



THE PRESIDENT  
OF THE  
GENERAL ASSEMBLY

3 May 2018

Excellency,

I have the pleasure to enclose herewith a letter, dated 3 May 2018, from the United Nations High Commissioner for Refugees, Mr. Filippo Grandi. The second draft of the Global Compact on Refugees and a summary of the main changes between the first and second drafts are attached.

In line with the New York Declaration, UNHCR will be holding an informal briefing with Member States on the second and third rounds of formal consultations on the Global Compact for Refugees on 11 May 2018 in Conference Room 6.

Please accept, Excellency, the assurances of my highest consideration.

A handwritten signature in black ink, appearing to read 'M. Lajčák', written in a cursive style.

Miroslav Lajčák

All Permanent Representatives and  
Permanent Observers to the United Nations  
New York



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3 May 2018

Sir,

I have the pleasure to share with you the second draft of the global compact on refugees (GCR), which was prepared on the basis of the second and third formal consultations, as well as a summary of the main changes that have been made to the previous version. This draft has been sent to all UN Member States and non-Member Observer States and key intergovernmental organizations, United Nations and invited civil society partners, and will serve as the basis for discussions during the next round of formal consultations, which will take place in Geneva on 8, 9 and 10 May 2018.

I would also like to inform you that the Assistant High Commissioner for Protection, Mr. Volker Türk, will hold the next informal briefing on the outcomes of the fourth formal consultations on the global compact on refugees on Friday, 11 May 2018, beginning at 10:00 in Conference Room 6 at the United Nations Headquarters. UNHCR's office in New York will liaise closely with you in this regard.

I take this opportunity to express my appreciation for your continued support in this process. My Office remains at your disposal to provide more information or respond to any questions you may have.

Please accept, Sir, the assurances of my highest consideration.

Filippo Grandi

His Excellency  
Mr. Miroslav Lajčák  
President  
Seventy-second session of the General Assembly

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# The global compact on refugees

## DRAFT 2

*(as at 30 April 2018)*

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## **I. Introduction**

### *(i) Background*

1. The predicament of refugees is a common concern of humankind. Refugees flee because of a serious threat to their life, physical integrity or freedom in their country of origin as a result of persecution, serious human rights violations, armed conflict, violence or serious

public disorder, as recognized in international and regional law and instruments, as applicable. Refugees require protection, assistance and solutions to their plight. Countries that host large numbers, often for extended periods of time, are mainly developing and middle-income countries facing their own economic and development challenges. There is therefore a need for 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. Refugees and those affected by refugee situations must not be left behind.

2. The achievement of international cooperation in solving international problems of a humanitarian character is a core purpose of the United Nations, as set out in its Charter.<sup>1</sup> Similarly, the 1951 Convention relating to the Status of Refugees (1951 Convention) recognizes that a satisfactory solution to refugee situations cannot be achieved without international cooperation, as the grant of asylum may place unduly heavy burdens on certain countries.<sup>2</sup> It is vital to translate this long-standing principle into concrete and practical action, including by widening the support base beyond those countries that have historically contributed to the refugee cause through hosting refugees or other means.

3. Based on existing law and experience gained through operational engagement in comprehensive responses, **the global compact on refugees establishes the basis for more predictable and equitable burden- and responsibility-sharing** among all United Nations Member States, together with other relevant stakeholders as appropriate, such as: local actors; international organizations within and outside the United Nations system, including those forming part of the International Red Cross and Red Crescent Movement; other development actors and international financial institutions; regional organizations; civil society, including faith-based organizations; academics and other experts; the private sector; media; host community members and refugees themselves (hereinafter “relevant stakeholders”).

4. Against this background, the global compact is based on the comprehensive refugee response framework (CRRF)<sup>3</sup> and sets out a programme of action. The compact is **not legally binding**, yet it represents a strong aspiration on the part of the international community towards strengthened solidarity with refugees and affected host countries. It will be operationalized through **voluntary but dedicated contributions** towards the achievement of its objectives, set out in para 7 below. These contributions will be **determined by each State and stakeholder**, taking into account their national realities, capacities and levels of development.

