Expanding partnerships

Young Rohingya refugees look out over Palong Khali refugee camp, a sprawling site located on a hilly area near the Myanmar border in south-east Bangladesh.

Since its creation in the 1950s, UNHCR has helped millions of people of concern — refugees, returnees, internally displaced people, and stateless persons — to rebuild their lives by safeguarding their rights and providing protection, lifesaving assistance and seeking solutions. None of this has been possible without partners, and without a strong and enduring sense of partnership.

As of the end of 2017, there were 71.4 million people of concern to UNHCR worldwide, more than half of whom were women and children. All had fled armed conflict, violence, insecurity, criminality, persecution, and human rights abuses. The vast majority of them (85 per cent) were in low- and middle-income countries, hosted or displaced in States and in communities that are themselves dealing with a range of social, political and economic challenges.

The multiplicity and gravity of crises around the world, increased human mobility, the growing effects of climate change, and complex, irregular movements have evolved the way UNHCR works to protect.
UNHCR’s Strategic Directions, which the High Commissioner issued in January 2017, are aligned with the 2030 Sustainable Development Agenda, the Secretary-General’s UN reform process, and the New York Declaration for Refugees and Migrants and its Annex 1, the Comprehensive Refugee Response Framework (CRRF).

The Strategic Directions have five core elements—protect, respond, include, empower and solve—which will guide the Office’s work in the coming years. This work will include engaging across the entire spectrum of forced displacement and providing practical, concrete support to States to secure protection and solutions for refugees, IDPs and stateless persons through strong and diverse partnerships.

Addressing the protection needs of refugees and other displaced people and upholding their rights is critical to laying the foundations for greater stability and solutions, both for people of concern and for the communities hosting them. Throughout 2017, UNHCR committed to strengthening partnerships to support host countries and their communities, including with States as the principal actors providing protection and solutions to displacement and statelessness. The Office also committed to evolving the ways in which it protects all people of concern. This chapter summarizes and analyses those aspects, and serves as a guide to the in-depth regional and thematic chapters of this Global Report.

Supporting host countries and their communities

In line with the CRRF, partnerships are of pivotal importance to all aspects of UNHCR’s work: from raising awareness of refugee problems, to preserving the character of asylum, to improving the delivery of humanitarian assistance, and to making life in long-term asylum viable and voluntary repatriation possible. Partnerships are also critical in strengthening the resilience capacity of host communities, refugees, other displaced people and returnees, and in finding solutions.

As the mandated organization for refugee protection, assistance and response, UNHCR works with States to find sustainable solutions—including from the outset of emergencies. Beyond States, the Office also worked with a broad range of actors from the humanitarian, development and private sector to tackle some of the entrenched issues people of concern face, such as access to work and employment opportunities, inclusion in public planning, administration and justice, and housing-land and property rights.

While the involvement of diverse actors is critical in effectively assisting people of concern, it is ultimately States that deliver sustainable solutions to displacement. Unfortunately, in 2017, large-scale displacement continued to demonstrate the need for strengthened international cooperation. Almost no situations of large-scale displacement have been brought to definitive conclusion by political solutions in the current decade, and between 2011 and 2017 the average number of refugees returning home globally each year was just short of 431,000.

Few long-term political solutions for the drivers of displacement mean new outflows—mostly falling disproportionately on the countries and the communities neighbouring conflict zones—and few durable solutions for the displaced and, indirectly, for their hosts. Although the hosting countries have largely kept their borders open to those fleeing, they have been left to manage the social, economic, and sometimes political implications of a large-scale refugee presence, alongside the other consequences of nearby conflict, without adequate resources—especially development aid not fully adapted to the situation.

Despite current high levels of displacement and a lack of political solutions, there was an important countervailing trend in 2017: a growing recognition grounded in values, but also in realism, that refugee flows would continue as long as conflicts were not solved, and that in hosting refugees the countries neighbouring those in crisis contribute to regional stability. However, these efforts can only be sustained through international support that includes, but also extends beyond, humanitarian funding.

