

ANNEX - Roles played by UNHCR and its level of impact

The diversity of roles played by UNHCR CO, although these have variable degrees of intensity, has not only operationally contributed to local integration but also strategically supported the process of building the national asylum system. Consistently working at both levels, strategic and operational, is mutually reinforcing.

The analysis of roles does not focus only on local integration but also on how the variety of roles played by UNHCR has contributed to building the national asylum system.

Role	Contribution to local integration
Recognition of rights	<p>UNHCR identifies potential refugees in a context of mixed migratory flows, recognizes their status as refugees (initially under international law), and grants (or does not grant) them access to a series of rights and/or programmes run by UNHCR, its partner organizations and the Moroccan government. In fulfilling this fundamental role, UNHCR ensures that it is perceived as a legitimate institution by other organizations and, more importantly, by refugees themselves (who believe UNHCR holds sovereign power).</p> <p>As the number of refugees and asylum seekers rises, it is becoming increasingly complex to recognize their rights, uphold protection obligations and meet their needs. Increasing migratory flows and needs are putting already stretched resources under further strain, potentially jeopardizing UNHCR's ability to carry out its work, including recognizing refugees' rights.</p> <p>Asylum seekers perceive UNHCR as the organization that grants (or does not grant) them refugee status. But refugees also believe – wrongly – that it decides on their resettlement arrangements. In reality, UNHCR's power is limited by available space, and by the terms of programmes and agreements with resettlement country governments who, ultimately, have the final say on such matters. Consequently, refugees set too much stall by UNHCR's rights recognition role, resulting in the complaints and criticisms raised during the FGDs.</p>
Design and management of social programmes and interventions	<p>As part of its refugee protection work, UNHCR designs and plans social projects, programmes and actions for refugees. In some cases, it implements these initiatives directly. In other cases, projects and programmes are designed and implemented in conjunction with implementing partners, to which it delegates responsibility for fulfilling part of its duties or mandate. UNHCR has adopted this model in a number of areas, including health (AMPF), legal protection (OMDH), social protection and welfare (FOO), and economic integration (AMAPPE).</p> <p>Unlike other organizations in the UN system, UNHCR has maintained a direct link with its beneficiaries. It registers asylum seekers and decides whether to grant them refugee status, manages resettlement and voluntary repatriation procedures (although very few refugees in Morocco opt for voluntary repatriation), distributes cash assistance and monitors programmes. UNHCR's CO in Rabat also has a permanent staff presence, one day a week, so refugees can access its services, and it conducts regular field visits to maintain a link with activities on the ground.</p> <p>As part of its implementing partner strategy, UNHCR identifies potential partners, supports, monitors and evaluates external programmes, and plays a major capacity-building role.</p>

Capacity-building	<p>The UNHCR capacity-building approach focuses mainly on training in the following areas: asylum, international refugee law and the international standards of protection for refugees and asylum seekers in the context of Moroccan national legislation, border monitoring in mixed migration settings and referral systems, the rights of asylum seekers, refugee status determination, regularization, legal assistance for refugees, child protection, SGBV, victims of human trafficking, etc.</p> <p>UNHCR CO has organized a large number of trainings in different formats (workshops, lecture sessions, short courses in Morocco, attendance at international courses, legal clinics), as part of its regular annual action plan but also in response to frequent GoM and CSO demand. Training has taken place mainly in Rabat but also in provincial cities.</p> <p>State institutions at central and local levels include several ministries (e.g. Justice, Interior, Migration, Foreign Affairs, Education, National Mutual Aid), the judiciary (at central level and at local tribunals), police forces (National Police, Gendarmerie Royale), and CSOs. UNHCR CO has concluded several MoU with Moroccan universities and the National Institute of Public Administration (Ecole Nationale Supérieure de l'Administration) to integrate asylum and refugee law-related topics into national curriculums at graduate and postgraduate levels. From 2016 to 2018, more than 3,000 participants have benefited from UNHCR and partner capacity-building actions.</p>
Policy dialogue and advocacy	<p>UNHCR CO has entered into sustained and diplomatic dialogue with senior political representatives at national authorities about asylum and the protection of refugees in past years. The UNHCR Chief of Mission and senior staff have held regular discussions with MAECI (including with the Minister and Secretary-General), MDCMREAM and other ministries to develop and consolidate the protective role of UNHCR in Morocco, reinforce the need for progress in passing the asylum law, adopt international standards on asylum, and implement reforms to continue facilitating the local integration of refugees. Policy dialogue has also taken place with other key actors (e.g. international representatives – the European Union, embassies, the United Nations system).</p> <p>Advocacy about asylum and protection has also been part of the roles of UNHCR technical staff, during the agency's regular interaction with its national counterparts and partners at an operational level, although probably not as a structured task. The presence of UNHCR staff in formal meetings and coordination with national authorities (concerning, for example, access to RSD and public services, NSIA implementation, annual planning and protection case management – particularly with MDCMREAM, BRA, Mol, police forces) have helped to give refugee needs visibility on a regular basis among a diverse range of officials and to expand protection spaces and opportunities for local integration. A critical advocacy topic has been the promotion of the non-refoulement principle and access to asylum procedures. For example, sustained advocacy actions with border officials have been effective in granting access to asylum procedures in the transit zones of Casablanca airport (although not in all cases) and at Royal Navy disembarkation points for those intercepted at sea, as well as in having PoC with UNHCR documents released during mass arrests of irregular migrants in border areas.</p> <p>UNHCR advocacy activities also cover economic integration issues for refugees, with the aim of reducing legal barriers to accessing the labour market, and allowing refugees to benefit from existing public policies and services under similar conditions to Moroccan populations.</p>

