Guatemala. For the same purpose, technical expertise is being leveraged from the Inter-American Development Bank (IDB) to generate clearer estimates.

4.5. Concessional financing

Commitments to moving beyond the traditional humanitarian funding mechanisms for hosting states have resulted in increased levels of development financing – mainly through innovations from the World Bank. The World Bank's approach to fragility, conflict and violence pre-dates the New York Declaration. Under the 17th replenishment of the International Development Association (IDA 17), some financing was channelled to interventions supporting refugee and local communities in the Horn of Africa region through a regional window entitled "Development Response to Displacement Impacts Projects". This has been followed by the Global Concessional financing Facility (GCFF)[28] and the IDA 18 refugee and local community sub-window which have significantly increased the World Bank's engagement and investment in addressing forced displacement situations.

Development financing time frames and planning cycles are longer than humanitarian funding cycles. Many development projects remain in the preparation and design phase and remain to be formally approved. As such the full contributions of development projects aimed at supporting refugees and local communities in CRRF countries will not be known until later. More importantly, the alignment and convergence of the policy and operational objectives of projects supported by development financing on concessional terms and those of the CRRF are well established.

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[26] Noting the funding gaps for the region, actions were proposed in Putting Words into Action that strengthened the protection environment, which were estimated to require USD 21,488,000 for 2018. This proposed funding represents a small fraction of the overall cost of addressing the *causes* (funding in and by itself will not address the root causes of displacement) and impacts of forced displacement.

[27] Canada is providing CAD 15.2 million from 2016–2020 in Guatemala, Honduras, El Salvador, Nicaragua and Mexico for the Prevention of Irregular Child Migration in Central America project. Implemented through the Christian Children Fund of Canada (CCFC), the project will target the underlying root causes of violence, unemployment and lack of education in deprived urban and rural communities, leading to the dangerous migration of children out of the Americas region.

[28] See World Bank https://globalcff.org/wp-content/uploads/2018/11/GCFF-Annual-Report-2018_181113.pdf The GCFF is designed to support Middle Income Countries affected by large refugee crises.

Financing under IDA 17 for refugees and local communities

As part of the World Bank approach to fragile and conflict-affected states, financing to the value of USD 175 million was agreed for refugee and local community projects under IDA 17 in Djibouti, Uganda and Ethiopia, later to be designated CRRF countries.[29] A further USD 100 million was subsequently approved to support Kenya and the Horn of Africa – targeting improving access to basic services, economic opportunities and environmental management for refugee hosting communities in Kenya.[30] Under IDA 17, a USD 20 million World Bank loan was also agreed with Zambia to support the transition of Mayukwayukwa camp and the majority of Maheba camp to a settlement based model, and service delivery and economic opportunities for host and refugee communities alike.

Financing under IDA 18 for refugees and local communities

Under the 18th replenishment of the International Development Association agreed in December 2016, a USD 2 billion financing sub-window for refugees and local communities was agreed with the aim supporting host governments to address longer term socio economic challenges. The eligibility and financing terms of this sub-window aim to increase the incentives and resources available for governments to support refugees by funding programmes that benefit both the host community and refugees. Specifically, as well as having to host a minimum of 25,000 refugees (or refugees representing at least 0.1 per cent of their population), recipient governments need to uphold (i) an adequate protection framework for refugees adhering to international or regional standards and instruments and (ii) to put in place a plan or strategy, including possible policy reforms, that the country will undertake towards longer term solutions benefitting refugees and local populations. As of September 2018, over USD 370 million in financing has been approved from the IDA 18 refugee sub-window to CRRF countries, with most funded projects likely to commence implementation in late 2018 and 2019 in addition to other financing from the broader IDA envelope.

Of the seven countries that have qualified for the IDA 18 sub-window, four are CRRF countries: Chad, Uganda, Ethiopia and Djibouti. The IDA 18 sub-window has also further strengthened the partnership and cooperation between the World Bank and UNHCR in their combined and complementary efforts to address the impact and consequences of forced displacement. Altogether sixteen joint missions were undertaken during 2017-2018 to assess the eligibility of prospective countries for the IDA 18 refugee and local community sub-window. These included missions to Chad and Rwanda in 2017 and 2018 respectively that had also declared their intentions to become CRRF countries.

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[29] World Bank (2018) *Project Overview: Development Response to Displacement Impacts Project in the HoA*. Available at: http://projects.worldbank.org/P152822/?lang=en&tab=financial [accessed 24 May 2018].

[30] World Bank (26 April 2017) *Kenya receives 100 Million World Bank Financing to Mitigate Effects of Forced Displacement*, press release. Available at: http://www.worldbank.org/en/news/press-release/2017/04/26/kenya-receives-100-million-world-bank-financing-to-mitigate-effects-of-forced-displacement [accessed 18 September 2018].

Table 3: Approved projects in CRRF countries under the IDA 18 refugee and host community sub-window[31]

Project name	IDA 18 refugee sub-window (USD million)	Total IDA commitments towards project (USD million)	Date of bank approval
Chad			
Refugees and host communities Support Project[32]	50 (100% on grant terms)	60 (100% on grant terms)	12 September 2018
Ethiopia			
Ethiopia Economic Opportunities Program	166.67 (half of which is on grant terms)	202	26 April 2018
Uganda			
Uganda Support to Municipal Infrastructure Development Program – Additional Financing	50 (half of which is on grant terms)	360	15 May 2018
Integrated Water Management and Development Project	58 (half of which is on grant terms)	280	14 June 2018

Other potential financing initiatives

For the Americas and other refugee hosting middle-income countries, other potential financing may be available through the Global Concessional Financing Facility (GCFF) and other regional financial mechanisms. The IDB in particular has prioritized mitigating the impacts of migration and supporting the stabilization of more vulnerable states, including working with MIRPS Countries on the reintegration of deportees and displaced persons.[33]

The African Development Bank (ADB) and IDB have not had windows directly targeting CRRF objectives in 2017 and 2018. However, it is worth noting that both the ADB and IDB have expressed interest in engaging on CRRF priorities, and that projects financed by the ADB and IDB are likely to have indirect benefits for refugees and

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Box 1: IDA 2018 refugee and local community sub-window

Protection qualification criteria: An adequate framework for the protection of refugees must be in place. This is determined by the World Bank, in consultation with UNHCR. Accompanying this must be an action plan, strategy or steps that include policy reforms towards solutions that benefit both refugees and host communities.

Projects: Once eligibility for a country is agreed, the World Bank and client State consider and agree projects jointly for financing – which are then approved by the World Bank's Board.

Financing: Generally, financing has the following terms:
1. Interest rates of 0.75 per cent for IDA-only countries and 2 per cent for "gap and blend countries";
2. Typical 40-year repayment cycle; and
3. The total loan value under the sub-window is capped at USD 400 million.

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[31] As of 15 September 2018.
[32] The World Bank Group, *IDA Project Appraisal Document Report No PAD 2909*. Available at: http://documents.worldbank.org/curated/en/658761536982256019/pdf/PAD2809-PAD-PUBLIC-disclosed-9-12-2018-IDA-R2018-0286-1.pdf [accessed 24 September 2018].
[33] See: Inter-American Development Bank Country Department (June 2017) *The IDB in the Northern Triangle*. Available at: https://goo.gl/d7pHT9 [accessed 24 May 2018].

forcibly displaced individuals. In addition, further concessional finance may be available from bilateral institutions. KfW, the German Development Bank, for example, has agreements on infrastructure programmes in northern Uganda contributing to the World Bank financed Integrated Water Management and Development Project, part of which will benefit refugee hosting areas.

Beyond the USD 2 billion in the refugee sub-window, Multi-Donor Trust Funds with concessional finance qualities have gained traction; for example the estimated USD 500 million Jobs Compact programme in Ethiopia which combines grants and finance from the European Investment Bank in concert with the World Bank.[34]

4.6. Private sector contributions and pathways

As reflected in the NYD and CRRF approach, donors, UNHCR and other agencies have recognized the need to work more closely with the private sector both as a potential employer of refugees, and therefore a key stakeholder in strengthening resilience and self-reliance; and as a resource given the potential for greater investments in businesses and social programmes that offer financial opportunities which could open up access to capital and financial inclusion for refugees. As ODA globally plateaus, private sector growth and contributions are anticipated to be a driver of sustainable development.[35]

4.6.1. Achievement through strategic partnerships

In 2017, progress was made towards greater engagement with private sector entities as relationships with private sector firms and the International Chamber of Commerce were solidified. Further progress in 2018 included greater cooperation with the World Bank in building an evidence base and framework for further investment in refugee hosting areas by providing improved understanding of the potential markets and skills that refugees can offer. Studies by the Word Bank in refugee hosting districts in Kenya and Uganda have noted the untapped potential for private sector investment and activity, as well as the potential economic growth in refugee hosting districts.[36] Similarly, analysis in Zambia refugee settings noted that the presence of refugees can facilitate a greater variety of products and services.[37] Initial work completed in Uganda has produced investment profiles in 11 refugee hosting districts to support the business case for investment and development.[38] There is a concerted effort to engage with the private sector through locally driven initiatives. In the same vein, the Government of Rwanda fulfilled one of its commitments towards the CRRF by developing a joint strategy with UNHCR for the economic inclusion of refugees in 2017.

There has also been a greater leveraging of refugee hosting areas as potential emergent markets for companies that can drive improved services and connectivity. Examples include working with telecommunication providers and government actors to demonstrate the viability of expanded cellular coverage in northern Uganda, and working with financial service providers to capitalize on the improved connectivity.

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[34] See: UNOCHA (December 2017) *Humanitarian Bulletin of Ethiopia* 42. Available at:
https://reliefweb.int/sites/reliefweb.int/files/resources/humanitarian_bulletin-27_nov-10_dec_2017_-_final.pdf [accessed 24 May 2018].
[35] See pages 90–95: World Bank (2017) *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts*, Washington, DC: World Bank. Available at: https://openknowledge.worldbank.org/handle/10986/25016 [accessed 24 May 2018].
[36] Sanghi, Apurva; Onder, Harun and Vemuru, Varalakshmi (2016) *"Yes" In My Backyard? The Economics of Refugees and Their Social Dynamics in Kakuma, Kenya*, Washington, DC: World Bank Group. Available at: http://documents.worldbank.org/curated/en/308011482417763778/Yes-in-my-backyard-The-economics-of-refugees-and-their-social-dynamics-in-Kakuma-Kenya [accessed 24 May 2018].
[37] See: Institute of Economic Research (University of Zambia) *Zambia Refugees Economies: Livelihoods and Challenges* http://www.unhcr.org/58b9646b4.pdf [accessed 26 September 2018].
[38] See: *Yumba District Investment Profile (*10 July 2017). Available at:
http://www.ug.undp.org/content/uganda/en/home/library/SustainableInclusiveEconomicDevelopmentProgramme/RefugeehostingdistrictsInvestment Profiles.html [accessed 24 May 2018].

Multinationals including IKEA, El Corte Ingles, H&M, Inditex, PUMA and Tesco actively included refugees in supply chains, offering employment and livelihood opportunities. IKEA, for example, has worked with UNHCR and other humanitarian organisations across CRRF countries, including Ethiopia and Kenya, supporting UNHCR directly with over 150 million EUR since 2010 to engage refugees and host communities in economic inclusion, demonstrating good practices with potential for replication elsewhere. Outside direct contributions to humanitarian agencies such as those of IKEA, little information on the value of these investments is available as the majority of these investments took place outside of the countries included in this analysis. Much of the focus of the emerging innovative social impact and investment models has thus far been focused on the Middle East and the Syria situation. However, a report by the Tent Foundation and the Center for Global Development, *Global Business and Refugee Crises*, outlines many of the existing initiatives and potential entry points for including refugees in different parts of the world.[39] With the notable exception of the Ethiopia Jobs Compact programme referenced below, there is no data currently available to indicate that the CRRF approach has thus far either generated foreign direct investment (FDI) inflows to CRRF countries or facilitated investment that has created jobs for refugees and host communities in CRRF countries.

Underpinning increased cooperation with the private sector is the role of refugee hosting states in supporting environments conducive to investment. ***The majority of engagement with states and businesses in CRRF countries has focused on removing legal and policy barriers to formal work and financial inclusion – both these measures have direct benefits for refugees' livelihoods and self-reliance, with the potential to indirectly reduce the reliance of refugees on longer-term assistance.*** Initiatives are in progress across CRRF countries – including Uganda and Kenya, and the MIRPS region – to support refugee inclusion in the formal economy and increase programming to strengthen livelihoods through grants and concessional financing. Moreover, both the Jordan Compact and the nascent Ethiopia Jobs Compact programme demonstrate the central role of governments working in partnership with development actors to take on the role of guarantors and facilitate preferential access to global markets, with the potential for public–private partnerships. One example is the Spanish Agency for International Development Cooperation (AECID), which has forged partnerships with three leading energy companies in cooperation with the Ethiopian Government to provide energy to refugee camps in the Tigray region.

Box 2: The Jordan Compact and Ethiopia Jobs Compact programme

Jordan Compact: The majority of analysis on the role of the private sector in humanitarian and refugee settings focuses on the Middle East, in particular the Jordan Compact. The Jordan Compact is held up as a model for future "job compacts" and studies have shown that it has widened access to employment despite the challenging FDI and labour market climate. Over 85,000 work permits had been provided to refugees as of December 2017.

Studies have also demonstrated that despite improved access, fewer Syrians than projected in 2016 have been employed and that more refugees are likely to access work through informal than formal labour schemes. Additionally, refugees could generate higher incomes working informally without permits, as permits tie workers to specific, predominantly minimum wage roles.

Ethiopia Jobs Compact: Pre-dating the CRRF in Ethiopia, a series of industrial parks were agreed upon and an anticipated 100,000 jobs projected, 30 per cent of which will be for refugees as per the terms of the financing. Financed through a Multi-Donor Trust Fund, with contributions from the World Bank, European Union Investment Bank (UIB), DFID, the Netherlands government and the European Union, the Ethiopia Jobs Compact programme brings together State and international actors to drive economic growth. In addition, the programme has seen the Government create positive incentives for companies to invest in industrial sites across the country.