The engagement of actors beyond those associated with the traditional humanitarian sphere is critical to mobilizing an effective response and pursuing solutions to displacement and statelessness today. States, development actors, the private sector, financial institutions, NGOs, academics, diasporas and civil society can all contribute to refugee responses by driving policy, influencing public opinion, or providing concrete support. The Office actively pursued these relationships in 2017, acknowledging they are foundational for sustainable and comprehensive responses. Because development projects for refugees and host communities are long-term investments, they should be nurtured whilst also responding to the more immediate needs of people of concern are addressed.

Within the framework provided by the New York Declaration, UNHCR worked with governments and partners to deliver comprehensive responses for refugees and host communities. The Office championed collaborative and coordinated approaches to supporting refugees through its updated Policy on Emergency Response—which stresses the importance of partnerships—and in its response to large-scale emergencies, which is based on the Refugee Coordination Model (RCM). The Office equally strengthened coordination in refugee situations and enhanced its work with development actors to support early responses (see the thematic chapter on Responding with lifesaving support).

UNHCR helped ensure complementary efforts in assisting people of concern by working effectively with humanitarian, development and other actors, including from the very beginning of emergencies. For example, UNHCR concluded a number of emergency response agreements with NGOs. The Office also supported the coordinated efforts of various actors through its leadership in the cluster system both at the national and global level, and nationally through the various refugee, humanitarian or development plans.
The majority of UNHCR’s programmes in 2017 continued to be implemented by local, national and international NGOs across UNHCR’s 130 country operations worldwide. In line with its Grand Bargain commitments, UNHCR focused on engaging local and national partners and aimed to direct 25 per cent of programme funding to support the work of national partners—including national government institutions involved in refugee work—by 2020. For example, 21 per cent of the $1.5 billion disbursed to over 1,000 partners in 2017 was allocated to local and national partners for programmes providing protection and solutions to refugees and other people of concern. In addition, the Office continued to strengthen collaboration with local NGO partners in the fields of communications, capacity-building, joint planning, enhanced use of resources, operational delivery and the prevention of fraud and corruption.

Applying the Comprehensive Refugee Response Framework

The adoption by all United Nations Member States of the September 2016 New York Declaration demonstrated the collective will to reshape and reinforce international engagement in refugee crises. It also reaffirmed the fundamental principles and values on which the refugee protection regime rests. The New York Declaration recognized the profound contribution of host countries and communities and the contribution refugees can make to host communities and countries with the right policies and support. The New York Declaration proposed a more inclusive model to refugee responses, one that encompasses a broad range of entities, such as development actors, civil society, international and regional peace and security actors and donors, the private sector and refugees themselves.

A key element of the New York Declaration was the outlining of an evolutionary approach to addressing refugee situations known as the CRRF. The comprehensive response model—which draws heavily on approaches developed in the Middle East and North Africa region in responding to the Syrian refugee crisis, and on experiences in other regions over the decades—is a sea-change in international engagement with refugees and host communities. The Declaration brings together tried and tested solutions for improved refugee protection under a single framework.

As of end of 2017, the CRRF was being applied in 13 countries and across two regions, and will progressively be rolled out in other large-scale refugee situations. In parallel to the roll-out of the CRRF in these 13 countries, a number of other refugee hosting countries across different regions and sub-regions were applying significant elements in line with the CRRF through their refugee policies and frameworks. The CRRF places equal emphasis on four key objectives and UNHCR is committed to working with partners to pursue each of them:

- Easing pressure on hosting countries.
- Enhancing refugee self-reliance.
- Expanding opportunities for resettlement in third countries as well as other complementary pathways.
- Supporting conditions in countries of origin that enable voluntary return.

While some results in the development sphere will take time to fully come to fruition, 2017 already saw some substantial advances. The CRRF was rolled out in Djibouti, Ethiopia, Kenya, Somalia, Uganda, the United Republic of Tanzania, and Zambia in Africa, and Belize, Costa Rica, Guatemala, Honduras, Mexico, and Panama in the Americas. It also included two regional approaches: the situation facing Somali refugees across the East and the Horn of Africa, and in the North of Central America. In each of these countries or regions, the CRRF demonstrated how governments, UNHCR and partners are committed to pursuing solutions from the outset of a refugee emergency, including by working with national and local authorities—which are among the first responders to a refugee influx—and by promoting the inclusion of refugees in national systems.