Technical assistance	<p>Upon request from the GoM, the UNHCR Geneva office has provided technical commentary on the different versions of the draft national law on asylum and has provided some guidance to align the draft law with international standards. On an ad hoc basis, UNHCR has provided technical input or clarification to state institutions on issues related to local integration (e.g. to ANAPEC on Syrians accessing the labour market).</p>
Networking	<p>UNHCR CO has been particularly effective in building up a network of a broad range of public and private national organizations, all of them working around asylum and protection issues, although with variable degrees of intensity and, in some cases, even with diverging objectives. As concerns public administration, UNHCR has smooth relations with all departments involved in asylum and protection and the agency's participation in regular NSIA programme committee meetings has probably consolidated its recognition as a strategic partner.</p> <p>Strong UNHCR CO engagement with CSOs has been essential to setting up the PWGs, which are a key mechanism to facilitate access to asylum, referrals and protection. Initially in Oujda and more recently in Casablanca and Tangier, the PWGs are playing a key role, working in areas where UNHCR cannot and covering a larger number of cities. In the case of Casablanca, the proactivity of UNHCR in supporting the creation of the PWG has helped bring many CSOs around the same table. These organizations previously worked separately, but are now taking joint actions and therefore gaining efficiencies in protection.</p> <p>The involvement of the private sector has been a strategic move in efforts to facilitate the integration of refugees into the labour market. While much work remains to be done in this field, UNHCR is successfully promoting the sensitization of companies around refugees' skills and potential employability, as well as their participation in economic integration efforts.</p> <p>In many cases, UNHCR acts as a bridge between the numerous stakeholders involved in refugee protection and across sectors.</p>
Knowledge generation	<p>In a context characterized by scarcity of reliable and accessible data about refugee and mixed migration flows, UNHCR has played a major role in generating knowledge about refugee trends. Firstly, its own databases (PROGRESS, FOCUS and other data sets) allow for updated and comprehensive profiling of the refugee population, and can be used to monitor refugee settlement in the country and refugees' needs. Secondly, UNHCR has commissioned specific assignments to external consultants or experts to get in-depth analysis and a clear understanding of topics that are not included in the UNHCR routine information system, or are outside the scope of action of UNHCR and IP staff. It is also worth mentioning the study carried out by IUR during 2018, which is the largest survey to date on refugee integration in Morocco (with more than 1,000 respondents) and provides a comprehensive analysis of opportunities for and barriers faced by refugees. Today, UNHCR is the major source of robust data about asylum and refugees and is able to provide evidence to decision makers in state institutions, international organizations and national CSOs, allowing them to make informed decisions. Knowledge generation is an essential tool for UNHCR to ensure the credibility of its awareness-raising and advocacy activities.</p>
Awareness-raising and opinion leadership	<p>UNHCR has consolidated its role as the reference organization for asylum and refugee protection issues not only as a result of its international mandate but also as a result of its diplomatic approach, sustained support to the GoM and operational credibility. The External Relations (ER) department helps make UNHCR visible through its communication activities in the media and presence at key events, and it has recently positioned UNHCR on social media to reach a wider audience. Awareness-raising activities target a broad spectrum of audiences and national stakeholders.</p>

Donation	<p>UNHCR financially covers refugees' essential needs through several forms of cash assistance and it significantly funds the provision of services (health, education, legal assistance, social care, etc.) through IPs. Although IPs are co-funding these activities, generally with in-kind contributions, the provision of services would not be possible without financial support from UNHCR. In general, UNHCR funding represents a meaningful percentage of IP income structure.</p> <p>UNHCR supports several programmes aimed at the local integration of refugees through IGA or employability actions, implemented mainly by AMAPPE and FOO, in collaboration with private sector organizations and several public bodies (e.g. OFPPT, ANAPEC, ODCO). On average (2016–2019), the UNHCR annual operational budget is approximately 530,000 USD for this field of activity.</p> <p>The majority of capacity-building actions are sponsored by UNHCR, whether through training activities directly organized by the agency or in partnership with other organizations. On average (2016–2019), the UNHCR annual operational budget is approximately 220,000 USD.</p> <p>Across all sectors, on average, the UNHCR operational budget amounts to approximately 400,000 USD per year (2016–2019).</p>
----------	---

The following figure shows the different roles played by UNHCR and its levels of impact.

Figure 1: Roles played by UNHCR and its level of impact