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[39] Huang, C. (2017) *Global Business and Refugees Crises,* Washington, DC: Center for Global Development. Available at: https://www.tent.org/wp-content/uploads/2017/09/TENT_GlobalBusiness_9.21.2017.pdf [accessed 24 May 2018].

5. Progress Towards Objective 2: Enhance Refugee Self-Reliance

5.1. Summary

1. Since 2016, regional frameworks in the Horn of Africa and in Central America have emerged, in line with the New York Declaration. These regional frameworks identify and address barriers to refugee inclusion and signal participating countries' emphasis on building regional platforms to address refugee self-reliance, including improved legal protections for refugees and policies aimed at incorporating refugees into national systems and structures.

2. Some CRRF countries included in this analysis have taken concrete steps towards more inclusive national policy frameworks and initiatives that facilitate greater refugee self-reliance. Specifically, in many of these countries, there is evidence that governments have:
   - Acted to improve the foundation for refugee economic participation and undertaken actions aimed at reducing refugee poverty and reliance on humanitarian agencies; and
   - Committed to more inclusive policy frameworks for refugee education and access to school.

3. Refugees continue to face multiple barriers to self-reliance, with gaps between stated national policy and practice, and resource constraints that reduce the effective access refugees have for livelihood opportunities and core services.

5.2. Context

The second objective of the CRRF is to build the self-reliance of refugees. Underpinning this objective is the desired outcome, reflected in the Global Dashboard, that "Refugees have increased access to and opportunities for economic and social inclusion" (see Annex 1).

The CRRF assumes that support for greater inclusion and improved outcomes in refugee hosting countries is built on permissive legislation and policy from host governments, and this policy framework is the primary analytical scope of this report.

Progress, as outlined in the Global Dashboard indicators, is therefore tracked against host countries' substantive policy and legal agreements in the following categories:

More inclusive hosting environment

Programme design and implentation

Condusive policy framework and legal foundation

Outcomes improved for both refugees and host populations

- Emerging regional frameworks that create stronger protections for refugee rights;
- Emerging national policies that create stronger protections for refugee rights;
- Policies that facilitate inclusion and self-reliance; and
- Policies that facilitate access to education.
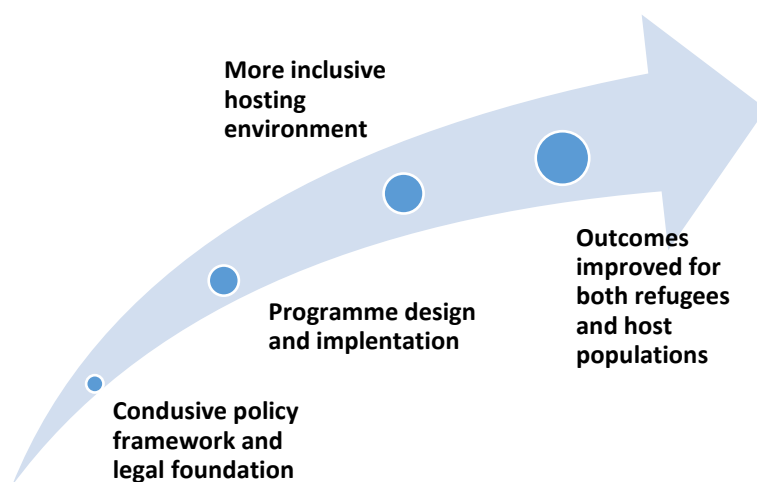
5.3. Emerging regional frameworks

The New York Declaration underscores the role of regional cooperation and the importance of regional participation in addressing the effects of forced displacement. Explicitly linked to the New York Declaration, the regional approaches adopted by IGAD member States and MIRPS countries echo the CRRF objectives. For the Americas and Mexico, the San Pedro Sula Declaration (2017) and linked Marco Integral Regional para la Protección y Solucione (or Comprehensive Regional Protection and Solutions Framework) (MIRPS) are central to the regional CRRF approach. For IGAD member States, the Nairobi Comprehensive Plan of Action for Durable Solutions for Somali Refugees (annexed to the Nairobi Declaration) and the Djibouti Declaration on Regional Conference on Refugee Education in IGAD member States (known as the Djibouti Declaration) extend pre-existing regional commitments on the rights of refugees and those forcibly displaced, and provide a framework for regional support and accountability mechanisms.

Reflecting the distinct histories of the CRRF countries, the regional declarations and frameworks that have emerged contain different areas of focus. Historically, while the rights of refugees and displaced persons are well defined in the Americas region, criticisms have been levelled that commitments outlined in previous declarations lacked a clear plan of action. ***The MIRPS and the policy commitments contained within it effectively interpret preceding regional declarations and outline over 180 concrete steps to improve the protection environment in the Northern Triangle and Mexico for refugees***, as well as identify gaps within current systems and opportunities for active inclusion of refugees (and internally displaced persons (IDPs) in Honduras) and improvements in refugee status determination procedures.[40] To ensure the MIRPS remains on track, MIRPS countries have signed up to a regional monitoring mechanism through the OAS that follows how these changes are being enacted.

Table 4: Regional Declaration and Statements relevant to Refugee rights in North and Central America

Year	Declaration/statement
1984	The Cartagena Declaration on Refugees
1994	The San Jose Declaration on Refugees and Displaced Persons
2004	The Mexico Declaration and Plan of Action to Strengthen the International Protection of Refugees in Latin American
2014	The Brazil Declaration
2016	The San Jose Action Statement
2017	The San Pedro Sula Declaration

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[40] *Comprehensive Regional Protection and Solutions Framework* 2017. Available at: http://www.unhcr.org/5a73367518.pdf [accessed 5 June 2018].

MIRPS Pillars	Key priorities
Pillar 1: **Reception and admission**	• Strengthen the capacity to identify and refer people in need of international protection in border areas; • Provide individual documentation to asylum-seekers and refugees; • Strengthen existing programmes of identification and reference of returnees; and • Provide alternatives to the detention of asylum-seekers, and ensure there is no penalty for irregular entry.
Pillar 2: **Support for immediate and ongoing needs**	• Provide humanitarian assistance and income-generation projects for refugees and asylum-seekers; • Provide humanitarian assistance and reintegration projects for returnees in need of international protection; and • Provide humanitarian attention and legal guidance to people with protection needs in transit.
Pillar 3: **Support for host countries and communities**	• Promote policies and programmes to support communities that receive asylum-seekers and refugees; • Strengthen the institutional response and coordination with local actors, civil society and the private sector in areas that receive refugees and asylum-seekers; • Prioritize communities affected by violence in national development plans; and • Promote institutional presence and protection and prevention mechanisms in communities affected by violence.
Pillar 4: **Durable solutions**	• Promote specific public policies for refugees, returnees and displaced persons; • Include refugee, returnee and displaced populations in existing programmes; and • Facilitate self-sufficiency projects for refugees and displaced persons.

In direct reference to the New York Declaration, Intergovernmental Authority on Development (IGAD) Member States outlined a comprehensive regional approach to Somali refugees and forced displacement crisis through the Nairobi Declaration on Somali Refugees.[42] The Nairobi Declaration simultaneously signals a shift towards more liberalized approaches to refugees, particularly in the area of encampment and access to work. In the annexed plan of action, all refugee hosting states endeavour to undertake measures that support refugee self-reliance and inclusion. As with the MIRPS approach, the commitments made by members in the Nairobi Declaration include both new actions as well as actions summarized in previous IGAD declarations on refugees. For instance, Kenya agreed to seven actions outlined below, showing some progression in areas where progress has previously been noted as weak, for example facilitating legal status for refugees.

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[41] For further detail see: *Comprehensive Regional Protection and Solutions Framework* 2017. Available at: http://www.unhcr.org/5a73367518.pdf [accessed 5 June 2018].

[30] IGAD (2017) *Nairobi Declaration on Somali Refugees*. Available at: https://igad.int/communique/1519-communique-special-summit-of-the-igad-assembly-of-heads-of-state-and-government-on-durable-solutions-for-somali-refugees [accessed 28 June 2018].

Table 6: Government of Kenya actions Stated in Nairobi Declaration

Ongoing actions	New actions under the Nairobi Declaration
Facilitating enrolment of refugees in government systems to obtain a basic education	Undertake promotion of self-reliance and inclusion measures including provision of economic opportunities
Extending access to all levels of education institutions	Facilitate Kenyan legal status for refugees (e.g. naturalization on the grounds of parentage, marriage, etc.)
Investing in physical and social infrastructure to expand access to economic opportunities and social services in refugee hosting areas	Expand opportunities for refugees to engage in livelihoods and engage in business
Providing access to government health services to refugee populations	

In addition, the Djibouti Declaration promulgated a regional framework on building inclusive education programming (harmonizing academic accreditation), as well as the commitments to move beyond the parallel structures with overall government responsibility. The IGAD statement on education represents an ambitious commitment to inclusive education. Specifically, the IGAD Member State committed to "*integrate refugees into national education policies, strategies, programmes and plans of action in our respective countries*" *(18)*. This would take the form of:

- *Integrat(ing) education for refugees and returnees into National Education Sector Plans by 2020 (24)*
- *Achiev(ing) inclusive and equitable access for refugees and returnees to quality higher education in line with national targets of host countries and countries of origin (29)*
- *Simplif(ing) the mechanism for refugee children to access quality education and facilitate their rapid entry into the national education system (30).*[43]

States have committed to broader access to services for refugees. ***However, hosting states have expressed concerns on how to resource the expansion of a wider range of services to refugees and refugee hosting districts.*** The MIRPS States acknowledge that the degree to which refugees are included in national safety nets and social services will depend on national budgets and the support of regional and international actors. Additionally, as more inclusive plans are developed in the African CRRF countries, resourcing state capacity to increase service provision will require greater investment.

5.4. Emerging national policies

The CRRF approach has produced examples of significant national policy shifts in some CRRF countries, resulting in the removal of policy and legal barriers that may inhibit refugee self-reliance and livelihoods, such as encampment or prolonged detention. It has also resulted in a number of initiatives designed to strengthen state instruments for recognizing and documenting refugees and asylum-seekers.

In the Americas, much of the focus of the MIRPS has been on improving asylum service practice and capacity, areas that were identified as in need of strengthening during the consultations that fed into the MIRPS document. These actions are intended to ensure that the rights for asylum-seekers and refugees noted by MIRPS States in the San Pedro Sula Declaration are realized in practice. Key policy initiatives include:

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[43] IGAD (14 December 2017) *Djibouti Declaration on Regional Conference on Refugee Education in IGAD Member States*. Available at: https://igad.int/attachments/article/1725/Djibouti%20Declaration%20on%20Refugee%20Education.pdf [accessed 24 May 2018].

- ***The Organization of American States (OAS) General Assembly*** adopted a resolution making specific reference to the MIRPS as a regional cooperation model. In the resolution, the OAS instructs the Committee on Juridical and Political Affairs to organize annual follow-up meetings to monitor the MIRPS. This will be further supported by the Central American Council of Ombudspersons programme of action to support the MIRPS for 2018–2020, including joint border monitoring and advocacy campaigns for forcibly displaced persons.
- ***Belize*** agreed to engage in technical strengthening of its asylum system through the regional Quality Assurance Initiative, by making improvements to ensure the fairness and efficiency of identification and status determination, and instigating a profiling exercise due to be completed towards the end of 2018.
- ***Guatemala*** adopted a new Migration Protocol with provision for refugees and is setting up a new Migration Authority with increased focus on human rights. This is to be supported with a referral system for the identification of persons in need of protection.
- ***Honduras*** created a dedicated directorate for the protection and attention of IDPs within its new Human Rights Ministry. A project for the protection of abandoned land was launched and a draft law on IDPs is being considered by the National Congress.
- ***Mexico*** committed to greater use of alternatives to detention. The precedent in Mexico over the preceding decade was for asylum-seekers to be detained until cases were decided. A pilot programme has resulted in an estimated 2,429 asylum claimants being released from migration detention centres and transferred to UNHCR-supported shelters.
- ***Panama*** adopted a Decree in 2018 strengthening its asylum systems, as committed in 2017 under in the MIRPS*.*

As reflected in Table 7, even though refugees are supported by a strong and permissive policy and legal framework through the MIRPS, the specificity of the commitments and national ownership of the MIRPS is a progression towards substantive changes in practice.

Subsequent to the New York Declaration, progress at a national level has similarly occurred in African CRRF countries. As described in Table 7, significant progress away from encampment and a greater recognition of refugees' rights to own property and work has occurred across most African CRRF countries, even those that have only recently applied the CRRF. Notably:
- ***Djibouti*** promulgated a new refugee law, accompanied by two further acts that safeguard refugees' rights as well as encode refugees' rights to education and state services. In particular, the shift from encampment-based policies in Djibouti provides access to national services as well as increasing refugee mobility, representing a significant progress towards the CRRF inclusivity objectives.
- ***Kenya's*** Parliament passed the Refugees Bill to the President in 2017, intended to replace the more prohibitive Refugees Act of 2006. The Refugees Bill was not signed, and returned to Parliament.
- ***Ethiopia*** drafted a new Refugee Proclamation, relaxing prohibitions on movement and labour requirements.
- ***Rwanda's*** Government commenced the issuance of refugee identity cards in 2018, in a move towards fulfilling its commitments towards the CRRF. By August, 2,761 urban refugees had received identity cards. This is expected to facilitate refugees' access to public and private services, employability and freedom of movement within Rwanda.

It is, however, important to note that despite considerable national policy shifts, ***refugee participation in some CRRF countries is constrained by eligibility criteria*** on nationality or period of residence in the country of asylum. Further constraints include restrictions on the types of work refugees can engage in or on the locations where refugees can work or live – all of which may undermine the ability of refugees to achieve greater self-reliance and the range of available opportunities for self-reliance.