To help refugees’ access to services of host communities, several countries rolling out the CRRF began adopting new policies enabling refugees to benefit from essential social and other services on a par with nationals. This was the case in Djibouti where, in December 2017, refugees were granted freedom of movement, access to legal employment, healthcare and education. In 2017, Ethiopia began fulfilling its pledge to increase the enrolment of refugee children in school alongside nationals. In line with a government commitment, over 52,700 additional refugee children were enrolled in Ethiopia as of end of 2017. Under a new refugee bill, currently under development in Ethiopia, tens of thousands of refugees would be able to qualify for work permits, allowing them to make a living and contribute to the local economy. Also in Ethiopia, a revision of government policy on encampment made in 2017 holds potential in allowing some 75,000 refugees of all nationalities to move freely to towns and cities in the future where they can undertake trade and commerce and interact with locals.

The application of the CRRF has also helped to foster regional collaboration (for more details please see the regional summaries for Africa and the Americas). In Africa, Member States of the Intergovernmental Authority on Development (IGAD) adopted the Nairobi Declaration on “Durable solutions for Somali refugees and reintegration of returnees in Somalia” in March 2017. In September 2017, these Member States adopted a roadmap and results framework to implement the Declaration. The countries involved in this process—Djibouti, Ethiopia, Kenya, Somalia and Uganda—further delivered on the Nairobi Declaration’s commitments by convening the first ever regional IGAD conference on education in Djibouti in December 2017. At this meeting, Member States committed to harmonizing education standards for refugees and host communities, and to integrate education for refugees and returnees into national development plans by 2020.
The roll-out of the CRRF generated increased support to refugees and their host communities, achieved to a large extent through the increased engagement of key development actors, such as the World Bank and other large bilateral development actors such as the European Commission’s Directorate-General for International Development Cooperation (DEVCO) and the Japan International Cooperation Agency (JICA, on which more below) which started to scale-up their cooperation within the United Nations Development Cooperation Group, OECD and the World Bank—while engaging in policy and strategic reflections with key development actors—notably with UNDP and the World Bank—while engaging in policy and strategic reflections on avenues for humanitarian-development cooperation within the United Nations Development Group, OECD and the Inter-Agency Standing Committee.

In October 2017, Belize, Costa Rica, Guatemala, Honduras, Mexico and Panama adopted the Comprehensive Refugee Protection and Solutions Framework (known as MIRPS—Marco Integral Regional para la Protección y Soluciones), the regional iteration of the CRRF. In doing so, they committed to collective action to strengthen protection of people on the move and to engage development and local actors in prevention, assistance and solutions. Prior to the adoption of this instrument, Costa Rica, El Salvador, Guatemala, Honduras, Panama and Mexico developed national action plans that, together with commitments from donors and cooperating states, formed the MIRPS.

(UNDAFs) and national development plans (such as those in Djibouti and Uganda). For example, the CRRF has helped facilitate closer collaboration between UNHCR and UNDP.

To ensure that refugees had a voice in the processes shaping their lives, UNHCR and partners conducted consultations on the CRRF with refugees in six countries in 2017. This included consultations in four CRRF countries: Ethiopia, Djibouti, Uganda, and the United Republic of Tanzania. The perspective of refugee youth was heard through the Global Youth Advisory Council, which was created by the High Commissioner in December 2017 (see Safeguarding fundamental rights thematic chapter).

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A fundamental shift in the posture of development actors

The New York Declaration makes a strong call for humanitarian and development efforts to be complementary and mutually supportive. It supports the inclusion of refugees, IDPs and stateless persons in regular development planning with the support of the international community where needed, thereby enhancing efforts towards the 2030 Agenda for Sustainable Development. In 2017, UNHCR’s search for durable solutions, including economic inclusion and greater means of resilience for people of concern, saw it expand partnerships with development actors—which are arguably better equipped to take on some of these long-term challenges (see Safeguarding fundamental rights and Building better futures thematic chapters).

