Introduction

The international community moved toward consensus in 2016 that protracted displacement is a predominant, development-oriented challenge requiring urgent solutions. Globally, 65 million people are displaced, the majority in fragile and developing countries, for an average length of 10 years\(^1\). This pressing new normal of displacement over decades—not years—requires the evolution of existing approaches and humanitarian tools. Emergency response is insufficient on its own; refugees and hosting communities require longer-term assistance and pathways to self-reliance. There is growing recognition across the international community that new actors, new sources of funding, and new ways of working are needed to sufficiently meet this challenge.

The call for a new response was made at the September United Nations Summit, where 193 Member States adopted the New York Declaration for Migrants and Refugees. The Declaration requires “shared responsibility to manage large movements of refugees,” to “address root causes,” and realize the full potential of the 2020 Agenda for Sustainable Development for the displaced. Over a two-year period, the United Nations High Commissioner for Refugees (UNHCR) and partners will pilot Annex I of the Declaration—or the Comprehensive Refugee Response Framework (CRRF)—to identify elements critical to addressing protracted refugee situations more holistically, in ways that meet the needs both of the displaced and the communities and countries that host them. The results will inform the drafting of a Global Compact on Refugees, which will be presented to Member States in 2018.

The development of the Global Compact on Refugees offers a significant opportunity to put forward a bold vision for an improved response to the protracted displacement of refugees. The IRC makes the following recommendations:

- The CRRF pilot process must go beyond ‘business as usual’ with critical stakeholders involved in order to test and refine new ways of working
- The Global Compact on Refugees must outline the specific process changes and resources required by all stakeholders to effectively implement a CRRF
- The Global Compact on Refugees should be written in a way to inspire Member State action and provide a clear road map in fulfilling their responsibility to a better response to protracted refugee situations

\(^1\) The World Bank, Forcibly Displaced: toward a development approach supporting refugees, the internally displaced, and their hosts [https://openknowledge.worldbank.org/bitstream/handle/10986/25016/9781464809385.pdf?sequence=2&isAllowed=y](https://openknowledge.worldbank.org/bitstream/handle/10986/25016/9781464809385.pdf?sequence=2&isAllowed=y)
Ensure new ways of working are aligned to the CRRF

The piloting of the CRRF must be about breaking out of business as usual refugee response. Pilots must identify the most significant gaps between humanitarian, development, and government collaboration and meaningfully institute new ways of working to maximize resources and the collective impact of interventions on refugees and host communities. This does not require new structures or coordination mechanisms, but rather a shared vision, new tools to identify and implement collective goals, and dedicated points of collaboration to bring all of the right actors together. In so doing, the CRRF can overcome the silos between humanitarian, development, and government actors, which have long created barriers to holistically addressing long-term displacement. The below three recommendations detail how these barriers can be addressed through the CRRF process.

➢ Start with joint analysis

As the first step in an improved response to protracted refugee displacement, a more holistic analysis should be carried out to understand what the greatest needs of refugees and host communities are and the barriers to meeting them. Traditional assessments of refugee needs do not capture the full range of elements required to develop a comprehensive and long-term refugee response. Humanitarians are practiced in carrying out basic needs assessments, which are generally focused on refugees and are not inclusive of the host community. This is due to factors ranging from expediency to following funding opportunities that are specific to the refugee population. Development actors conduct their own assessments of markets, the strength of institutions, and the functioning of service delivery systems, but these may be more macro in nature and not focused on the unique needs and dynamics in areas hosting large numbers of refugees.

For the purpose of the CRRF, these two assessment skill sets should be brought together to generate a broader analysis of the displacement environment, hosting conditions, and where gaps in addressing them are greatest. Doing so is fundamental to developing a response that goes beyond meeting lifesaving needs towards one of fostering greater self-reliance and strengthening local institutions to serve the needs of both host populations and refugees.