Table 7: Policy matrix

Country	Pre-New York Declaration	Encampment policy	Land ownership	Right to work	Eligibility to access state services	Progress related to CRRF approach
MIRPS Countries	Strong regional commitments expressed in the Brazil Declaration and San Jose Action Statement incorporated in national asylum and refugee policies.	Refugees' freedom of movement recognized prior to the NYD. No encampment policy in place.	Yes, in place prior to the NYD	Refugees have the right to work, although some restriction on their right to access certain jobs are in place in Panama	Refugees are eligible to access the majority of the panoply of state services in MIRPS Countries	Majority of policy framework in place prior to MIRPS but clear commitment to inclusion and opportunities for refugee livelihoods and training outlined in 180 commitments across MIRPS States.
Chad	Constitution has provision for asylum. However, a national refugee law has been under draft since 2007.	Refugees have been allowed to settle in host communities and in some areas granted access to arable land. Freedom of movement can, in practice, be restricted.	Refugees may have functional access to land through customary negotiations but their long-term tenure may be limited	No specific reference to refugees' right to work; however, refugees' right to work is assumed under labour laws governing rights of foreign workers	No formal directive but anecdotal evidence indicates that refugees can access government services.	National refugee law draft is at an advanced stage.
Djibouti	Encampment-based policy.	Refugees have freedom of movement under the new national refugee law.	Yes	Yes	Yes	In 2017, a national refugee law was passed moving from encampment to inclusive approach.
Ethiopia	Encampment-based policy.	Draft Refugee Proclamation and new regulations on refugees moderating encampment regulation for refugees and commitment to gradual phase-out of camps. Government expanding Out of Camp policy to cover 10% of current refugee numbers.	Refugees may have greater access to ownership rights under the draft law.	Refugees may work if given relevant permits. Some progress on officially incorporating refugees in the Jobs Compact.	Committed through IGAD to greater state-led service provision to refugees.	UNHCR worked with the Government on proposed refugee reforms[44] with a new Refugee Proclamation to be finalized in 2018.
Kenya	Formal encampment policy with varied policy implementation and presence of urban refugee population.	Restriction on refugee movements remain in place and there is a requirement that refugees reside in "designated areas".	Mixed progress on land ownership. Likely that refugees will be able to own businesses and property.	Documentation and permits required to access labour and set up businesses.	Kenya committed to expanding state services to include refugees.	Kenya commits to the IGAD agreements on expansion of durable solutions. New draft Refugee Law would create a more conducive environment for refugees to work and travel: approved by the Kenyan Parliament in June 2017 but not the President and was returned to the legislature.
Somalia	-	-	-	-	-	CRRF has facilitated a new regional commitment to Somalia and commitment to incorporating returnees into planning.

[44] The new draft refugee law will not immediately benefit all refugees. Initial qualification criteria will apply.

Rwanda	Encampment policy	Camp-based refugees require exit permits for movement outside refugee hosting district. No evidence of refusal by Government to grant permits.	Yes	Yes	Yes	Rwanda's refugee policy pre-dates the CRRF. Discussion related to better quality and expanded access to basic services for both refugees and host communities amplified by CRRF.
Uganda	Has one of the most inclusive and progressive refugee policies globally.	In place before CRRF.	Refugees are given access to a parcel of land.	Yes	Yes	Uganda's refugee policy pre-dates the CRRF but continued support and engagement is seen as essential to supporting Uganda with continuing arrivals.[45]
Zambia[46]	Settlement policy applied within the context of previous encampment approach. In 2014 began a policy of integrating some long-standing refugee communities.	General encampment policy with some restrictions on movement but generally regarded as a liberal approach to refugees.	Restricted ownership.	Restricted access but de facto inclusion in informal markets and agriculture and with clear pathways for some refugees to naturalize.	Some access.	Zambia passed Refugee Act 2017 relaxing provisions of the 1971 Act.

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[45] See: World Bank (November 2017) *Informational Note on Forced Displacement in Uganda*. Available at: http://pubdocs.worldbank.org/en/691901512451512235/Informational-Note-on-Forced-Displacement-in-Uganda-November-2017.pdf [accessed 1 May 2018].
[46] In 2014 the Zambian Government and UNHCR launched a three-year local integration strategy. The Strategic Framework for the Local Integration of Former Refugees in Zambia benefits refugees who want to remain in Zambia.

5.5. Policies facilitating inclusion and self-reliance

CRRF Countries have taken steps towards greater refugee economic inclusion and participation through: (i) removal of legal and procedural barriers to work; and (ii) promoting policies that actively encourage economic inclusion.

5.5.1. Removal of legal and procedural barriers

Central to refugee self-reliance is a conducive policy environment that provides refugees with the ability to access livelihood opportunities. As observed in Table 7, there have been some steps taken to remove formal barriers to work and livelihoods opportunities. *In the MIRPS region, where the rights of refugees to access labour markets are largely in place, additional actions have been undertaken by states to address the administrative challenges refugees face*. These include:

- In *Mexico*, legal barriers and delays in accessing documentation that demonstrates the right to work and access to government services is identified as an area in need of improvement. Upon recognition, refugees in Mexico have access to the Permanent Resident Card. However, the Permanent Resident Card is not universally recognized as an official ID by potential employers and banks, limiting entrepreneurial initiatives. As a remedial action, as of June 2018, asylum-seekers are included in the national population register and are being issued with a temporary population registration number, which grants access to public and private services including formal employment, and a circular from the National Bank orders banks to recognize the Permanent Resident Card (coming into force in late 2018).
- *Honduras* committed to fostering mechanisms to guarantee the recognition of refugee identity documents and strengthen institutions to ensure refugees get the required documentation that provides access to employment and education systems. Private sector organizations have taken steps to integrate and enhance employability of individuals who are at risk of displacement.
- Multiple further initiatives facilitating access to formal banking and financing to recognized refugees and those seeking asylum across the region.

One of the challenges outlined in the MIRPS is the information gap on refugees' participation and livelihood strategies across the region. It is assumed that refugees work primarily in the informal sector, where they may face heightened risk of exploitation. Profiling exercises planned in 2018 in Belize and Panama should assist with background data on education and labour participation levels of forcibly displaced individuals.

Progress towards access to livelihoods and work is directly linked to the broader national policy framework on refugee rights. As previously discussed, the Nairobi Plan of Action clarifies the importance of refugees' access to work and livelihoods. *Uganda is widely noted as having an environment conducive to the self-reliance of refugees, with refugees provided a wide range of rights, access to land for cultivation and freedom of movement*. In addition, refugees have traditionally accessed government services, although the volume of recent influxes into poorer districts has meant national systems are stretched. In contrast, Kenya has traditionally been more restrictive with a tendency towards parallel service provision for refugees and host communities. The concentration of refugees in areas where there are limited economic opportunities for refugees has similarly created potential barriers towards refugees' self-reliance.

Linked directly to improvements in the overall policy environment concerning restrictions on movement and access to a legal permit for work, there are greater opportunities for investing in self-reliance for refugees across the African CRRF countries. A more liberalized policy environment in Ethiopia, freedom of movement and the right to work for refugees in Djibouti, and investment in refugee settlements in Zambia as well as

removing prohibitions on refugees' access to banking services – all reached since the adoption of the New York Declaration – open up pathways for refugee livelihoods.

5.5.2. Progress on economic inclusion

Under Pillar 4, the MIRPS notes that the most "relevant" durable solution is local integration.[47] To fulfil this aim, some progress has been undertaken by States to facilitate access to labour markets and employment in the Americas. Pointing towards progress under Objective 4, there is a long-standing regional commitment towards supporting the development and economic opportunities in countries of origin. Additionally, there are long-standing poverty alleviation programmes and strategies, much of which is conducted in close coordination with the IDB and the World Bank. The IDB is also providing technical support to quantification exercises that inform cross-government analysis on the budgetary requirements of the roll-out of the respective MIRPS National Action Plans, and their inclusion into national budgets. Some of the quantification exercises are underway with results expected in the latter half of 2018 and 2019.

Specific to refugees, access to livelihood opportunities and inclusion in state support structures, where they exist, are outlined in the MIRPS. For instance, Costa Rica has extended the social safety net to refugees, and the rights of refugees to education and access to state health services is also acknowledged by all MIRPS States. The national chapters of the MIRPS incorporate local planning in refugee hosting districts to address both host and local inequalities. Through national MIRPS structures, Mexico, Costa Rica and Panama will further outline how programming can benefit both host and local communities.[48] In June 2018, the Mexican Ministry of Labour outlined its intention to include asylum-seekers and refugees in public programmes, as agreed with the previous administration in August 2017.

Further highlighted examples since the MIRPS was initiated include:
- **Costa Rica:** The Costa Rican chapter of the CRRF builds on the "graduation approach" piloted by Costa Rica prior to the MIRPS, which seeks to contribute to the self-reliance of refugees in extreme poverty. There is an agreement that refugees will be integrated into national employment programmes and employment coaching/training. Refugees have access to public employment programmes on an equal footing as nationals, with vulnerable refugees able to access government-led welfare programming.
- **Panama:** A MoU was agreed between relevant government ministries on inclusion of refugees in vocational training.[49]
- **Guatemala** has committed to create an inter-sectoral mechanism to implement a national employment strategy for the return to employment for Guatemalan returnees with or without international protection needs.

Facilitating refugee self-reliance in African CRRF countries has occurred largely within the agriculture and entrepreneurial sectors. In northern Uganda, hosting communities and districts have facilitated access to land for farming, as well as engaging in "market capacitation." In addition, in 2017 and 2018 there were greater efforts to incorporate refugees into development planning. Despite some of the potential barriers to self-reliance, refugees in Kenya are included in the United Nations Development Assistance Framework (UNDAF) with a focus on livelihoods for refugee populations. In Kenya, the Kalobeyei Settlement Plan offers a potential route towards greater self-reliance for refugees by emphasizing integrated service delivery, private sector investment and a mix of livelihood opportunities for refugees and host communities. Indeed, ***there is also growing recognition of the advantages of shared and inclusive economic growth from which all can***

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[47] See page 22: World Bank (2017) *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts*, Washington, DC: World Bank. Available at: *https://openknowledge.worldbank.org/handle/10986/25016* [accessed 24 May 2018].

[48] *Comprehensive Regional Protection and Solutions Framework* 2017. Available at: http://www.unhcr.org/5a73367518.pdf [accessed 5 June 2018].

[49] Law 74 (2013) establishes that refugees who gain permanent residency can obtain an indefinite work permit, reducing the risk of losing jobs due to delays caused by the annual renewal of work permits.

benefit.[50] Refugees can bring economic benefits to local communities: the World Bank's *"Yes" In My Backyard?*[51] report showed that the gross regional product (GRP) of the Turkana region of Kenya hosting the Kakuma refugee camp increased by 3.4 per cent as a result of the refugee presence; and an early Samuel Hall Study identified a number of contributions that refugees make to the local economy through trade, taxation and employment opportunities linked to maintaining the camp for host communities.[52] To support this, the International Finance Corporation announced an allocation of USD 20 million to the Kakuma–Kalobeyei Challenge Fund to provide investment capital for refugee and host community entrepreneurs.

In Rwanda, the Government and UNHCR have jointly finalized a detailed strategy for the economic inclusion of refugees with a focus on self- and wage-earning employment. ***Furthermore, there have been initiatives to expand the range of economic and income opportunities for refugees.*** The Jobs Compact programme in Ethiopia is offering potential greater access to formal labour for some refugees.

Whilst the policy and programmatic shifts seen in the first two years of CRRF application represent significant progress for refugee inclusion, and pave the way for greater refugee self-reliance, they also underline the importance of complementary policies to ensure stronger protection for refugee rights in order to ensure improvements for refugee wellbeing. Securing refugee status and documentation confirming rights to refugee protection as well as access to services is a central requirement of a more inclusive hosting environment.[53] ***Within some CRRF countries, lack of documentation or difficulties acquiring the correct permits have created barriers to inclusion and self-reliance.*** Delays in refugee registration, status determination proceedings and accessing identity documents all inhibit refugees' ability to access services and exercise basic rights.[54] Translating a more permissive legal environment into stronger mechanisms for providing documentation or permitting greater freedom of movement for refugees will necessarily require further progress by hosting states.

The impact of proposed reforms and initiatives will need to be closely monitored to understand the degree to which expedited documentation contributes to refugee employment and the quality of the employment available to refugees. As noted in the MIRPS, data in this area is weak, and much of the focus of the MIRPS is on improving information on refugees' participation and inclusion to inform policy making and interventions. With data weak on both informal economies and refugees' de facto participation in informal economies, assessing progress in this area will require ongoing detailed studies. As employment surveys do not routinely disaggregate to the level of refugees and migrants, conclusions on labour participation is largely based on incomplete data. Research does, however, demonstrate that migrant communities have a lower degree of participation in the formal economy.[55] For those seeking asylum, participation in the economy is assumed to primarily fall within the informal sectors, which can make providing legal protection to the terms on which refugees access the workforce difficult to enforce.

[50] See: World Bank (2017) *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts*, Washington, DC: World Bank. Available at: https://openknowledge.worldbank.org/handle/10986/25016 [accessed 21 April 2018].

[51] Sanghi, Apurva; Onder, Harun and Vemuru, Varalakshmi (2016) *"Yes" In My Backyard? The Economics of Refugees and their Social Dynamics in Kakuma, Kenya*, Washington, DC: World Bank Group. Available at: http://documents.worldbank.org/curated/en/308011482417763778/Yes-in-my-backyard-The-economics-of-refugees-and-their-social-dynamics-in-Kakuma-Kenya [accessed 24 May 2018].

[52] Samuel Hall (2016) *Comprehensive Market- Assessment for Kakuma- Refugee- Camp*", commissioned by DRC,AAH-I ,and UNHCR(Kenya). Available at http://samuelhall.org/wp-content/uploads/2016/07/Rapid-Market-Assessment-Value-Chain-Analyses-in-Kakuma-May-2016-FINAL.pdf [accessed 20 September 2018].

[53] See: Beston, C. (2017) *Putting Protection at the Heart of the New Global Compact*, Norwegian Refugee Council. Available at: https://www.nrc.no/globalassets/pdf/reports/nrc-refugee-perspectives-report_web.pdf [accessed 1 May 2018].

[54] Ibid.

[55] See: International Labour Organization (2017) *Labour Migration in Latin America and the Caribbean. Diagnosis, Strategy and ILO's Work in the Region*, Lima: ILO Regional Office for Latin America and the Caribbean. Available at: http://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/documents/publication/wcms_548185.pdf [accessed 10 May 2018].

