



# Developing the Comprehensive Refugee Response Framework Special Appeal 2017

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**[COVER PHOTOGRAPH]**

©UNHCR/Rocco Nuri. Ugandan grandmother Medina (right) and South Sudanese Betty (left) farm together in Uganda's Yumbe district. Medina gave parts of their land to Betty and her family as they arrived from South Sudan in August 2016. "They can even build their house on my land and stay for as long as they need," says Medina.

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# INTRODUCTION

## A Comprehensive Refugee Response Framework

On 19 September 2016, 193 UN Member States unanimously adopted the New York Declaration for Refugees and Migrants (NYD), a landmark political declaration and a milestone for global solidarity and refugee protection. The New York Declaration aims to improve the way in which the international community responds to large movements of refugees, including protracted refugee situations.

### NEW YORK DECLARATION COMMITMENTS



#### Shared global responsibility

Specific acknowledgement that the protection of refugees and assistance to host States are a shared international responsibility.



#### Whole of society approach

Even stronger partnerships between host governments including line ministries, UN Agencies, the private sector, NGOs, international financial institutions, and civil society.



#### Supporting host countries

Providing them with additional and predictable humanitarian funding and development support.



#### Well-funded emergency responses

Pledge to meet the needs of refugees and host communities at the start of emergencies.



#### Self-reliance

Committed to invest in refugees and local communities alike.



#### Enhancing durable solutions

Commit to wider avenues for refugees through resettlement and complementary pathways.

At the core of the declaration is a concrete statement of international commitment to share the responsibility for hosting and supporting the world's refugees more equitably. As stated in paragraph 68:

*We underline the centrality of international cooperation to the refugee protection regime. We recognize the burdens that large movements of refugees place on national resources, especially in the case of developing countries. To address the needs of refugees and receiving States, we commit to a more equitable sharing of the burden and responsibility for hosting and supporting the world's refugees, while taking account of existing contributions and the differing capacities and resources among States.*

Based on the principles outlined in the Declaration, Annex 1 sets out the elements for a Comprehensive Refugee Response Framework (CRRF). It charts a course for the mobilization of more effective and predictable responses to large movements of refugees drawing on a much broader group of stakeholders: government authorities, UN and national partners, international and regional financial institutions, business, civil society actors and the refugees alongside their hosts. The elements of the CRRF seek to implement more sustainable responses through Government leadership and by linking humanitarian and development efforts early on in a crisis. Such approaches invest in the resilience of both refugees and their hosts. The scope of the CRRF is sufficiently expansive to better guarantee that:

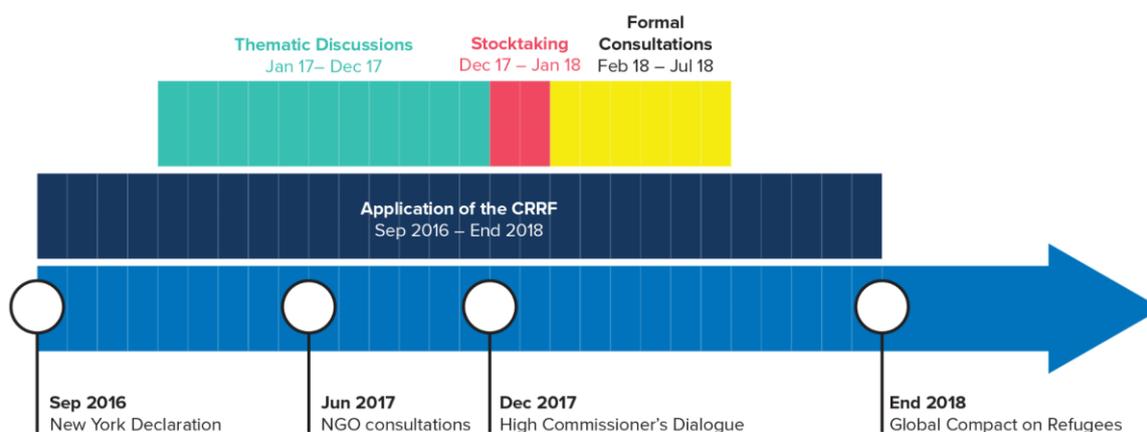
- 1) Rapid and well-supported reception and admission measures are in place.
- 2) Immediate and ongoing needs (e.g. protection, health, education) are met.
- 3) Assistance to national/local institutions and communities receiving refugees is allocated.
- 4) Opportunities for durable solutions are expanded.

Member States called upon UNHCR to develop and initiate application of the framework in close cooperation with relevant States, other UN agencies and stakeholders, and to assess its impact with a view to refining it further. In responding to this call, UNHCR is aware of previous efforts at new approaches and building the humanitarian-development nexus. UNHCR understands the CRRF as an approach that aims to learn from past efforts at new approaches as well as bring together existing and new initiatives. In practice, UNHCR seeks to build on and strengthen existing coordination and funding structures at country and regional levels to the extent possible, building synergies—notably between existing humanitarian and development initiatives—and addressing gaps and potential duplications in a targeted manner.

UNHCR is encouraged by the conditions under which the NYD was adopted especially as, in the lead up to its adoption, the traditional narrative on forced displacement had been challenged. Most notable was the adoption of the European Union's new development policies on forced displacement, and changes to World Bank policies and financing instruments. With these precedents, and with the political legitimacy of the NYD, a unique opportunity exists to bring about the substantive changes envisaged in it.