However, this is easier said than done. The reality is that gathering and analyzing all of this information is time-consuming and can be cost-intensive. Information gathered by different actors is not always easily comparable and varies in targets and scope. To bring coherence across this data, humanitarian, development, and government actors need a common analysis framework. To date, few promising examples of such frameworks and tools to bridge these divides have been developed. The CRRF should seek to address this gap; syncing disparate assessments into a more holistic analysis used by all stakeholders to understand where the need for action is greatest. Developing joint analysis should be highly participatory to maximize varied knowledge and should be led by the host government. The CRRF pilot countries should serve as a testing ground for this approach and different joint analysis tools experimented with for comparison. A recommended starting point is the Regional Durable Solutions Secretariat's (ReDSS) Framework, explained in the box below.
The ReDSS Framework for Durable Solutions

The Regional Durable Solutions Secretariat (ReDSS) was created in March 2014 with the aim of maintaining a focused momentum and stakeholder engagement in search of durable solutions for displacement affected communities. ReDSS is managed through an Advisory Group comprised of 11 NGOs: DRC, NRC, IRC, World Vision, CARE International, Save the Children International, OXFAM, ACTED, INTERSOS, Mercy Corps and Refugee Consortium of Kenya, with IRC and DRC forming the steering committee.

The ReDSS Framework operationalizes the Inter-Agency Standing Committee (IASC) Framework for Durable Solutions for Internally Displaced Persons using 31 indicators to measure achievements in material, physical, and legal safety towards durable solutions. The tool can be applied to any displacement context and to collate multiple sources of information to then analyze to what extent durable solutions have been achieved for displaced populations versus the host population. The tool helps in mapping the environment and also crowds in stakeholders to gain consensus and a shared understanding of the problem.

In Somalia, ReDSS and the UN Resident Coordinator’s Office have adopted the solutions framework as a planning and evidence-base tool for the Somali returns and (re)integration process. In 2016, analysis was conducted in Lower Juba (Kismayo), Bay (Baidoa), and Benadir (Mogadishu) to determine (re)integration plans for displacement affected communities. ReDSS has also conducted analysis with the framework in Tanzania and Uganda.

Establish collective outcomes

As with assessing the needs in a refugee response, the current assistance model is largely oriented around achieving humanitarian outcomes for refugees. This population-based approach is no longer a sufficient measurement of success given the impact that protracted refugee crises have on both the displaced and the communities that host them. Contextual factors like the functioning of basic services and the strength of local employment markets have great bearing on refugees’ self-reliance and the ability of communities to cope with hosting them over long periods of time. This full scope of needs and gaps in activities designed to address them must be considered in order to tackle the complex and intersectional impacts of displacement. An impactful CRRF—one that builds self-reliance and moves forward the achievement of the Sustainable Development Goals for refugees and host communities—must benchmark success on outcome-oriented goals relevant to and shared by all actors. National or department-level development plans could serve this purpose, depending on the context.

There is growing recognition that “collective outcomes”—mentioned over 60 times in the Secretary General’s World Humanitarian Summit report and a core pillar of the Commitment to Action—are a key organizing principle for bridging the humanitarian and development divide. Shared goals derived from joint analysis are critical to orient actors toward a common plan and to provide a clear understanding of what they are collectively trying to achieve through their individual actions. Collective outcomes also force actors to make critical distinctions in the division of labor and provide a clear rationale against which donors can align their funding. Finally, they provide a basis upon which progress can be jointly measured.

How should these collective outcomes be derived? A number of options are feasible, including basing them on the Sustainable Development Goals, country development plans, or other regional commitments such as the Intergovernmental Authority on Development’s (IGAD) Nairobi Declaration on Somali Refugees. Humanitarian, development, and host government partners in pilot countries could

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2 The “new way of working” was adopted in a Commitment to Action by eight of the main UN humanitarian and development entities, co-signed by former UN Secretary-General Ban Ki-Moon and endorsed by World Bank President Jim Yong Kim following the World Humanitarian Summit in 2016.
map the alignment between these various sets of goals, and jointly develop their own set of collective outcomes that all actors will work towards within the CRRF.

Further, indicators to measure progress toward collective outcomes in the CRRF process would provide contextually-relevant measurement criteria to guide cooperation and accountability among siloed actors working in the pilot countries. These indicators could be integrated into national development plans and country response frameworks. As a starting point, actors could draw from existing outcome-oriented indicator frameworks such as the IRC’s Outcomes and Evidence Framework (OEF), detailed in the box below.

The Outcomes and Evidence Framework (OEF)
To drive measurable progress towards outcomes in health, education, safety, economic well-being and empowerment, the IRC has developed an Outcomes and Evidence Framework (OEF), based on the most rigorous and systematic evidence available on what works to achieve them. The OEF includes theories of change to structure thinking and program planning around intended outcomes, as well as core indicators to measure the change in outcomes over time.