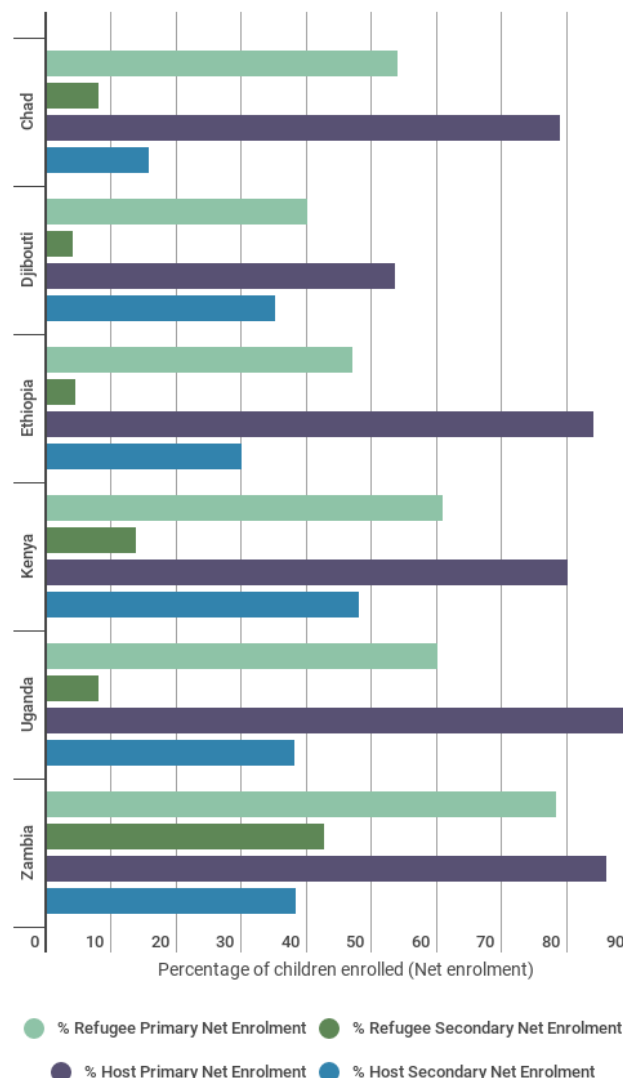## 5.6. Policies facilitating access to education

Refugees have legal access to education opportunities across the majority of CRRF countries, some of which have made steps towards greater inclusion of refugees into national systems.

Recognized refugees are legally entitled to access education in the public education system throughout MIRPS countries. *While there is legal access to education for refugees, in practice not all refugee children are able to attend school.* Entry requirements, which may include identity documentation that is expensive to acquire, language and syllabus variances, and entrance examinations can all create barriers for refugee children. The groups of most concern within the MIRPS countries are unaccompanied children and the children of asylum-seekers. Children in transit and without documentation are identified as being even more at risk of not accessing services including education. The MIRPS assumes that the legal right to access state services is necessary but insufficient as, in practice, further efforts are needed to ensure service provision.[56] For example, Panama has reduced documentation requirements so that admission is determined by taking a placement test to ascertain the appropriate grade of education rather than the submission of educational certificates from the country of origin, as previously required. Initiatives are underway in Costa Rica, which in 2018 issued guidelines on refugee inclusion to the public education system aimed at addressing barriers to education and promoting specific procedures for enrolment and recognition of refugees' previous studies.

Figure 2: Refugees and national education enrolment rates (Source: UNESCO and Government education data)

In general, refugee primary enrolment in CRRF countries in Africa has increased over the past decade; however, refugee enrolment rates at both the primary and secondary levels are significantly lower than the national averages in host countries (see Figure 2). Closing the gap will, as noted in the Djibouti Declaration, require greater investment in host government capacities. *In addition to the regional agreements on education in the Djibouti Declaration, good progress towards greater refugee inclusion and accessibility has been made in individual countries where the CRRF was applied.* Some countries have committed to increasing refugee enrolment as well moving away from parallel education structures. Since 2016, the following actions have been seen:

- *Chad*, which formally adopted the CRRF approach in September 2018, announced that 108 schools located in refugee camps and settlements have been declared as official Chadian schools, enabling refugees and Chadian students to access the same schools.

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[56] See MIRPS pages 19 and 110 *Comprehensive Regional Protection and Solutions Framework* 2017 Available at http://www.unhcr.org/5a73367518.pdf [accessed 5 June 2018].

- In *Ethiopia*, enrolment of refugee children has increased across all education levels, with an additional 35,863 children enrolled in primary school and a further 3,880 refugees enrolled in secondary school since 2017.
- *Djibouti* has begun to enact a policy of gradual inclusion with significant donor investment in education. In 2018, an additional USD 26 million was committed for the Education Action Plan that funds quality education for refugee and host communities through improving school infrastructure, training and investment in digital technology.
- Prior to formally applying the CRRF approach, in 2016 *Rwanda* made specific commitments to fully integrate all refugees at secondary school level and 50 per cent at primary school level by the end of 2017. The Rwandan Government reported that 83.4 per cent of their original target had been met as of June 2018.
- *Uganda* has a progressive legal framework that provides refugees access to national public schools and the same education services as Ugandan nationals. This is further reinforced through Uganda's Settlement Transformation Agenda (STA) approach. In 2018, a new national Education Response Plan (2018–2021) was adopted, potentially benefiting 675,000 children and adolescents from both refugee and host communities. While refugee enrolment rates still lag behind those of national averages, these efforts are poised to have a positive impact on refugee education.
- *Zambia* has a policy that allows all refugee children access to state school systems if they meet qualification criteria.

There are also synergies between the Girls Education Challenge approach in CRRF countries in Africa, which – through better central planning – is helping to incorporate refugees in development plans.

It is noted that these initiatives in the area of education will take time to realize their full impacts and will require ongoing support by refugee hosting states and effective resourcing. There is the potential for parallel systems to remain. For example, refugees in camps are educated predominately through a parallel system to government systems. Agreed policy shifts in education are accompanied by the generalized move from encampment policies, which should facilitate more coordinated education programme design and potentially greater possibility for co-sharing the same school environment. Moving towards an inclusive education model will depend on how quickly shifts from encampment towards more integrated communities occur, otherwise in practice parallel systems will continue to exist.

6. Progress Towards Objective 3: Expand Access to Third-Country Solutions

6.1. Summary

At the time of the New York Declaration, there was an aspiration that the gains of the past decade in expanding resettlement numbers and the number of countries offering resettlement would be further strengthened. *Analysis of available data from 2017 and 2018, though incomplete, indicates that the numbers of people resettled is slightly lower when compared to the preceding 10 years, even when excluding 2016 which saw a significantly higher number of persons resettled compared with previous and subsequent years.* In 2017, several key resettlement countries reduced their quotas, which other smaller programs were not able to cover the difference. We note there are two caveats to this analysis: (1) it does not include numbers of persons accessing third-country solutions through complementary pathways due to lack of data; and (2) commitments made since the NYD to increase resettlement numbers and/or those provided with third-country solutions will take more than one or two years to realize. Therefore, this analysis needs to take both caveats into account when examining the numbers resettled.

6.2. Context

The New York Declaration reaffirmed the importance of resettlement and complementary pathways for admission as third-country solutions, along with voluntary repatriation and local solutions. Member States have indicated their intent to "provide resettlement places and other legal pathways on a scale that would enable the annual resettlement needs identified by [UNHCR] to be met." Accordingly, States that had not yet established resettlement programmes were encouraged to do so; while those that had, were encouraged to expand the size of their programmes – with the intended outcome of ensuring that "Refugees have access to and opportunities for third-country solutions" (CRRF Objective 3 in the Global Dashboard, see Annex 1).

The analysis in this section draws from data on the number of refugees resettled and admitted through complementary pathways and looks at policy and programmatic shifts in these areas since the NYD. As UNHCR does not comprehensively capture data on the number of refugees gaining access to third countries through complementary pathways, only data on resettlement departures through UNHCR is included here, with reference to relevant progress in complementary pathways. Building on the commitments made by the international community in the New York Declaration to improve international cooperation to enable the systematic collection, sharing, and analysis of data related to the availability and use of resettlement and complementary pathways, OECD and UNHCR is undertaking a study on non-humanitarian entry and visa pathways granted to refugees in OECD destination countries for family, study or work purposes from 2010-2017. This report will assist in understanding the challenges that refugees may face in accessing complementary pathways and in the development of new policies and improving development programming for refugee protection and solutions by OECD countries. It is anticipated that with a stronger foundation of evidence related to the availability and use of complementary pathways, the establishment of predictable, sustainable and protection-sensitive systems will become realisable.

In the past decade, resettlement numbers have steadily increased and the number of resettlement countries expanded (see Figure 3). The period 2012 through 2016 saw a year-on -year increase in the number of individuals resettled globally, with 2016 an outlier year when resettlement departures increased significantly over the preceding year. In 2017, the number of UNHCR-assisted departures was noted as 65,109, close to 50 per cent of the preceding year. Given that 2016 might be considered an outlier, the analysis considered the 2017 resettlement numbers against the preceding 10 years, noting that there is still a slight downward shift.

Figure 3: Global and CRRF resettlement trends 2005–2017 (Source: UNHCR)
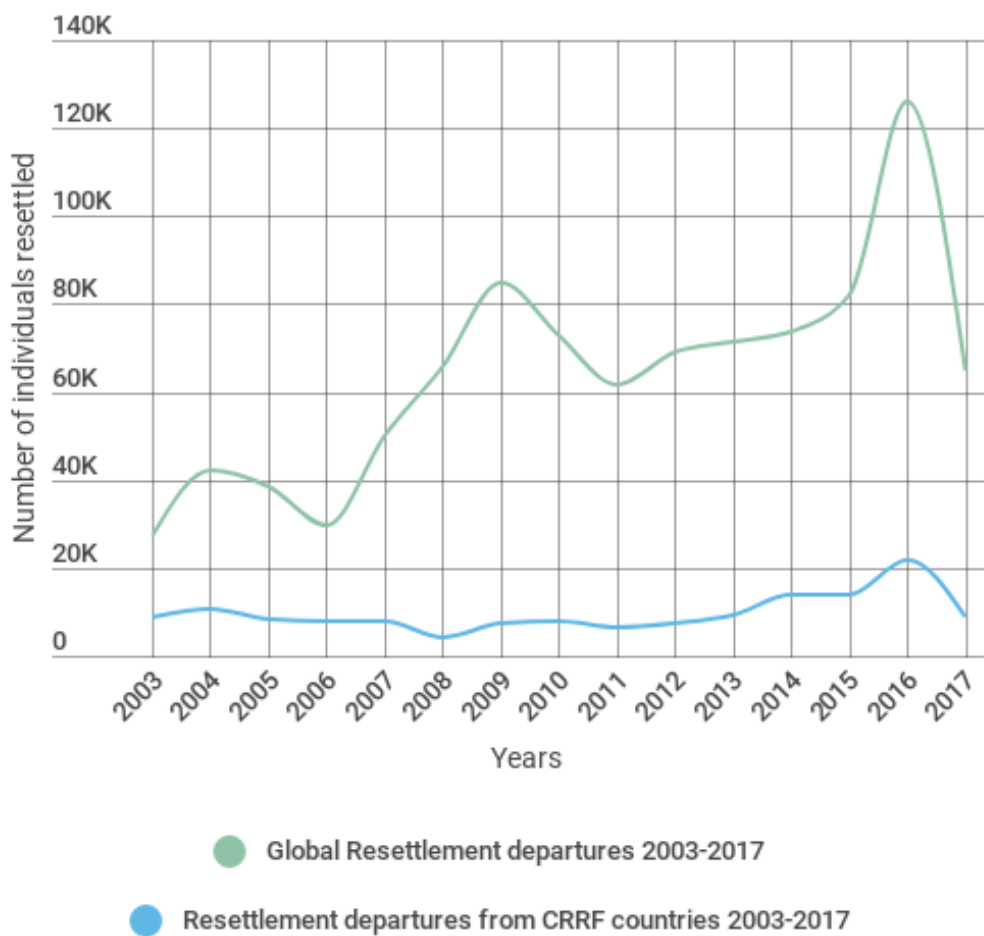
Provisional estimates for the period January–July 2018, when 30,401 individuals were resettled, suggest that resettlement numbers for 2018 are likely to remain similar to those of 2017 if the current trend continues. As Figure 3 shows, resettlement from CRRF countries gradually increased from 2008 until 2016, with a dip in 2017 when resettlement departures decreased. The top five countries of destination accounted for over two thirds of resettlement places in 2017.

By isolating resettlement patterns for Europe, the analysis notes that there has been some progress towards greater responsibility sharing – as the number of traditional resettlement states have expanded or are expanding the numbers they resettle. In 2017 in particular, 25 European countries resettled approximately 26,400 refugees, up from 17,100 resettled by 23 European countries in 2016. Between January and July 2018, European countries accepted 15,113 individuals, with 13,192 resettled in by European Union (EU) Member States.[57]

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[57] UNHCR is source of the data on resettlement departures. According to Eurostat, about 27,400 refugees arrived in the EU, Iceland, Norway and Switzerland in 2017. The latter includes non-UNHCR resettlement submissions.

6.3. Global policy progress towards enhanced access to resettlement and third-country solutions

UNHCR and others continue to advocate for and work with Member States to ensure a larger and more diverse set of countries support resettlement opportunities. ***Since September 2016, a number of initiatives have been put in place to support the CRRF's objective to increase both the number of participating resettlement states and the number of spaces they make available.*** These include:

- The European Commission announced a new resettlement scheme designating spaces for at least 50,000 refugees in 2018–2019, which will represent an increase in Europe's resettlement places.[58]
- The pool of states with resettlement capacity is gradually expanding. The Emerging Resettlement Country Mechanism (ERCM) provided technical assistance and other capacity-building support to three countries in Latin America. It has also contributed to support the expansion of community-based sponsorship programmes in two European countries. Uruguay extended its solidarity resettlement programme to include northern Central America.
- In South America, regional responsibility sharing has been consolidated. Argentina and Brazil expressed a commitment to participate in resettlements from MIRPS States with Uruguay becoming the first country in South America to receive four families from northern Central America through the Protection Transfer Arrangement (PTA; see below) in November 2017.[59] In addition, through the PTA mechanism a further 1,000 individuals from Central America and Mexico could benefit from third-country resettlement per year. Recently, Australia and Canada joined the USA in resettling high-risk cases through the PTA.
- In 2016 and 2017, there was an increase in the use of private and community-based sponsorship; Canada's private sponsorship scheme continues to exceed the Government-Assisted Refugee Program.[60] Moreover, through the Global Refugee Sponsorship Initiative, the expansion of private and community-based sponsorships in other countries has been actively pursued.[61] The sponsored resettlement model has been increasingly used by states as a mechanism to grow resettlement programmes. For example, community-based sponsorship programmes in the UK and Ireland have been established based on the sponsored resettlement model as a means to offer solutions to vulnerable refugees.
- Specific to CRRF countries along the Mediterranean route, UNHCR, as part of the Core Group for Enhanced Resettlement and Complementary Pathways, asked Member States to prioritize 40,000 resettlement places along the Central Mediterranean route. The emphasis on the Central Mediterranean route includes Djibouti, Kenya and Ethiopia as part of the 15 countries prioritized.