#### (ii) *Guiding principles*

5. The global compact emanates from fundamental principles of humanity and international solidarity. Its nature is entirely non-political and fundamentally humanitarian. It is grounded in the international refugee protection regime, centred on the cardinal principle of non-refoulement, and at the core of which is the 1951 Convention and its 1967 Protocol.<sup>4</sup> Some regions have adopted specific instruments, notably the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa, the 1984 Cartagena Declaration on Refugees, and the Common European Asylum System.<sup>5</sup> The refugee protection regime also draws, where applicable, from relevant international human rights instruments,<sup>6</sup> international humanitarian law, as well as other relevant standards of

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<sup>1</sup> Article 1(3), Charter of the United Nations.

<sup>2</sup> Preamble, recital 4 (United Nations, *Treaty Series*, vol. 189, No. 2545). See also [A/RES/2312 \(XXII\)](#), article 2(2).

<sup>3</sup> [A/RES/71/1, Annex I](#).

<sup>4</sup> United Nations, *Treaty Series*, vol. 606, No. 8791.

<sup>5</sup> United Nations, *Treaty Series*, vol. 1001, No. 14691; [Cartagena Declaration on Refugees](#); Treaty on the Functioning of the European Union, article 78, and Charter on the Fundamental Rights of the European Union, article 18. See also the [Bangkok Principles on the Status and Treatment of Refugees](#) of 31 December 1966 (final text adopted 24 June 2001).

<sup>6</sup> Such as the Universal Declaration on Human Rights, article 14 ([A/RES/3/217 A](#)); the Convention on the Rights of the Child (United Nations, *Treaty Series*, vol. 1577, No. 27531), article 22; and the Convention against Torture (United Nations, *Treaty Series*, vol. 1465, No. 24841), article 3. See also Committee on the Elimination of Discrimination against Women, “[General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women](#)”.

international law.<sup>7</sup> It is complemented by instruments for the protection of stateless persons.<sup>8</sup> The purposes and principles of the Charter of the United Nations, the humanitarian principles of humanity, neutrality, impartiality and independence,<sup>9</sup> and the centrality of protection guide the overall application of the global compact.

6. It is recognized that a number of States not parties to the international refugee instruments have shown a generous approach to hosting refugees. All countries not yet parties are encouraged to consider acceding to those instruments and States parties with reservations to give consideration to withdrawing them.<sup>10</sup>

**(iii) Objectives**

7. In line with the CRRF,<sup>11</sup> **the objectives of the global compact** as a whole are to: (i) ease pressures on host countries; (ii) enhance refugee self-reliance; (iii) expand access to third country solutions; and (iv) support conditions in countries of origin for return in safety and dignity. Success in achieving these objectives will be measured by how much progress is made in the following areas:

- an improved sharing of the burden and responsibility, building a system that facilitates a more equitable and predictable distribution of contributions among States – and, where relevant, other stakeholders - including through the hosting of refugees, making financial contributions, and supporting solutions;
- enhanced protection and socio-economic conditions for refugees and host communities, notably women and girls, children, older persons, people with disabilities, and others with specific needs, taking into account each country's capacities and resources; and
- a reduction in the number of refugees who live in protracted situations through the achievement of durable solutions.

8. To achieve the objectives set out in para 7 above, the global compact will mobilize:

- political will on the part of the international community to address refugee challenges, including through engagement of a wider range of States and stakeholders to broaden the base of support;
- stronger and more predictable humanitarian and development responses that facilitate complementarity between humanitarian assistance and development cooperation;
- increased investments in building human capital and resilience for host communities and refugees, including through education, livelihoods, and health care, pending the realization of durable solutions; and
- strengthened focus on addressing root causes and planning for durable solutions from the outset of emergencies.