Below are example outcomes and indicators for economic wellbeing and education which could be applied to the CRRF to measure progress for refugees and host communities.

<table>
<thead>
<tr>
<th>Outcomes</th>
<th>Indicators</th>
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</thead>
<tbody>
<tr>
<td>Economic wellbeing:</td>
<td>• % of beneficiary households with household income meeting income/poverty threshold (locally determined)</td>
</tr>
<tr>
<td>People generate income and assets.</td>
<td>• Average household income in beneficiary population</td>
</tr>
<tr>
<td></td>
<td>• Average household expenditure in beneficiary population</td>
</tr>
<tr>
<td></td>
<td>• % of beneficiary population receiving new employment, new self-employment, or better employment</td>
</tr>
<tr>
<td>Education:</td>
<td>• % of students in supported schools who can read a grade-level passage with comprehension by the end of grade 2</td>
</tr>
<tr>
<td>6 to 14 year olds have literacy, numeracy, and social-emotional skills, according to their development potential.</td>
<td>• % of students in supported schools who can do grade-level math operations by the end of grade 2</td>
</tr>
<tr>
<td></td>
<td>• % of students in supported schools with age-appropriate social-emotional learning skills</td>
</tr>
<tr>
<td></td>
<td>• % of students in supported schools who pass the end of school year exam</td>
</tr>
</tbody>
</table>

➢ Align around host country leadership

If the displaced are to be meaningfully included in the pilot country’s development planning, the CRRF process must be owned and led by the host government. Further, the responsibility for implementation should not live in one government ministry, but engage all relevant ministries to take responsibility in addressing the needs of refugees and impacted communities. The international community, especially regional inter-governmental authorities, should be at the ready to support impacted countries with technical capacity and resources to help develop, implement, and finance plans. The establishment of a Steering Committee in Uganda in the Office of the Prime Minister and a Secretariat in Tanzania led by the Minister of Home Affairs and the President’s Office, Regional Administration and Local Government are good first steps in orienting the CRRF pilot process around government leadership.

Going forward, these government-led structures must be fully supported by all stakeholders involved and non-hosting states should help finance the planning. Subsequent donor funding must be aligned to the vision and needs laid forth by hosting countries in the CRRF process.
Ensure CRRF pilots go beyond ‘business as usual’ and inform the final Global Compact on Refugees

The two-year period designated to develop a final Global Compact on Refugees must not be a time for ‘business as usual’ approaches. UNHCR will lead pilot programs in multiple countries to test out implementing the CRRF. These pilots should be used to test out new ways of working in order to better understand the policy, practice, and resource changes required to make a more comprehensive response to protracted displacement a reality.

- **Participants in pilot programs should be empowered to surface major barriers or successes throughout**

It is essential that a wide range of stakeholders be engaged early and often in the pilot program to ensure all perspectives and skill sets are incorporated in the new way of working. These stakeholders should be clear on the goals and intention of the process and provided space and time to reflect on barriers or successes encountered. This should occur on a regular interval so issues can be surfaced and addressed through course correction as the CRRF is implemented.

- **Results of pilot programs should inform the final Global Compact on Refugees**

The lessons learned from piloting the CRRF should shape the Global Compact on Refugees. There will be pain points in the process, roadblocks, and major breakthroughs which shine a light on the institutional changes and new approaches needed to actually deliver outcomes to those impacted by displacement over the long term. All of this material should be meticulously analyzed in order to derive key lessons learned and propose transformative changes to how refugee response is financed, coordinated, and implemented.

- **Results of the pilot programs should inform the international community’s way of working**

Just as the Global Compact on Refugees will need to be fit for purpose across multiple contexts, so must the response of international institutions, donor governments, and non-governmental organizations. This will likely require significant changes to programming modalities, financing mechanisms, and the architecture around refugee response. The team leading the development of the Global Compact on Refugees should be empowered to make such bold recommendations. These must lay the foundation for meaningful action which can be championed by the Secretary General and Member States.

The UNHCR Task Team on Comprehensive Responses, along with the Secretary General, should work with non-front line Member States to define “responsibility sharing” in concrete terms. It may be necessary to adopt a more robust and transparent system to track country commitments towards each of the four objectives of the CRRF, which could be laid out in the Programme of Action section of the Global Compact on Refugees. Such a system could guarantee that the while the development of the CRRF is led by the hosting country, the responsibility to make sure it is resourced and adequately supported is taken up by the broader international community.