Further progress on complementary pathways was made since the adoption of the New York Declaration:

- Between 2016 and 2017, approximately 1,000 individuals arrived through the humanitarian corridor to Italy from Libya.
- In 2017, the first cohort of Syrian refugees was accepted into Japanese universities as part of the Japanese Initiative for the future of Syrian Refugees to complete a master's degree. The program aims

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[58] European Commission (September 2017) *State of the Union 2017 – Commission Presents Next Steps Towards a Stronger, More Effective and Fairer EU Migration and Asylum Policy*, press release. Available at: http://europa.eu/rapid/press-release_IP-17-3406_en.htm [accessed 15 March 2018].
[59] UNHCR *(*5 March 2018*) Executive Committee of the High Commissioner's Programme – Update on UNHCR's operations in the Americas*, Standing Committee 71st Meeting, Geneva. Available at: http://www.unhcr.org/5a9fdd147.pdf [accessed 20 April 2018].
[60] For a fuller analysis of Canada's refugee admission see: Government of Canada (1 November 2017) *Notice – Supplementary Information 2018–2020 Immigration Levels Plan*. Available at: https://www.canada.ca/en/immigration-refugees-citizenship/news/notices/supplementary-immigration-levels-2018.html [accessed 4 May 2018].
[61] Fratzke. F. (2017) *Engaging Communities in Refugee Protection*, Washington, DC: Migration Policy Institute. Available at: https://www.migrationpolicy.org/research/engaging-communities-refugee-protection-potential-private-sponsorship-europe [accessed 15 May 2018].

to benefit in total 100 students over the next 5 years. The selection of the second cohort has taken place in 2018.

- With the support of the civil society and UNHCR, 25 Syrian refugees from Lebanon arrived to France in 2017 to undertake undergraduate studies at the Universities of Toulouse and Montpellier under a scholarship scheme.
- Canada is initiating a pilot project with the support of UNHCR to provide labour mobility opportunities for refugees living in Kenya through its Economic Migration Program.
- In 2017, UNHCR in Rwanda processed exit permits for 68 individuals accepted under complementary admission pathways to Australia (5), Canada (41) and the USA (21). In 2018, 19 exit permits for refugees were accepted for complementary pathways to Canada and one exit permit has been processed for a USA Green Card Lotto winner.
- In May 2017, a new partnership was established with the United World Colleges to expand secondary education for refugee students in third countries. 47 refugee students were selected in 2017 to undertake the International Baccalaureate in one of the UWC schools worldwide, as part of the *UWC Refugee Initiative.*
- With the support of UNHCR, the NGO partner Talent Beyond Boundaries has established a database of refugee talent aimed at facilitating labour mobility in third countries, with more than 9,000 refugees and 200 professions registered since 2017.
- UNHCR and OECD is undertaking a study on non-humanitarian, safe and regulated entry and visa pathways used by refuges in OECD countries, the preliminary findings of which were presented in 2017. The report will support the analysis of data and assist in the development of guidance on complementary pathways and improve development programing for refugee protection and solutions by OECD countries.
- The adoption of the African Union Protocol on Free Movement of Persons, Right of Residence and Right of Establishent in January 2018 provides an opportunity in allowing free movement of refugees and refugees' access to third-country solutions in the region.
- The Emerging Resettlement Countries Joint Mechanism (ERCM) was launched at the Leader's Summit on Refugees in 2016 with the aim to facilitate strategic support and capacity building efforts for the development of robust and sustainable resettlement programs in new resettlement countries. Argentina, Chile and Brazil are currently benefiting from such mechanisms and further expansion to other countries is being examined. Under its Special Humanitarian Visa Program, more than 500 Syrians arrived to Argentina assisted through the ERCM, where refugees are granted residence permits, have access to work and education, can apply for asylum and for citizenship after two years of residence in the country. Brazil continues to work in order to adapt its legal framework to received refuges as part of its humanitarian visa program and Chile has received to date 66 refugees.

Despite significant achievements, a number of barriers and challenges faced by refugees in accessing complementary pathways remain. These include, for instance, the inability of refugees to obtain required exit permits, entry visas or travel documents, the absence of adequate protection safeguards and strict eligibility criteria that do not take into account refugees' specific situations. These constrain refugees from seizing education or labour mobility opportunities that will support future solutions.

6.4. Resettlement trends from countries applying the CRRF

Resettlement from northern Central America remains modest, with strong potential for expansion. The number of resettlement departures in 2017 and 2018 remained consistent with prior years. The relatively low numbers of resettlement from Central American countries reflects several factors, including: the fluid nature of displacement, the mixed migration context, the perception that the region is more able to absorb refugee populations, and the low number of refugees in comparison to the size of the overall population. The

low number of resettlements from the region needs to be examined in the years going forward against increasing numbers of asylum applications from the region (294,000 asylum-seekers and registered refugees in 2017 in countries applying the MIRPS).

The Protection Transfer Arrangement (PTA) is a mechanism in Central America that identifies individuals at high risk in countries of origin and provides them with safe and legal access to a durable solution in a resettlement country, via a country of transit. Ideally, the PTA has a capacity to accommodate 200 persons at any given time. It is also a regional mechanism for responsibility sharing, and the MIRPS encourages cooperating States to participate in the PTA. Launched as a pilot in 2016, a total of 221 individuals were provided safe third-country access to four participating states (Australia, Canada, USA and Uruguay).

Echoing the trend in global numbers, the number of refugees resettled from African CRRF countries shows a decline in 2017. Of these CRRF countries, Uganda, Kenya and Ethiopia have the highest number of resettled refugees departing over the past 10 years, with the most likely countries of resettlement historically being Canada and the USA. January–July 2018 data reveal that 3,710 refugees resettled from the African CRRF countries including Chad and Rwanda, marginally below rates seen in 2017.

Figure 4: Resettlement departure data by top seven CRRF countries (Source: UNHCR RSQ)
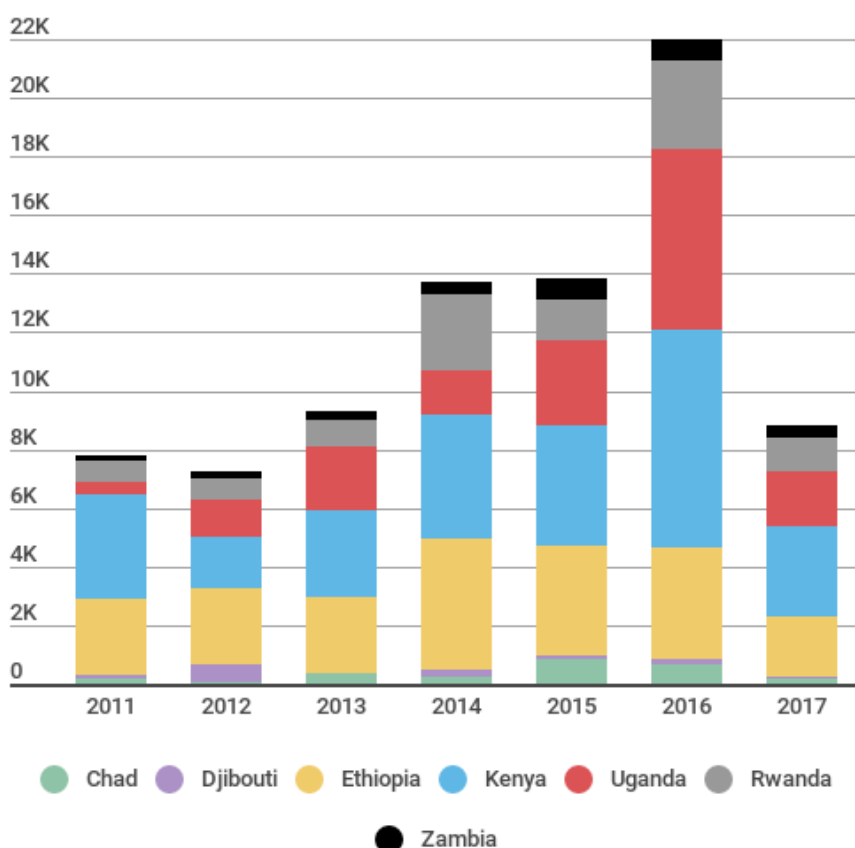
Ten resettlement states received refugees resettled from African CRRF countries in 2017 (see Table 8). The USA remained the global leader in resettlement for refugees from African CRRF countries in 2017, and has accepted 2015 of the estimated 3,710 refugees resettled from these countries between January and July 2018.

Table 8: Resettlement countries receiving refugees from CRRF countries, by refugee departures (Source: UNHCR)[62]

	2011	2012	2013	2014	2015	2016	2017
Argentina	16						
Australia	372	261	443	328	649	779	589
Belgium			2				118
Brazil	3						
Canada	630	323	933	772	678	906	1,307
Chile	12	3					
Denmark	100	26	53	149	281	27	
Finland	58	258	59	145	105	116	51
France	8	29	18	22	18	12	51
Iceland				2			
Ireland		6	3			2	
Netherlands	81	31	106	97	8	77	
New Zealand	12	6	4		4	5	11
Norway	82	41	373	149	237	3	45
Portugal			3				
Romania				4			
Sweden	549	268	545	466	556	623	738
Switzerland		11					
United Kingdom	323	460	260	283	308	267	254
United States of America	5,681	6,661	7,223	12,117	12,053	21,348	6,975
Uruguay		2					

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[62] Departure figures reported by UNHCR may not match resettlement statistics published by States, as Government figures may include submissions received outside of UNHCR resettlement processes.

7. Progress Towards Objective 4: Support Conditions in Countries of Origin for Return in Safety and Dignity

7.1. Summary

Member States have continued to support improving conditions in countries of origin to facilitate refugees to return in safety and dignity, with MIRPS countries and IGAD member States prioritizing countries of origin at a regional level. However, there have been limited voluntary returns since the adoption of the New York Declaration, reflecting the challenging environment for peacebuilding and the long-term engagement required to affect change in countries of origin.

7.2. Context

The New York Declaration recognizes that voluntary repatriation remains the preferred durable solution for refugees.[63] This is reflected in the Global Dashboard as "Refugees are voluntarily returning to their countries of origin in safety and dignity from CRRF countries and within CRRF situations" (CRRF Objective 4, see Annex 1). To this effect, Member States pledged to support the regions and countries of origin by investing and supporting in fostering conditions that could offer the opportunity of safe and dignified voluntary returns. The successful realisation of objective four is dependent on diverse efforts of many stakeholders, including the Secretary General's *Prevention Agenda*, Member States' commitments to supporting peace building efforts , and negotiations to end armed conflict. Attributing progress to a single actor or set of factors under this objective is thus challenging. Instead this report assesses progress towards Objective 4 by examining relevant policy developments in countries of origin – most significantly, Afghanistan and Somalia – as well as analysing trends of refugee returns. The volume of returnees within CRRF situations is outlined in two cohorts: refugees leaving any country of asylum and returning to their CRRF country of origin (Figure 7), and refugees leaving a CRRF country and returning to their country of origin (Figure 8).

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[63] See also UNHCR Handbook on Voluntary Repatriation: International Protection (2016), available at:
https://www.unhcr.org/publications/legal/3bfe68d32/handbook-voluntary-repatriation-international-protection.html
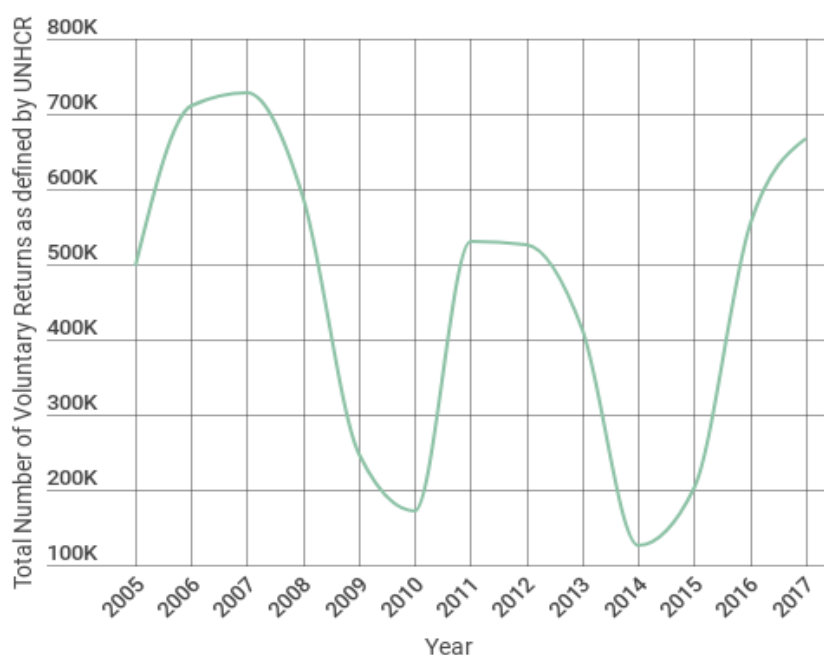
Global and regional data demonstrate the cyclical nature of voluntary returns, with periods of high voluntary returns followed by periods of lower returns. Global trends (Figure 5) show an increasing number of voluntary returns in the last three years – much of which can be attributed to returns within the Pakistan/Afghanistan context. The 2017 global rate of returns (667,400) has not kept up with the pace of displacement, and UNHCR has expressed concern regarding the voluntary nature of some the returns, and the conditions displaced people face upon return. Estimated voluntary returns according to mid-year data for 2018 similarly suggest that the pace of displacement exceeds refugee voluntary returns globally and within CRRF country contexts.