**(iv) Prevention and addressing root causes**

9. Large-scale refugee movements and protracted situations, often also involving significant internal displacement, persist on all continents. Protecting and caring for refugees is life-saving, vital and an investment in the future, but importantly needs to be accompanied by dedicated efforts to address root causes. Increasingly, environmental degradation and natural disasters also interact with the drivers of refugee movements. In the first instance,

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<sup>7</sup> E.g., Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (United Nations, *Treaty Series*, vol. 2237, No. 39574), article 14; Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime (United Nations, *Treaty Series*, vol. 2241, No. 39574), article 19.

<sup>8</sup> 1954 Convention on the Status of Stateless Persons (United Nations, *Treaty Series*, vol. 360, No. 5158); 1961 Convention on the Reduction of Statelessness (United Nations, *Treaty Series*, vol. 909, No. 14458).

<sup>9</sup> See, e.g., [A/RES/46/182](#) on the strengthening of the coordination of emergency humanitarian assistance of the United Nations and all subsequent General Assembly resolutions on the subject, including resolution [A/RES/71/127](#) of 8 December 2016.

<sup>10</sup> [A/RES/72/150](#), para 7.

<sup>11</sup> [A/RES/71/1, Annex I](#), para 18.

dealing with these problems is the responsibility of the States directly concerned that are at the origin of refugee movements. However, averting and resolving large refugee situations also are matters of serious concern to the international community as a whole, requiring improved cooperation and complementarity among political, humanitarian, development and peace efforts; and early efforts by the international community to come together to address the drivers and triggers of displacement.<sup>12</sup>

10. Against this background, the global compact complements ongoing United Nations endeavours in the areas of prevention, peace, security, development, migration and peacebuilding. All States and stakeholders are called on to cooperate to tackle the root causes of large refugee situations, including through heightened international efforts to prevent and resolve conflict; uphold international humanitarian law; and alleviate poverty, reduce disaster risks, and support development in countries of origin, including in line with the 2030 Agenda<sup>13</sup> and other relevant frameworks.<sup>14</sup> Equally important are efforts to end discrimination based on gender, race, colour, religion or creed,<sup>15</sup> uphold the rule of law, and promote and protect human rights and fundamental freedoms for all.

## II. Comprehensive refugee response framework (CRRF)

11. Part II of the global compact is the CRRF as adopted by the United Nations General Assembly ([A/RES/71/1, Annex I](#)).

## III. Programme of action

12. The purpose of the programme of action is to facilitate the application of a comprehensive response in support of refugees and countries particularly affected by a large refugee movement, a protracted refugee situation, or in other contexts as may be appropriate. It consists of two subparts:

Part III.A, which sets out mechanisms to achieve more equitable and predictable burden- and responsibility-sharing; and

Part III.B, which sets out areas for concrete contributions in support of host States and, where appropriate, countries of origin, by States and relevant stakeholders through the mechanisms contained in Part III.A.

13. The programme of action is underpinned by a strong partnership and participatory approach, involving refugees and host communities, as well as age, gender, and diversity considerations, including: promoting gender equality and empowering women and girls; ending sexual exploitation and abuse; responding to the needs of those with disabilities and older people; and ensuring the best interests of the child.

### A. Mechanisms for burden- and responsibility-sharing

14. Countries that receive and host refugees, often for extended periods, make an immense contribution from their own limited resources to the collective good, and indeed to the cause of humanity. It is imperative that these countries obtain the tangible and concrete support of the international community as a whole in leading the response.

15. The following mechanisms are intended to achieve more equitable and predictable burden- and responsibility-sharing with host countries and communities, and support the search for solutions, including, where appropriate, through assistance to countries of origin. They entail complementary action at different levels:

- **global level:** involving regular stocktaking and concrete pledges towards the achievement of the objectives of the global compact by all United Nations Member

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<sup>12</sup> “[International cooperation to avert new flows of refugees: Note by the Secretary-General](#)”, as endorsed by the General Assembly in [A/RES/41/70](#). See also, “Peacebuilding and Sustaining Peace: Report of the Secretary-General”, [A/72/707](#).