Cognizant of this opportunity and with a view for the CRRF to inform the adoption of the Global Compact on refugees in 2018, the High Commissioner established a dedicated Task Team to steer the early stages of the application of the CRRF in a range of geographical contexts. This approach serves to gradually build prerequisites for applying the CRRF in each situation involving large movements of refugees, as outlined in the NYD. As of September 2017, the CRRF is being rolled-out in 11 countries following confirmation by their respective governments: Costa Rica, Djibouti, El Salvador, Ethiopia, Guatemala, Honduras, Mexico, Panama, Somalia, the United Republic of Tanzania, and Uganda.

Regional approaches are being pursued for the Somali Refugee Situation, and for Central America and Mexico. Both are firmly anchored into existing regional processes, the former building on the Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia adopted by Heads of State of the Intergovernmental Authority on Development (IGAD) in March 2017, and the latter on the 2014 Brazil Plan of Action and the 2016 San Jose Action Statement.



The roll-out of the CRRF forms part of preparations towards the Global Compact on Refugees in parallel to a series of informal thematic consultations in 2017. These consultations will be followed by formal consultations with member states in 2018, and a stocktaking of lessons learnt and good practices. The stocktaking extends its scope beyond across different regions and beyond CRRF roll-out countries in order to capture elements of current refugee responses that can support the refinement of applying the CRRF.

The CRRF is in its early stages of development. As foreseen in the NYD, the host country governments are taking the lead role in applying the CRRF at country-level, facilitated by UNHCR and with the support of a broad range of humanitarian and development actors. Strategies and implementation plans for the practical application of the CRRF are in place in all roll-out countries and are adapted to the local contexts.

This appeal is issued to cover UNHCR's costs for supporting the work of the CRRF Task Team in 2017. It includes the CRRF Task Team in Geneva, UNHCR's additional capacity to cover the development of the Global Compact for Refugees, as well as the most pressing staffing needs in the CRRF roll-out countries and regions. This appeal does not yet cover requirements for 2018. These are under consideration and as soon as they are approved the 2018 plans for the CRRF Task Team and the corresponding budget will be shared. The operational requirements of UNHCR and partners for the practical application of the CRRF at country and regional levels are also under consideration and will equally be shared once approved.

## CRRF roll-out countries and staffing implications

Costa Rica, Djibouti, El Salvador, Ethiopia, Guatemala, Honduras, Mexico, Panama, Somalia, the United Republic of Tanzania, and Uganda are the 11 CRRF roll-out countries at this stage. The principal criteria for selecting these countries is the agreement of the host country government to initiate applying a comprehensive refugee response and developing new approaches in accordance with it. As foreseen in the NYD, these countries equally provide a range of diverse geographic and operational contexts from which to derive lessons for the development and application of a truly new and comprehensive approach to protecting and seeking durable solutions for refugees.

Some key elements of the current CRRF roll-out countries include their differing sizes of refugee populations, a diverse mixture of protracted and newly arrived refugees, as well as the availability of various political mechanisms or the presence of innovative government approaches. They include as well an assortment of strategic development and/or humanitarian response plans.

### CRRF staffing needs

The main type of staffing profiles needed at country-level to initiate the CRRF roll-out are broad-based coordination and outreach functions, as well as solid protection and solutions expertise. Staff supporting the CRRF roll-out will require elaborate skill-sets in stakeholder coordination, implementation of change, as well as policy and operational analysis, enabled by experience from both humanitarian and development contexts. As such, and informed by an initial needs analysis in roll-out countries, UNHCR has created corresponding functions for staff at different levels of seniority, namely, P5 Senior Comprehensive Refugee Response (CRR) Coordinator, P4 Senior CRR Officer and P3 CRR Officer. These functions form the majority of staffing needs at country and regional levels outlined in this appeal. These functions focus mainly on the areas of:

- Supporting the host country government and other stakeholders in developing and implementing strategic and prioritised approaches and support structures adapted to the various stages of the CRRF roll-out;
- Strengthening the institutionalization of CRRF-oriented approaches by all stakeholders involved;
- Reaching out for expanded and new partnerships in refugee responses with a focus on broader engagement of development actors, including from the onset of emergencies;
- Ensuring targeted advocacy and messaging, as well as compiling, analysing and disseminating data relevant to the CRRF roll-out.

The CRRF-related staffing requirements have been refined with UNHCR Regional Bureaus and Country Representations in order to address country-specific requirements for staff with specific skill sets. The analysis of the policy and operational environments across roll-out countries has resulted

in the inclusion of a small number of functions specifically relating to development, data and communication/ external relations in complement of the CRR staffing profile outlined above.

It is worth noting that, while some of the areas of engagement outlined for CRR staff incorporate similarities to the broader range of activities performed by UNHCR core staff, it is impossible for existing staff resources to stretch their response to an extent that would meaningfully cover the scope and magnitude of engagement required in the initial stages of the CRRF roll-out. UNHCR's core staffing functions, such as Protection and Programme, support closely the CRRF-dedicated staff in Country and Regional Representations under the overall guidance of Representatives and management including at Country Representation, Sub- and Field Office levels, as required.

In parallel and beyond the initial roll-out phase, UNHCR is gradually identifying measures to mainstream the CRRF approach across its core staffing functions in order to enable applying it in each situation involving large-scale refugee movements, as outlined in Annex 1 of the New York Declaration. This process is linked to larger aspects of organizational change, and will to a significant extent be informed by the initial CRRF roll-out which the additional staff are contributing to.

The summaries below of ongoing processes in CRRF roll-out countries, as well as the succeeding section on partnerships, illustrate a number of core activities which require dedicated staffing support in the initial stages of the CRRF roll-out.

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