7.3. Policy developments

There are overarching agreements relevant across CRRF countries under this outcome. Both the MIRPS and the Nairobi Declaration outline a plan for regional strengthening and ensuring refugee sending states' recovery is supported.

The Afghanistan situation

Since its inception in 2012, the Solutions Strategy for Afghan Refugees (SSAR) has helped to address the needs of some 660,000 Afghan returnees and their communities of settlement. Through long-established tripartite frameworks with Afghanistan and neighbouring countries of asylum, UNHCR works to ensure the voluntariness of return in conditions of safety and dignity. It is acknowledged that the 2016 surge in refugee returns from Pakistan reflected complex sub - regional geopolitical factors, prompting many refugees to make the decision to return to Afghanistan in adverse conditions. In 2017, some 58,800 refugees, mostly from Pakistan, returned to Afghanistan. Following Afghanistan's notification of their application of the CRRF in July 2018, work is underway to support the Government of Afghanistan to address the needs of returning refugees. Specifically, the SSAR has been revised and updated to ensure coherence with the CRRF, with the potential that CRRF can increase the profile and effectiveness of the SSAR.

The Somalia situation

After more than two decades of conflict, a federal government was established in Mogadishu in 2012. A combination of instability and climate-induced displacement has created challenging conditions for refugee returns. The African Union and IGAD have been central to efforts to rebuild the Somali State; this includes the presence of the African Union Mission in Somalia (AMISOM) and significant investment in Somalia by international actors focused on state and institution building. In 2017, support to Somalia was reaffirmed in the Nairobi Declaration, and it remains a regional priority.[64]

The Nairobi Declaration and accompanying Plan of Action extends previous development and humanitarian response initiatives by putting greater emphasis on a development approach to voluntary returnees and acknowledging the commitment of IGAD member States to a comprehensive regional approach.[65] Reaffirming the 2014 Addis Ababa Commitment Towards Somali Refugees,[66] IGAD member States commit to a "whole of society" approach – and explicitly align IGAD's posture on Somalia with the New York Declaration.

Simultaneously, Somalia's National Development Plan 2017–2019, [67] [68] analyses and incorporates the needs of returnees and other at-risk categories. This includes integrating returnees into the economy, as well as the need for infrastructure investment such as housing. Additionally, the plan notes that in order to facilitate durable voluntary returns, improvements in opportunities and access to services as well as safety is required.

The Somalia National Development Plan is underpinned by the Durable Solutions Initiative (DSI), established in 2017. Led by the Government, the DSI is aligned to the National Development Plan and aims to design, fund and implement durable solutions in Somalia. Linked to the CRRF and Nairobi Declaration, the DSI was developed in collaboration with the United Nations, World Bank and national

Figure 6: Somalia National Development Plan budget by pillar (USD million)

and international NGOs, and pulls together humanitarian, development, peacebuilding and state-building partners under the leadership of government authorities to work across sectors in an area-based approach.

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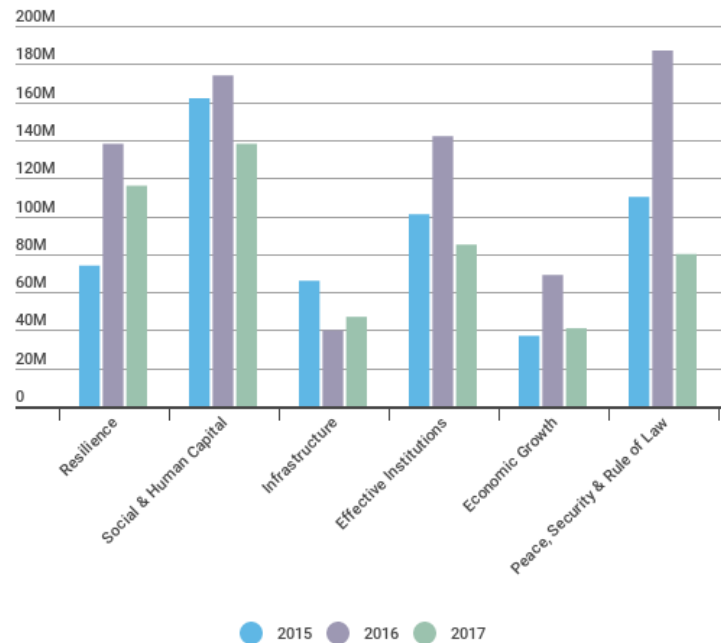
[64] The Somali economy is sustained by donors' grants, remittances, and foreign direct investment mostly by the Somali diaspora. Since 2013, the donor community has given over USD 4.5 billion in humanitarian and developmental grants.
[65] IGAD (25 March 2017) *Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia*. Available at: http://www.refworld.org/docid/5971c7cf4.html [accessed 11 June 2018].
[66] UNHCR (20 August 2014) *Addis Ababa Commitment Towards Somali Refugees*. Available at: http://www.refworld.org/docid/5600f1804.html [accessed 11 June 2018].
[67] Federal Government of Somalia (2016) *National Development Plan 2017–2019*. Available at: http://earlyrecovery.global/sites/default/files/case-studies/documents/somalia-national-development-plan-2017-2019.pdf [accessed 20 May 2018].
[68] Federal Government of Somalia (April 2017) *Aid Flows into Somalia – Analysis of Aid Flow Data,* Aid Coordination Unit Office of Prime Minister Federal Republic of Somalia. Available at: https://reliefweb.int/sites/reliefweb.int/files/resources/Aid%20Flows%20Booklet%20-%202017.pdf [accessed 15 May 2018].

The MIRPS commits participating countries to investment in countries of origin and a collective responsibility towards addressing the drivers of forced displacement in the region. For example in the area of security sector reform, Honduras has accepted assistance from bilateral and multilateral partners, including the United Nations, the USA, and the EU. A dedicated directorate for the protection and attention of IDPs was initiated in 2018, sitting in the Human Rights Ministry.

In addition, the USA has provided equipment, funds and training to judicial and police officials in Honduras. Security sector reform, as part of Honduras' commitment to strengthening access to justice and improved policing, is set out in a series of national plans including: Plan for a Better Life 2014–2018 and the National Plan 2010–2022.

7.4. Returnee trends from countries applying the CRRF

Historical trends indicate that of the CRRF countries, Afghanistan was the destination of most of the returns over the past five years, peaking at over 380,000 in 2016, with the majority of the returns departing Pakistan. Following 2016, there has been a sharp decline in returns as demonstrated in Figure 7. Extrapolating from 2018 mid-year data, there were an estimated 10,225 returns in the first half of 2018.

Figure 7: Number refugees returning from their country of asylum to their country of origin (Source: UNHCR)
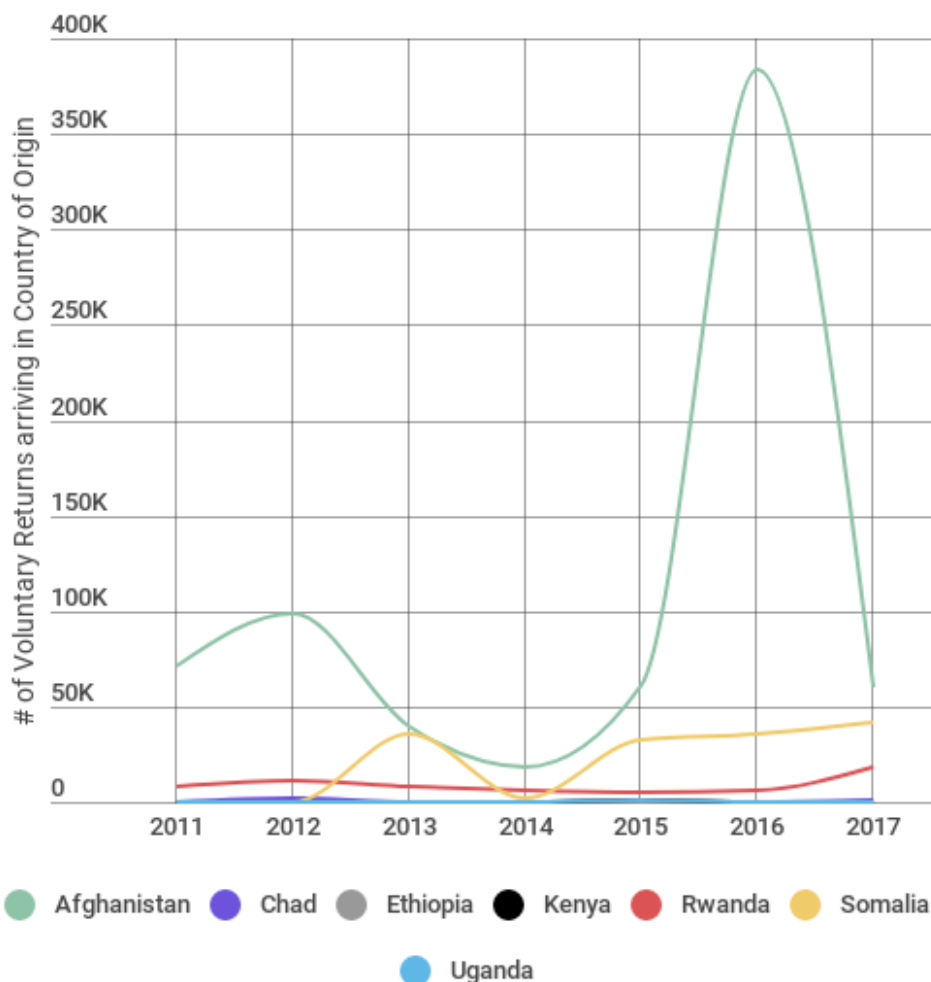
In CRRF countries in Africa, the majority of returns have occurred within the Somali situation and between Chad and bordering countries. The majority of the returns to Somalia have occurred from Kenya, with a significant number of returns to Somalia from Yemen. This extends the pattern of returns from Kenya to Somalia as the primary pathway of returns in the Somali situation – with a gradual increase since 2015

numbers. Figure 8 demonstrates the degree to which Somalis have elected to return to Somalia since 2015, although 2018 patterns point towards a decrease in departures. Extrapolating from early 2018 data, 6,932 voluntary returns occurred to Somalia, a decline compared to 2017, when over 40,000 voluntary returns were facilitated.[69]

Returns to Somalia have to be placed in the context of ongoing displacement in Somalia in 2017, with an estimated 1,062,000 Somalis displaced in that year.[70]

Prior to joining the CRRF process, there were a high number of returns departing Chad for their country of origin including Niger, Nigeria and Sudan. Although these numbers reduced in 2017 and 2018 there are plans in place for resuming voluntary returns following the signing of the Tripartite Voluntary Repatriation Agreement in May 2017 between the Governments of Sudan and Chad, and UNHCR.

Figure 8: Number of refugees departing CRRF country of asylum for country of origin (Source: UNHCR)
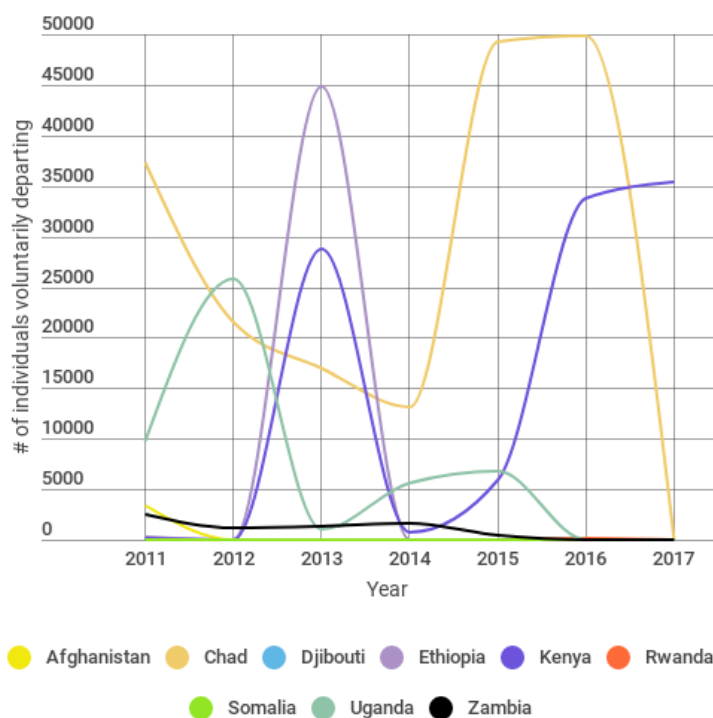
Pertinent to the Americas, a focus on voluntary returns does not adequately capture the transitory and circular nature of movement in Central America. The number of voluntary returns within the Central American region is thus, as expected, low. In contrast, it is estimated that over the past five years there have been over 1 million forcible returns to and within the region.[71] The majority of these deportations were from Mexico and the USA to Honduras, El Salvador and Guatemala.[72]

While the voluntary returns data show numbers are low, the overall pattern of returns is significant. Countries participating in the MIRPS approach note that significant investment in the country of origin is required to ensure the high volume of returns are able to be effectively streamed into State service provision, and that countries of origin meet minimum standards for safety and protection. In addition, UNHCR and partners are working in countries of origin in Central America in the area of community protection and, together with development partners, to support initiatives that strengthen justice and security institutions so as to foster conditions for a voluntary return.

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[69] UNHCR Somalia, *Somalia Refugee, Asylum Seekers and Returnees at 30 June 2018.* Available at: https://reliefweb.int/sites/reliefweb.int/files/resources/64917.pdf [accessed 4 September 2018].
[70] UNHCR Somalia (November 2017) *Fact Sheet (1–31st October 2017).* Available at: https://data2.unhcr.org/ar/documents/download/60776 [accessed 4 May 2018].
[71] Masferrer, C.; García-Guerrero, V. and Giorguli-Sauced, S. (7 March 2018) *Connecting the Dots: Emerging Migration Trends and Policy Questions in North and Central*, Washington, DC: Migration Policy Institute. Available at: https://www.migrationpolicy.org/article/connecting-dots-emerging-migration-trends-and-policy-questions-north-and-central-america [accessed 16 November 2018].
[72] Batalova. J.; Shymonya, A. and Mittelstadt, M. (2018) *Immigration Data Matters*, Washington, DC: Migration Policy Institute. Available at: https://www.migrationpolicy.org/research/immigration-data-matters [accessed 16 November 2018].