<sup>13</sup> [2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals](#). See also the African Union’s [Agenda 2063](#).

<sup>14</sup> E.g. [Sendai Framework for Disaster Risk Reduction 2015 - 2030](#).

<sup>15</sup> [A/RES/71/1](#), para 39.

States and other stakeholders through a Global Refugee Forum, held on a regular basis; and

- **region- or country-specific level:** including through: national arrangements; activation of a Support Platform, where appropriate; and regional and subregional approaches.

16. In addition, **effective burden- and responsibility-sharing** requires: funding; a multi-stakeholder and partnership approach; and better data and evidence, including through measuring the impact of hosting, protecting and assisting refugees.

17. Efforts will be made to avoid duplication and to streamline the mechanisms for burden- and responsibility-sharing set out in this part within existing processes where this is appropriate. At the same time, these mechanisms will necessarily go beyond “business as usual” in order to fulfil the purpose of creating an improved system of burden- and responsibility-sharing. **Good faith and common trust** will be crucial bases for the implementation of the mechanisms: although the global compact is not legally binding, it is a collective exercise and its success depends on the willingness of all to share burdens and responsibilities, according to their capacities and circumstances.

## **1. Global mechanism for international cooperation**

### ***1.1 Global Refugee Forum***

18. A periodic Global Refugee Forum, at ministerial level, will be convened for all United Nations Member States, together with relevant stakeholders, to announce **concrete pledges** towards the objectives of the global compact, as set out in para 7, reflecting also what they consider to be their fair share of responsibility. The first forum will be convened in 2019, with subsequent forums convened every four years, starting from 2021. Forums would be co-convened and co-hosted by one or more State(s), together with UNHCR.

19. Pledges and contributions made at Global Refugee Forums could take different forms, including: financial, material and technical assistance (e.g., standby capacity or contributions to and possible participation in Support Platforms, section 2.2 below); changes to national policies, laws and practices taking into consideration an assessment of protection systems and response capacities; as well as resettlement places and other pathways for admission, including scholarships, labour mobility or private sponsorship schemes. Part III.B serves as a guide for areas against which pledges and contributions would be made.<sup>16</sup>

20. Starting in 2021, Global Refugee Forums will provide an opportunity not only to make new pledges, but also to **take stock of and review** the implementation of previous pledges, progress towards the achievement of the objectives of the global compact, and ongoing opportunities and challenges. This will facilitate review of burden- and responsibility-sharing, with a view to bringing great predictability and equity to the system. States and relevant stakeholders will also exchange experiences and address issues of common interest and concern, in a spirit of partnership and transparency. The ongoing stocktaking and review at Global Refugee Forums will be an integral component of the follow up to the global compact (Part IV).

## **2. Mechanisms to support a comprehensive response to a specific situation**

### ***2.1 National arrangements***

21. Based on good practices, and recognizing the importance of national leadership, **national arrangements** may be established by host countries to coordinate and facilitate the efforts of relevant authorities, UNHCR, other international organizations, non-governmental entities, and refugees to achieve a comprehensive response. **The composition and working methods of national arrangements would be determined by host States**, as would the need for capacity development for relevant national authorities to undertake such work.

22. Such efforts could support the preparation and implementation of a **comprehensive plan** under national leadership, with the assistance of UNHCR and other stakeholders, setting

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<sup>16</sup> While formal Global Refugee Forums will be convened according to the calendar set out above, the pledging process will be dynamic. States and other stakeholders will be able to submit pledges at any time. Pledges will be lodged with UNHCR, which will record and publish them.

out policy priorities; institutional arrangements; and requirements for support from the international community, including investment and financing, material and technical assistance, and solutions, including resettlement and other pathways for admission. Linkages with existing regional and national plans, including for development and disaster response, would also be made.