UNHCR continued to enhance partnerships with key development actors—notably with UNDP and the World Bank—while engaging in policy and strategic reflections on avenues for humanitarian-development cooperation within the United Nations Development Group, OECD and the Inter-Agency Standing Committee.

The priority areas identified in the UNDP-UNHCR joint review include SDG implementation as it relates to “leave no one behind”, enhanced partnerships in rule of law, human rights, access to justice, community security and local governance to better respond to protection priorities and durable solutions; analysis on protracted displacement situations and root causes; targeted livelihoods programming; and investment in early warning and crisis preparedness.

In 2017, UNDP and UNHCR initiated joint programmes in these areas in at least 15 countries, including in Burundi, Ethiopia, Honduras, Myanmar, Pakistan, Somalia, Uganda and Zambia, covering refugees, IDPs, returnees and stateless persons. Strengthened collaboration under the CRRF has helped to include people of concern in national development frameworks and engage with UNCTs. In addition, UNDP opened up its governance and rule-of-law expert rosters to support analytical work on issues around state budgeting mechanisms and State-provided legal aid, and public administration and justice.

We are the future and the future is now

Foni, a refugee from South Sudan who graduated with first class honours from a university in Kenya, is among more than a dozen youth delegates from around the world who brought their experience of conflict and displacement to a high-level meeting in Geneva devoted to obtaining a new global response to record levels of displacement.

“We can only work with people who are educated,” said Foni, 25, who works on a mentoring programme for young refugees in Kenya. “We are the future and the future is now.” The way Foni sees it, children caught up in conflicts will end up either as pacemakers or as peacebreakers. The difference is the opportunities they get in exile.

Safeguarding fundamental rights

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SDG 16 recognizes the rule of law as fundamental to sustainable and inclusive development, and that governance and the rule of law can support or hinder comprehensive solutions. For these reasons, in October 2017, UNHCR joined the Global Alliance on SDG 16 on peaceful and inclusive societies as a co-chair. As a member of the Secretariat together with UNDP, UNESCO and UNODC, the Office guided, advised and advocated for the inclusion of people of concern in all SDG 16 Global Alliance work and in the run-up to events such as the General Assembly High-Level Political Forums and Voluntary National Reviews on the SDGs.

UNHCR provided technical support to ILO during the drafting of an ILO recommendation on employment and decent work for peace and resilience, which was adopted in June 2017. The recommendation provides a guide to the steps needed to advance dignified work for refugees, and affirms the contribution of the world of work to prevention and to reconstruction after conflict. The ILO’s commitment to this process, and to collaborating with UNHCR throughout the two-year review and drafting process, was an example of the types of collaboration needed to achieve outcomes in the interests of people of concern. In addition, UNHCR partnered with UNCDF to establish a joint, multi-year facility working with financial service providers in ten countries to expand efforts in financial inclusion, meaning people of concern’s access to banking, credit and other basic financial services (see the Building better futures thematic chapter).

Multi-Year, Multi-Partner strategies: a progressive approach to protection and solutions

UNHCR’s Multi-Year, Multi-Partner (MYMP) is a strategic planning approach that applies a longer-term vision to helping people of concern and their hosts. Strategic objectives are agreed with partners through an inclusive and consultative process. Strategies run for three to five years, focusing on finding longer-term solutions for people of concern to UNHCR, putting them at the centre of planning and priority setting in the areas they live, and providing support to national systems, institutions and civil society as outlined above.

In line with its Grand Bargain commitments and building on the lessons learned from the 2016 MYMP pilots that ran across six operations, the MYMP approach was applied in 2017 in an additional 16 operations: Algeria, Brazil, Cameroon, Chad, Colombia, Djibouti, Ethiopia, Kenya, Malawi, Mali, Mauritania, Mexico, Niger, Rwanda, the Regional Office for Northern Europe, and Ukraine. The 22 MYMP operations are currently translating their strategies into their 2018–2019 operational plans.