As investment in peacebuilding and regional approaches to forced displacement are time intensive, current numbers serve more as baseline indicators rather than a full reflection on the efforts made in 2017.

8. Analysis: Reflections on the Application of the CRRF

8.1. Context

Hailed as a "minor miracle",[73] the New York Declaration for Refugees and Migrants and its accompanying annexes set out a new commitment for how Member States approach and respond to large movements of refugees and migrants. When adopting the New York Declaration, which called for a global compact on refugees and a global compact for safe, orderly and regular migration, Member States recognized the challenges and opportunities for more sustainable approaches to migration and forced displacement. The Comprehensive Refugee Response Framework (CRRF) approach, set out in Annex I of the New York Declaration, endorses greater responsibility sharing; improved support for refugee hosting communities and countries; a drive for more opportunities for refugee inclusion; and improved durable solutions pathways – summarized in the four objectives of the CRRF.[74]

Underpinning the New York Declaration and the CRRF is the central role played by Member States and their duties in meeting protection commitments to refugees.[75] Within some protracted settings, UNHCR and other humanitarian organizations have moved beyond immediate service provision during periods of high influxes to playing the primary role in refugee service provision and coordination – with the role of states limited to admission and recognition, and provision of security.[76] This has resulted in countries less equipped to cope with large refugee influxes[77] relying on humanitarian agencies to deliver key services in parallel to the state. The CRRF re-emphasizes the role of refugee hosting states in responding to refugee influxes. Accompanying this is an emphasis not only on ensuring that sufficient financing is in place to provide services for refugees through humanitarian partners, but that financing is deployed to support states and their national priorities as they re-orient policies and potentially expand services. Working with hosting states to include refugees into government systems and planning has therefore been a prominent component of the CRRF approach. Since 2016, different iterations of the CRRF approach have emerged as it has been applied in a range of contexts. The analysis in this section summarizes common themes across the experience of applying the CRRF approach in these different contexts.

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[73] Turk. V. (18 November 2016) **"**A Minor Miracle: A New Global Compact on Refugees", Address at the Andrew & Renata Kaldor Centre for International Refugee Law, University of New South Wales, Sydney. Available at: http://www.unhcr.org/583404887 [accessed 4 September 2018].

[74] UN General Assembly, *New York Declaration for Refugees and Migrants*, Resolution/adopted by the General Assembly, 3 October 2016, A/RES/71/1. Available at: http://www.refworld.org/docid/57ceb74a4.html [accessed 24 May 2018].

[75] UNHCR (2016) *Conclusion of the Executive Committee on International Cooperation from a Protection and Solutions Perspective No. 112 (LXVII) 2016*, 6 October 2016, No. 112 (LXVII). Available at: http://www.refworld.org/docid/57f7b5f74.html [accessed 2 October 2018].

[76] See for example: Slaughter, Amy and Crisp, Jeff (2009) *A Surrogate State? The Role of UNHCR in Protracted Refugee Situations*, UNHCR New Issues in Refugee Research No. 168. Available at: http://www.unhcr.org/research/working/4981cb432/surrogate-state-role-unhcr-protracted-refugee-situations-amy-slaughter.html [accessed 24 May 2018].

[77] UNHCR (2017) *Global Trends in Forced Displacement in 2017*. Available at: http://www.unhcr.org/statistics/unhcrstats/5b27be547/unhcr-global-trends-2017.html [accessed 2 October 2018].
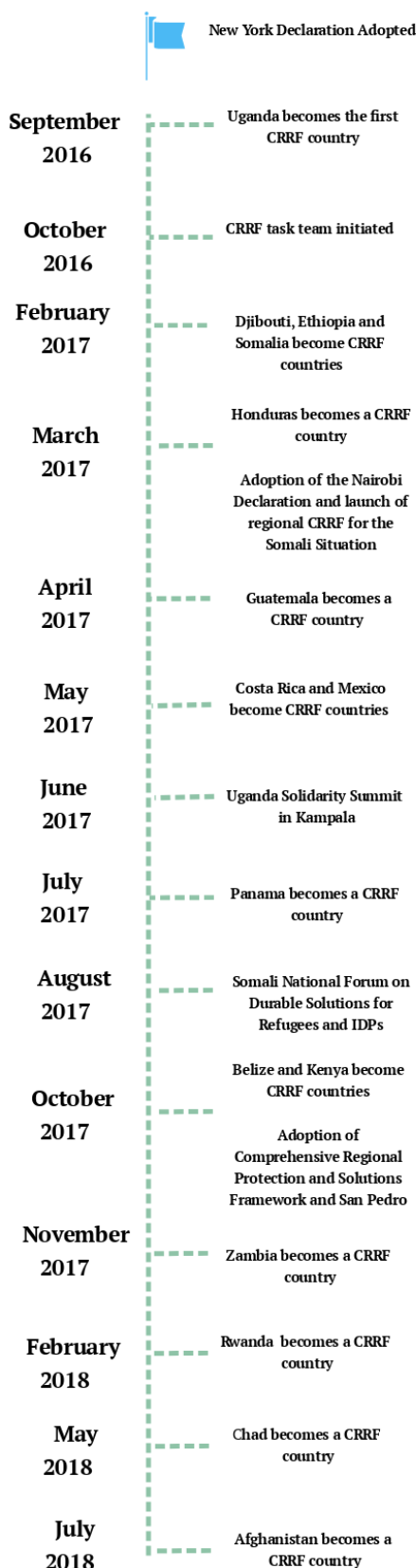
8.2. Emerging lessons

8.2.1. Facilitating national ownership and building consensus

Key to the success of CRRF adoption is national ownership and leadership. As outlined in the Central America case study MIRPS States have shown strong leadership, building on and extending pre-existing regional agreements. Equally, much of the success and momentum of the application of the CRRF in Uganda, as noted in the Uganda case study, has been driven by the country's ownership of the CRRF through a high-level Steering Group within the Government of Uganda.

But what drives such national ownership and leadership?

- One lesson learned from the practical application in many countries is ***the importance of building trust and aligning interests across various stakeholders***. UNHCR staff share that the value of making and nurturing relationships as a neutral player is key in the brokering and facilitating role that UNHCR might play, and helps not only to align the interests of various actors, but also to overcome potential institutional and administrative barriers. UNHCR staff have reflected on instances where individuals have forged relationships at a sufficiently senior level with government actors and with other humanitarian and development partners, and also where complex negotiations have been concluded smoothly.

- Second is ***the importance of bringing together a "big tent" of support***. Moreover, even if historically there has been friction between various agencies and departments, where key individuals are able to build strong working relationships, in areas where there is a lack of agreement, work on other pathways can be continued and compromises found. Such efforts have brought together a broad range of actors – both humanitarian and development – under the same policy umbrella, driving greater coherence and momentum for CRRF approaches.

- Third, ***open communication channels and a better recognition of the specific political landscape and structural constraints have allowed for a more astute and nuanced appreciation of government processes and the horizon of possible changes, as well as the time frame required to achieve these changes.*** Given the ambitious nature of the New York Declaration and the Global Compact on Refugees, gradually moving towards codifying and institutionalizing the agreements in these

CRRF Timeline

New York Declaration Adopted

September 2016	Uganda becomes the first CRRF country
October 2016	CRRF task team initiated
February 2017	Djibouti, Ethiopia and Somalia become CRRF countries
March 2017	Honduras becomes a CRRF country
	Adoption of the Nairobi Declaration and launch of regional CRRF for the Somali Situation
April 2017	Guatemala becomes a CRRF country
May 2017	Costa Rica and Mexico become CRRF countries
June 2017	Uganda Solidarity Summit in Kampala
July 2017	Panama becomes a CRRF country
August 2017	Somali National Forum on Durable Solutions for Refugees and IDPs
October 2017	Belize and Kenya become CRRF countries
	Adoption of Comprehensive Regional Protection and Solutions Framework and San Pedro
November 2017	Zambia becomes a CRRF country
February 2018	Rwanda becomes a CRRF country
May 2018	Chad becomes a CRRF country
July 2018	Afghanistan becomes a CRRF country

documents will depend on careful leveraging of the trust between governments and humanitarian and development counterparts.

- Fourth, ***the CRRF has been useful for both humanitarian and development actors, and provided a structure and the space for conversations between UN agencies, donors, government stakeholders and NGOs to achieve collective outcomes for refugees.*** The CRRF can also create the right forum for various actors to align to and support government initiatives: in the examples of both Ethiopia and Uganda, the use of Secretariats as a fora has facilitated government agencies to work more coherently across line ministries and with multiple humanitarian and development partners. Across 12 of the 15 CRRF countries, the CRRF approach has resulted in the participation of over 71 line ministries and a further 58 other government partners including local government.

- Fifth, ***in facilitating government or other better placed actors to take on streams of work, there may be a need to persuade actors to modify approaches.*** To a certain extent, this continues to depend on the trust between key individuals within each institution. In the future, UNDAFs may provide an entry point for such cross-agency planning. However, there continues to be a lag period between the aspirations for UNDAFs and the practical decision making within country offices and, hence, forging successful relationships with government partners and across agencies continues to be the most important driver for a culture of collaboration at multiple levels.

- Finally, ***although there are clear benefits to the current networks that exist in countries where the CRRF approach has been applied, it is essential to institutionalize these relationships.*** Country operations note that turnover and rotation of staff in development and humanitarian agencies, as well as government counterparts, can disrupt continuity with CRRF application, often requiring continuous re-establishment of partnerships. By developing and agreeing strategies with specific commitments and detailed analysis such as the Uganda and Ethiopia CRRF Roadmaps, or the commitments outlined by States in the MIRPS and the drafting of government plans for refugees such as the Education Response Plan in Uganda, the need for longer-term planning and improved clarity on the expectation of stakeholders is demonstrated.

Country	Roadmap in place	Facilitation mechanism
Djibouti	National Action Plan was validated in December 2017.	Steering Committee that meets monthly, with the Office National d'Assistance aux Réfugiés et aux Sinistrés (ONARS) which sits under the Ministry of the Interior as the primary Government stakeholder.
Ethiopia	Validated in November 2017.	National Steering Committee, supported by a National Coordination Office established in January 2018 that meets monthly, with the Administration for Refugees and Returnees Affairs (ARRA) as the primary Government stakeholder.
Kenya	Under draft.	The Government's Refugee Affairs Secretariat is the main interlocutor and in-country national and regional technical working groups.
Somalia	Nairobi Declaration and Plan of Action; and Somalia's 2017–2019 National Development Plan.	Government of Somalia and in-country working groups.
Uganda	Endorsed in January 2018.	High-level, Government-led Steering Group, chaired by the Office of the Prime Minister (OPM) and the Ministry of Local Government, supported by OPM CRRF Secretariat which provides technical assistance.
Zambia	Under development.	Formal facilitation mechanism still under development. However, Inter-ministerial committee for the Democratic Republic of Congo refugee emergency is a key stakeholder.
MIRPS States	MIRPS document, Brazil Plan of Action, San Jose Action Statement National Action Plans including State commitments were validated in October 2017.	National level coordination mechanism with oversight by the OAS and individual country chapters and coordination mechanism that tie into commitments laid out in the MIRPS.

8.2.2. Integrating into government planning and policy making processes

UNHCR staff working on the application of the CRRF have referenced the importance of taking a longitudinal view when thinking about changes and impact. On the one hand, humanitarian actors need to have the capacities for rapid response and delivery; on the other hand, working with governments to reach affected populations requires a focus on the longer-term and commitment to work with government counterparts over an extended period.

In particular, the experience from CRRF countries has confirmed the value of:

1. ***Recognizing that governments have pre-established cycles and formal mechanisms for consultations, approval and planning.*** Even though reforms may be slower, respecting due process is an essential part of working with governments. This includes understanding that policies or approaches agreed in principle may have to wait until the following annual budgetary cycle for inclusion, or that mainstreaming refugees into formal consultations may need to wait until the planning phase of the next national development cycle.

2. ***In contentious policy areas, although initial progress may be limited, opportunities for further progress may open up in the future.*** Engaging over longer periods of time and demonstrating the economic and social value to host communities and refugees of more inclusive approaches may create future space for negotiations and agreements.

3. ***Effectively understanding the structure of government, and the different time periods required to institute new ways of working.*** In some contexts, ensuring municipal and local government participation and ownership may be as indispensable as engaging central government. The innovative approaches in Kalobeyei for example (see Section 5.6.1), resulted from close local and national consultations.

Furthermore, as relationships with development actors deepen, there has been an emerging understanding that development cycles may be longer and the full impacts may not be visible until project completion. Development projects that have large infrastructural components, support economic growth or work to strengthen state capacities may take years to produce the expected social and economic dividends.

8.2.3. Financing the CRRF

Experience from colleagues working on the application of the CRRF have noted substantive changes in the approach of some donor states. These include donors taking a longer perspective on displacement, a greater focus on livelihoods, and an appetite to work across host and refugee communities – ensuring the development gains are shared across both communities. The experience of some CRRF countries demonstrates the value of early engagement with donors, recalling that for donors to adjust strategies and priorities in line with the CRRF, they too may be subject to authorization and due process. Early engagement with governments and providers of concessional finance to ensure coherent messaging and the mainstreaming of protection considerations into project choices and designs is noted as a positive development. Two further areas have been highlighted by CRRF countries:

1. ***The need for further flexibility and predictability in funding mechanisms:*** Some states participating in the CRRF have observed the challenge of planning and budget development with fluctuating levels of funding across both development and humanitarian platforms. Incorporating refugees into government services demands greater consistency, the effective phasing in of development funding and finance as well as nimble donor vehicles able to move with government national priorities

2. ***The need for greater transparency on ODA:*** Understanding where ODA is spent and how it integrates into overarching government planning regardless of the funding modality requires improved transparency and openness with hosting governments. Greater transparency will allow an improved understanding of the adequacy of the responsibility sharing and ensure hosting states are able to demonstrate the value of more inclusive approaches to their constituents.