## **2.2 Support Platform**

23. In response to a significant refugee situation, whether new or protracted, host countries will be able to seek the activation of a **Support Platform**. The platform would constitute an ongoing effort to enhance cooperation, build trust and predictability, and advance good practices in mobilizing responses to a specific country or regional refugee situation, as well as in accelerating the search for solutions.

24. The Support Platform would enable context-specific, predictable and broadened support for refugees, host countries and communities. Its functions could evolve over time, but would include:

- galvanizing political commitment and advocacy for prevention, response and solutions;
- mobilizing financial, material and technical assistance for the **comprehensive plan** (see para 22 above), drawing on Global Refugee Forum pledges where appropriate;
- facilitating the early, sustained and predictable engagement of development actors; and
- developing and supporting policy initiatives to ease pressure on host countries, build resilience and self-reliance, and find solutions.

25. A Support Platform would be activated and assisted by UNHCR, upon request of host countries and in close consultation with relevant States that have committed to contributing in principle, taking into account existing response efforts and political, peacekeeping and peacebuilding initiatives. “Triggers” for activation would include:

- a large-scale and/or complex situation where the response capacity of a host State is or is expected to be overwhelmed; or
- a protracted situation where the host State(s) requires considerable additional support, and/or a major opportunity for a solution arises (e.g. large-scale voluntary repatriation) in the country of origin.

26. Each Support Platform would benefit from the leadership, leverage and engagement of a group of States to mobilize contributions and support, which may take different forms (para 24). The composition of this group would be context-specific. It would include host States; where appropriate in a solutions context, the country of origin; regional neighbours; and other cooperating States that are engaged and committed to making significant contributions (including financial, material and technical assistance, and third-country solutions). Other stakeholders would be invited to engage as appropriate, including regional and sub-regional organizations and fora, international and regional financial and development actors, relevant United Nations agencies, the private sector, and civil society representatives.

27. While the platform would not be a fixed body or undertake operational activities, it would draw on pre-announced expressions of interest or standby arrangements. It would complement existing coordination mechanisms, whether for humanitarian or development cooperation. UNHCR would ensure regular reporting to the Executive Committee of the High Commissioner’s Programme (ExCom) and the General Assembly, including to facilitate exchange of information, practices and experiences between different Support Platforms.

28. The strategy for support by the platform could draw on a wide range of options. This could include initiating the organization of a **solidarity conference**, where this would add value and complement existing mechanisms. Unlike the Global Refugee Forum, a solidarity conference would be situation-specific, providing a strategic vehicle to garner broad-based support for host States.

## **2.3 Regional and subregional approaches**

29. Refugee movements often have a significant regional or subregional dimension. While the characteristics of regional and subregional bodies and groupings vary, they can play an important role in comprehensive responses, including in terms of: strengthening emergency preparedness and response; supporting protection and assistance measures; and

achieving durable solutions, including enabling conditions for voluntary repatriation. Past comprehensive responses have also demonstrated the value of regional cooperation in addressing refugee situations in a manner which encompasses the political dimensions of causes or where the specific circumstances demand international cooperation. Regional and subregional bodies and groupings have played a particularly useful role in addressing large complex situations in some contexts.

30. As part of the mechanisms for burden- and responsibility-sharing set out in this section, regional and subregional bodies or groupings would actively contribute to positive resolution of refugee situations in their respective regions, including, where appropriate, by playing a key role in Support Platforms, solidarity conferences and other arrangements. To avoid duplication and ensure they respond to particular regional circumstances and needs, comprehensive responses will also build on existing regional and subregional initiatives for refugee protection and durable solutions where available.

31. To bring in different perspectives and experiences, and to encourage coherence, the exchange of good practices among relevant regional and subregional bodies will be facilitated on a regular basis.