In 2017, UNHCR committed to the full institutionalization of the MYMP approach. This commitment aligns with broader agency efforts to revise UNHCR’s results-based management (RBM) system for 2022.
A "whole-of-society" engagement

“A “whole-of-society” engagement: a comprehensive refugee response should involve a multi-stakeholder approach, including national and local authorities, international organizations, international financial institutions, regional organizations, regional coordination and partnership mechanisms, civil society partners, including faith-based organizations and academia, the private sector, media and refugees themselves.”
—New York Declaration, Annex 1, paragraph 2

In the last few years, there has been a growing global recognition that responses to global displacement must better meet the needs of refugees and their host communities alike. These developments showcase the growing importance of a “whole-of-society” engagement in responding to complex international issues—something which lies at the very heart of the CRRF. It is therefore not surprising that the government-led structures established in many CRRF countries brought together local authorities, humanitarian and development actors, civil society, refugees, host communities, and the private sector.

Initiatives such as the Global Partnership for Education, which is working with UNHCR to support refugee inclusion in multi-year national education sector planning, with international support, and Education Cannot Wait are injecting new energy and resources, and mobilizing a much broader range of actors than in the past. United Nations agencies and NGO partners were also increasingly engaged, along with a wide range of civil society entities, municipalities and faith organizations.

At a time when the number of people of concern is rising steadily and the gap in meeting their needs is growing, UNHCR has continued to look to the private sector—individuals, companies, foundations and philanthropists—for financial support, but also, increasingly, as a source of innovative solutions to refugee challenges within the framework of the CRRF. Important steps were taken in relation to financial inclusion and access to jobs, including through policy changes, new financing mechanisms and the involvement of the private sector in developing jobs compacts in Jordan and Ethiopia.

Of key importance to UNHCR’s work in 2017 were six National Partners—Australia for UNHCR, España con ACNUR (Spain), Japan for UNHCR, Sverige för UNHCR (Sweden), UNO-Flüchtlingshilfe (Germany) and USA for UNHCR. They were instrumental in raising funds (see the chapter on Funding UNHCR’s programmes). With over 1.3 million committed supporters worldwide and a network of high profile advocates at both national and international level, the National Partners remained an integral and powerful link between UNHCR and the general public.

The year witnessed significant acts of solidarity rooted in civil society and including volunteers and activists, faith groups, mayors, business leaders, and influential figures in sports and the arts. UNHCR invested in building stronger ties with international and national organizations of all kinds, including humanitarian, development, human rights, faith-based and academic. The international character of refugee protection benefitted from interaction with collaborative networks of cities, civil society organizations, sports entities, and business associations.

Greater support from supporters around the world, and the changes they can effect, was also visible across the range of campaigns and initiatives designed to demonstrate public solidarity with refugees and other people of concern. From the flagship campaigns such as #WithRefugees, and the #IBelong campaign, to campaigns run by UNHCR’s National Partners, to other initiatives at regional, national and local levels, when considered as a whole, these many actions—of generosity, of solidarity, regardless of how small—were significant in showing that despite the often toxic narratives surrounding these issues, there was a constituency of millions who cared about refugees and other people of concern. By virtue of the fact these campaigns were successful in engaging diverse audiences, they also helped show that better responses to displacement were also often “whole-of-society” responses.

Mobilizing global public solidarity: #WithRefugees campaign

In 2017, the #WithRefugees campaign continued to showcase global public solidarity with refugees at a time of unprecedented numbers of people on the move and increasing levels of xenophobic sentiment. The campaign also continued running at a time of growing global consensus that a fundamental change was needed in responses to refugee crises—that there was a need to do better by both refugees and the countries that host them.

The campaign continued to engage the community in two key ways:

• Individuals supportive of the cause signed the #WithRefugees petition.
• Organizations showed their support by joining the #WithRefugees coalition.