8.2.4. Closing the gap between policy and refugee inclusion and self-reliance

While there is evidence of good progress in many policy areas, there can in practice be a significant gap between stated policy and practice. Continued close attention to actual access to quality services and opportunities for self-reliance by refugee and host communities is required to ensure that policy and legal changes result in benefits for refugees and host communities. For example, in the majority of CRRF countries refugees have the right to work. However, as a result of structural economic, administrative and, in some cases, cultural barriers to the labour market, in practice the majority of refugees' participation is effectively impeded, or the terms on which refugees can participate in the labour market are reduced. In some situations,

refugees are only eligible for certain types of work, or are likely to be discriminated against by employers. Equally, although refugees may be eligible to access state services such as health and education, across the majority of CRRF countries access in practice is constrained by limited or lower quality service provision. As noted above, significant progress at the policy level towards more inclusive services and stronger protection environments for refugees has occurred, and already in some countries has been partly enacted – ranging from a relaxation of encampment policies to inclusion in government welfare schemes in Costa Rica and increased school enrolment in Ethiopia. Achieving improvements in refugee and hosting communities' wellbeing rests on the ambition of the relevant policy framework and its delivery, but also on ensuring accompanying programmes of action are supported by the international community. Moreover, tackling some of the complex challenges such as refugee employment and livelihood gaps for some states will require multi-layered changes in how refugees are included in labour markets and livelihood development, as well the development and expansion of financial infrastructure, greater private sector engagement and investment, and strengthening local and national economies.

8.2.5. Continued need for multilateral cooperation

Whilst it is clear that there has been considerable progress made towards the CRRF objectives, there is a need for continued efforts towards realizing a sustainable comprehensive approach in line with the New York Declaration's emphasis on global cooperation. Agreements at the regional level – such as the MIRPS, the Nairobi Declaration and the Djibouti Declaration – demonstrate the benefits of multilateral approaches to forced displacement and the need to support and resource refugee hosting states and peacebuilding initiatives in countries of origin. Further regional and global cooperation would solidify the gains achieved since the approval of the NYD.

9. Conclusions

In the two years since the adoption of the New York Declaration for Refugees and Migrants there has been tangible progress made towards some of the key objectives of the CRRF. The CRRF has produced renewed political momentum at the global, regional, and national levels on refugees and forced displacement. While much more still needs to be done to ensure that refugee responses are comprehensive and that protection, self-reliance and solutions for refugees become a reality, the first two years of the CRRF approach have demonstrated promising change.

On **Objective 1** – *to ease pressures on the host countries involved*, donors have demonstrated their commitment to responses by maintaining their humanitarian funding levels, and new potential funding and financial resources have been made available, although the impacts of these changes will only become visible in future years. Specifically, it is observed that:

1. While it is possible to note shifts within multilateral and individual donor strategies, it is not yet possible to quantify the total pledges or the adequacy of the financing to CRRF countries that would qualify as serving the objectives of the CRRF beyond the examples cited above. Although it is recognized that the funding environment is challenging, further financing will be required to meet the commitments made in the New York Declaration. It is possible to surmise that there is a clear commitment from donors to the CRRF objectives and that the "secretariat approach", including the localized frameworks and plans of action, offer a compelling entry point for development and humanitarian actors to collaborate with host governments on effective responsibility sharing.

2. Some CRRF countries will have greater access to expedited concessional finance with the specific objective of increasing self-reliance for refugees and host communities. However, only a select set of CRRF countries have access to the World Bank IDA 18 refugee and host community sub-window, although they may qualify for other relevant financing. Progress towards CRRF objectives is underway through the World Bank IDA 17 DPRIPM sub-window and IDA 18 refugee and host community sub-window, and funding for projects in CRRF countries has been approved.

3. Though there has been progress in some CRRF countries in areas such as collaboration in Industrial Zones that employ both host and refugees, and joint job programmes and livelihood schemes, overall the main successes have been in the areas of policy. There is a clear pathway set by the examples presented by the Jordan Compact and Ethiopia Jobs Compact, and high-profile examples of multinationals willing to invest capital in businesses and services which benefit both refugees and host communities.

4. The absence of financial tracking systems in CRRF countries and siloed funding streams obstructs detailed analysis on the degree to which the CRRF has impacted the quality or value of funding. Moreover, it is possible to highlight examples of donors moving towards new funding modalities, and to record commitments to new ways of working, but assessing the extent of this impact is not possible without more precise data.

On **Objective 2** – *to enhance refugee self-reliance* – refugee hosting countries overall have moved considerably towards more inclusive policies, with progress noted across most countries since September 2016. It is concluded that:

1. Significant policy developments at the regional and national level have occurred in CRRF countries, with strong progress towards greater inclusion of refugees in national systems. On more contentious

areas, such as freedom of movement for refugees and encampment, varying degrees of progress have been made, although across all contexts some progress is noted from previously held positions.

2. States started incorporating refugees into planning processes in 2017, through National Development Plans, and in the case of Central America, specific and detailed commitments expressed in the MIRPS. Greater integration in planning stages is a key element of the "whole of society" approach.

3. Progress in policy and strategy against key indicators has occurred across the Central American and African CRRF countries. Specifically, increased access to employment, removal of financial barriers and state services represents progress towards ensuring greater opportunities for refugees to be self-reliant.

4. Progress is tempered by some eligibility limitations for refugees and persons of concern under some of the announced reforms, and the gap between announced policy priorities, legal changes and implementation needs to be effectively monitored going forward.

On **Objective 3** – *to expand access to third-country solutions* – there has been limited progress since 2016. Resettlements since the adoption of the New York Declaration are lower despite the upward trends over the last decade. Accompanying the resettlement declines have been multiple initiatives to expand opportunities for third-country solutions by both Member States and UNHCR. Considering the delay between announcements of new policy or resettlement mechanisms, initiatives in this area in 2017 and 2018 could produce greater access to resettlements and other third-country solutions beyond 2018, but the gap between the rate of resettlement and resettlement needs continues to increase both globally and in CRRF countries.

On **Objective 4** – *to support conditions in countries of origin for return in safety and dignity* – policy initiatives have taken place and there is evidence of increased political momentum in countries of origin on key areas related to voluntary return. However, it is concluded that:

1. A more detailed assessment of countries of origin and the relative safety for returns needs to be conducted, in addition to the indicators on the number of returns outlined in the Global Dashboard. Refugees may leave countries of asylum with deteriorating protection conditions, not because of significant improvements in their country of origin, but because there is marginally better security in the country of origin than the country of asylum.

2. The data available is too insignificant to deduce any conclusions on progress under this indicator at this stage. Future analysis is required to track how steps undertaken in the previous two years and Member States' commitment to reducing the drivers of displacement affect the conditions and opportunities for voluntary return.

Annexes

Annex 1: CRRF Global Dashboard

Outcomes	Indicators[1]		Data Source	Actor
	2017 (progress)	2018 (achievement)/2021 (impact)		
Contributions in kind and cash are allocated according to needs by Governments, private sector and philanthropy for host countries targeting refugees and host communities [CRRF Objective 1]	Amount of pledges targeting refugees and host communities.	Amount of disbursements targeting refugees and host communities.	Annual report from donors, private sector and philanthropy	Donors, private sector and philanthropy
Refugees have increased access to and opportunities for economic and social inclusion [CRRF Objective 2]	Host-countries commitments to increase policies and interventions for accessing income and education opportunities for refugees (being defined).	% of refugees and host community who are employed and allowed to work (self or waged/formal or informal) by type of sector, by sector, by employment status % of refugee and host community living above national poverty line % of refugee and host community children accessing national system primary and secondary education (2018-2020) % of refugee and host community students obtaining recognised certification through the national system (2021)	For 2018 and 2021 household surveys REMIS and UIS; for 2018 and 2021 household surveys	UNHCR, CRRF partners and POCs
Refugees have access to and opportunities for third country solutions [CRRF Objective 3]		Number of refugees resettled and admitted through complementary pathways disaggregated by country of asylum, origin, arrival.	Official UNHCR statistics, national data bases, third party statistics.	Resettlement and complementary pathways countries
Refugees are voluntarily returning to their countries of origin in safety and dignity from CRRF countries and within CRRF situations [CRRF Objective 4]		Number of voluntary returnees from CRRF countries and within CRRF situations.	Official UNHCR statistics, national data bases, third party statistics.	Return and asylum countries
CRRF is rolled out in CRRF countries*		Extent of CRRF roll out elements in place*.		CRRF task team	Hosting countries and partners

Annex 2: Methodology and limitations table

Objective	Methodology notes	Limitations
Objective 1: Ease pressures on the host countries involved	Desk review of available resources and literature organized is into three thematic areas: • Trend analysis of funding patterns to CRRF countries; • Policy analysis of funding patterns and commitments; and • A review of funding available including donor announcements and other sources of funding. In addition, databases such as the International Aid Transparency Initiative (IATI), the OECD aid flow reports and the Financial Tracking Services (FTS) were consulted. In the absence of a global tracking methodology for financial contributions disaggregated by refugees/hosts, UNHCR reached out to major bilateral development donors directly to capture development contributions to CRRF, although the data captured is not exhaustive. *Excluded elements* Because of the lack of data, the following elements of the indicator were excluded from the two-year progress report: • In-kind support; and • CRRF country in-kind contributions. It is noted that initiatives are already in place to address these data gaps but insufficient progress has occurred in these areas to be included in the report.	*Institutional donor contributions and pledges* • Even with initiatives such as IATI and FTS there is currently no centralized mechanism to globally track financial development or humanitarian donors to refugee situations. • There is a lack of definitional coherence on what constitutes programmes that benefit both refugees and host communities, and weak mechanisms for capturing this data. This is compounded by the absence of central or in-country mechanisms for recording funding or pledges that target both refugee and host communities. • Detailed data for 2017 from OECD on aid flows will be available December 2018, limiting a fuller analysis of funding flows for 2017. • Differing donor windows and delivery mechanisms also hinder a coherent review of donor commitments and disbursements in CRRF countries. *Capturing development and humanitarian funding streams* • Not all of the grants and financing that fall under the CRRF are visible. Donor timelines and reporting cycles vary and the different funding and dispersal mechanisms make it challenging for all funding to refugee hosting areas to be recorded and analysed. It is likely that significant funding that benefits refugees indirectly is also not visible. • Additionally, with pooled funding mechanisms such as the Girls Education Challenge, and to some degree with UN agencies budgets (including UNHCR), contributions by donor states to pooled funds will not show up as connected to the CRRF even if the disbursed funds do contribute to CRRF objectives. *Other challenges in this area include:* • Differing structure of donor portfolios – with some Member States reporting humanitarian and development contributions separately, and others not differentiating between work streams. • Time lag between announced and received contributions, particularly from development actors. • There are no formal mechanisms that capture service delivery that target both host and refugee individuals, and where infrastructure planning factors refugee populations into pre-existing designs. *Private sector* Although there are high-profile examples of private sector engagement, there is a substantial lack of systematic data on the quantity and quality of private sector investment that may fall under the CRRF. Additionally, the contribution of private sector actors in the informal economy – where refugees are most likely to gain access to income-generation opportunities – is difficult to systematically measure.

Objective 2: *Enhance refugee self-reliance*	Analysis prioritizes policy developments. Key documents reviewed related to the outcome for Objective 1 area include regional statements and agreements, national policy and legal changes either under draft or completed in the period September 2016–September 2018. Relevant macro indicators such as poverty, school enrolment and employment rates are included to add context. Developments are assessed in the context of previous policy trends in the CRRF countries.	Data across all areas of interest is not systematically available. As countries have joined the CRRF in a staggered manner, certain CRRF countries have better data systems in place.
Objective 3: *Expand access to third-country solutions*	The approach under this indicator is twofold: 1. An analysis of policy changes linked to the CRRF occurring between September 2016 and September 2018; and 2. Data analysis using UNHCR resettlement data for the same period. *Resettlement data methodology note* Data on resettlement was used from the RSQ and PopStats databases to produce reports. The category of "departure" was preferred as opposed to "submitted", despite the time delay between "submission" and "arrival", as "submitted" numbers will include both accepted and rejected resettlement applicants. Relocation and temporary protection status data offered by Member States is not considered relevant to the progress indicators under this is outcome. Only refugees resettled through UNHCR are included in the analysis, and the data represented in the report does not reflect the total number of refugees hosted by Member States. Only resettlement data was considered, with provisional estimates used for 2018.	UNHCR holds data on individuals that it assists with resettlement. This data is not fully reflective of all resettlements, as there is no compulsion for countries of arrival (CoA) to report arrivals arranged outside of the UNHCR system, such as private sponsorships. UNHCR's departure data thus differs from the total number of arrivals held by CoAs but remains the most authoritative and summative data source on resettlements. Additionally, given the reliability of the UNHCR RSQ and PopStats data, UNHCR data is preferred. Comprehensive UNHCR data on complementary pathways was not available for 2017 and 2018, and was therefore excluded.
Objective 4: *Support conditions in countries of origin for return in safety and dignity*	The approach under this indicator is twofold: 1. An analysis of policy changes linked to the CRRF occurring between September 2016 and September 2018; and 2. Data analysis using UNHCR voluntary repatriation data for the same period Although there are a number of data sources on voluntary returns, UNHCR data is preferred as it effectively disaggregates between the legal categories of those who are assisted to return. Data for voluntary returns for years preceding 2017 is used in addition to provisional estimates for 2018. UNHCR data on voluntary returns is preferred.	Data for voluntary returns for years preceding 2017 is used in addition to provisional estimates for 2018. UNHCR data on voluntary returns is preferred. The number of voluntary returnees departing the country of asylum does not necessarily tally with the number of voluntary returnees arriving in their country of origin. Because of time delays in data uploads, transportation or returnees electing not to go through formal procedures and other factors, there are often scenarios where the number of returnees departing is different to the number of returnees recorded as arriving in their country of origin. In all instances, UNHCR elects to use the higher number, and this reflected in the CRRF.
Practical Application of the CRRF	This is analysed through UNHCR reports and reflections on the CRRF roll-out as well evidence from case studies in Uganda and the *MIRPS* region.	