### 3. Key tools for effecting burden- and responsibility- sharing

32. The following tools operationalize burden- and responsibility-sharing, and underpin the mechanisms set out above.

#### *3.1 Funding and effective and efficient use of resources*

33. The mobilization of timely, predictable and adequate public and private funding is key to the successful implementation of the global compact, bearing in mind the interest of all stakeholders in maximizing the effective and efficient use of resources, preventing fraud and ensuring transparency. Through the mechanisms set out above, and other related channels, resources will be made available to countries faced with large-scale refugee situations, both new and protracted, as part of the global compact, including through efforts to expand the support base beyond traditional donors.<sup>17</sup> This includes:

- **humanitarian funding:** States and humanitarian actors to ensure timely, adequate and needs-driven financing, both for the emergency response and protracted situations, including flexible, unearmarked, and multi-year funding wherever possible;<sup>18</sup>
- **development action:** States and other development actors, including international and regional financial institutions, to step up their engagement in support of refugees, host countries and host communities, and to include the impact of a refugee situation in planning their activities. This will involve dedicated and additional development resources, **over and above regular development programmes**, provided as grants or with a high degree of concessionality through both bilateral and multilateral channels, with direct benefits to host countries and communities, as well as to refugees.<sup>19</sup> Efforts will be made to ensure development assistance is effective, including through country ownership and leadership, and emphasis on partnerships with the private sector and civil society.<sup>20</sup> Where appropriate, development assistance in favour of countries of origin to enable conditions for voluntary repatriation will also be prioritized;
- **maximizing private sector contributions:** At the request of relevant countries and under their leadership, States and stakeholders, including the private sector itself, to explore opportunities for private sector investment and job creation in refugee-hosting areas and potential areas of return in countries of origin. Support could be provided to:

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<sup>17</sup> Including through innovative financing schemes as recommended in the [Report](#) to the Secretary-General by the High-Level Panel on Humanitarian Financing (January 2016).

<sup>18</sup> See, e.g., [A/RES/71/127](#), [A/71/353](#).

<sup>19</sup> Models include the World Bank's International Development Association (IDA) refugee and local community sub-window and the Global Concessional Financing Facility, as well as the International Finance Corporation's financing for the private sector and the Multilateral Investment Guarantee Agency's support for foreign direct investment. See also, Organisation for Economic Co-operation and Development (OECD), "[Addressing Forced Displacement through Development Planning and Co-operation](#)".

<sup>20</sup> See, e.g., [A/RES/71/127](#), [A/71/353](#), [A/RES/69/313](#).

- assess investment opportunities that are commercially sustainable, including identifying impediments to their implementation;
- recommend policy measures and de-risking arrangements to capitalize on potential commercial investment opportunities that also serve the public interest;
- develop innovative technology, including renewable energy, particularly with a view to closing the technology gap and developing capacity in developing and least developing countries hosting refugees;
- grow local businesses and microenterprises that can directly generate jobs for refugees and host community members;
- facilitate business-to-business exchange on employing refugees through skills matching, and job or trade fairs; and
- include refugees in private sector supply chains (as suppliers, buyers and producers) and design products and services that refugees rely on (such as financial services or products, and information services).

### **3.2 A multi-stakeholder and partnership approach**

34. While recognizing the primary responsibility of States, the global compact is embedded in a multi-stakeholder and partnership approach, with relevant actors contributing according to their capacities and expertise, including through the arrangements set out below. In addition to the exercise of its mandate responsibilities, UNHCR will play a supportive and catalytic role to facilitate a multi-stakeholder approach under the global compact.

35. In recognition of the fact that responses are most effective when they actively engage those they are intended to protect and assist, relevant actors will, wherever possible, continue to develop and support consultative processes that enable *refugees and host communities* to help design appropriate responses. States and relevant stakeholders will explore how best to include refugees and members of host communities, particularly women and youth,<sup>21</sup> in key fora, institutions, and decision-making processes, including by facilitating language learning, as well as access to information, for instance through low-cost mobile phone and internet subscriptions. Mechanisms to receive complaints and investigate and prevent fraud and corruption help to ensure accountability.