The campaign also engaged diverse communities through its #WithRefugees solidarity map. This interactive map is a visual representation of how refugees and communities all around the world are standing together.

By the end of 2017, the campaign had measured more than 15 million solidarity actions. This included 1.8 million signatures on the campaign petition, which asks leaders to ensure every refugee child has an education; every refugee family has somewhere safe to live; and every refugee can work or learn new skills to support their families. The total also included actions taken by supporters to share positive stories of refugees and communities working in solidarity.
The refugee entrepreneur who brought sushi to Rwanda

After fleeing violence, the right to work meant Gilbert was able to rebuild his seafood business. Now his company is a member of the #WithRefugees coalition.

In the 1990s, Gilbert and his family fled violence in the Democratic Republic of the Congo and sought sanctuary in Rwanda. They had to leave behind everything they owned, including their seafood business. Fortunately, he was able to obtain a work permit in Rwanda and, after two years of hard work, he saved enough to start a new seafood business. Today, Gilbert has a thriving seafood import business that employs many local Rwandans. Thanks to his efforts, you can also now order sushi in a restaurant in Kigali.

The #WithRefugees campaign celebrates his story in this video.

By the end of 2017, the #WithRefugees coalition had nearly 300 members, including sporting associations, development and humanitarian actors, academic institutions and multinational corporations. The diversity of the coalition has helped UNHCR showcase the ingenuity and impact of non-traditional actors supporting refugees. For an example, see this video showcasing how coalition partners in Europe stepped up to employ and train refugees.

In 2017, the campaign’s coalition partners continued to be critical in breaking down the echo chamber and spreading the message of refugee solidarity to new audiences.

Taking it to the next level: towards a global compact on refugees

In addition to setting out a number of specific commitments and consolidating good practice in comprehensive refugee responses with the CRRF, the New York Declaration also established a process for the development of a global compact on refugees to consolidate, advance and embed a number of the encouraging trends outlined above. The High Commissioner will propose the text of the global compact on refugees for the consideration of the United Nations General Assembly in 2018.

In order to propose a global compact that represents the views of the international community and can be adopted by the General Assembly by consensus, UNHCR undertook an extensive process of dialogue with Member States and other relevant stakeholders. In 2017, this process included a series of five “thematic discussions” to canvass proposals for inclusion in the global compact on refugees, as well as a process of stocktaking during the annual High Commissioner’s Dialogue on Protection Challenges in December.

By the end of 2017, UNHCR was preparing the “zero draft” of the global compact on refugees for release in January 2018.

Harnessing citizens’ goodwill can help solve the refugee crisis

A two-day meeting in Geneva in November 2017 was the latest in a series of thematic discussions convened by UNHCR, as part of a process to draw up a global compact on refugees, as the world grapples with record numbers of refugees.

UNHCR is seeking ways of sharing responsibility for refugees more fairly, which it wants to include in a programme of action as part of the compact, a process set in motion in last year’s New York Declaration.

An important issue at the two-day meeting was how to increase solutions to the plight of refugees, which could include returning home voluntarily when conditions allow, finding ways to become self-reliant in the country of asylum, or expanding opportunities for refugees to move to third countries through traditional resettlement or via a range of complementary pathways.

“We need to work with refugees as an investment in the future of the countries of origin. If we do it well, whatever we do in the refugee response will be massive investment in peacebuilding,” said UNHCR’s Assistant High Commissioner for Protection, Volker Türk, adding that the voice of refugees was critical in this process.

The successful adoption and implementation of the global compact on refugees will require the spirit of solidarity demonstrated by host governments and the communities that welcome refugees across the globe to be matched by timely and predictable support from the international community as a whole.

The global compact on refugees gives a unique opportunity to consolidate the progress that has been made so far in the application of the CRRF, to embed the good practices that have been observed, and to ensure that the burden and responsibility for hosting large numbers of refugees is shared more equitably and predictably.

The global compact on refugees will build upon the existing international legal system for refugees, including the 1951 Refugee Convention and its 1967 Protocol, and further operationalize the strong expression of political will in the New York Declaration.