36. **Humanitarian and development actors** will work together from the outset of a refugee situation to support host countries and, where appropriate, countries of origin, based on a spirit of partnership. International development and financial partners will be engaged to provide the additional support required for sustainable responses and in a manner that does not negatively impact or reduce support for broader development imperatives for the concerned country.

37. **The United Nations system** will be fully leveraged. This will include the contributions of the United Nations Sustainable Development Group and the United Nations Country Team. Guided by the Resident Coordinator, and in furtherance of national development imperatives, United Nations development action in support of host communities and refugees will be considered in United Nations Development Assistance Frameworks. Technical advice and support will also be made available through the United Nations regional offices.

38. **Local authorities and other local actors** in both urban and rural settings are often first responders to large-scale refugee situations, and among the actors that experience the most significant impact over the medium term. Consistent with national arrangements, it is a priority that support by the international community under the global compact be directed to strengthening institutional capacities at local level, including through funding and capacity development.<sup>22</sup> Recruitment of local personnel by humanitarian and development agencies is encouraged, wherever possible.

39. **Networks of cities and municipalities**<sup>23</sup> hosting refugees are invited to share good practices and innovative approaches to responses in urban settings, including through

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<sup>21</sup> E.g. participation of refugee children and youth in policy and decision-making through local refugee youth councils, building on UNHCR's Global Youth Advisory Council.

<sup>22</sup> [A/71/353](#).

<sup>23</sup> Including: ICORN [Cities of Refuge](#); the [Global Network of Cities, Local and Regional Governments](#); the [Global Alliance for Urban Crises](#); [100 resilient cities](#); the [Global Mayors Summit on Migration and Refugee Policy and Practice](#); the [Mayoral Forum on Human Mobility, Migration](#)

twinning arrangements, with the support of UNHCR and other relevant stakeholders. Likewise, engagement by *national parliamentarians* as appropriate under relevant national arrangements is encouraged, including with a view to reconciling the interests and expectations of different groups and communities through dialogue and inclusion.<sup>24</sup>

40. In recognition of their important work for refugees, as well as host States and communities, and in a spirit of partnership,<sup>25</sup> *civil society organizations*, including those that are refugee-led, and those operating at the local and national levels, will contribute to assessing community strengths and needs, planning and programme implementation, capacity development, and funding allocations.

41. *Faith-based organizations* could play a crucial role in developing arrangements to maximize support to refugees and host communities, including in the areas of conflict prevention, reconciliation, and peacebuilding. They could also support private sponsorship programmes or other pathways for admission to third countries.

42. *Public-private partnerships* will be explored,<sup>26</sup> including: possible new institutional arrangements and methodologies for the creation of commercial business venture conditions and financial/business instruments; to support refugee employment and labour mobility; and to enable greater opportunities for private sector investment in refugee-hosting areas and in areas of return in countries of origin, where appropriate. The private sector is encouraged to advance standards for ethical conduct in refugee situations, share tools to identify business opportunities in host countries, and develop country-level private sector facilitation platforms where this would add value.

43. A *global academic network* on refugee, forced displacement, and statelessness issues will be established, involving universities, academic alliances, and research institutions, together with UNHCR, to facilitate research, training, scholarship opportunities and other initiatives which result in specific deliverables in support of the objectives of the global compact.

44. Recognizing the important role that *sports and cultural activities* can play in social development, inclusion, cohesion, and well-being, particularly for refugee children and youth (both boys and girls), partnerships will be pursued between relevant State institutions; foundations; international organizations; non-governmental organizations; sporting and cultural organizations; the private sector; and experts to increase access to sporting and cultural facilities and activities in refugee-hosting areas.<sup>27</sup>

### 3.3 Data and evidence

45. Reliable, comparable, and timely data is critical for evidence-based measures to: improve socio-economic conditions for refugees and host communities; assess and address the impact of large refugee populations on host countries; and identify and plan appropriate solutions.

46. To support evidence-based responses, States and relevant stakeholders<sup>28</sup> will:

- promote the development of harmonized or interoperable standards for the collection, analysis, and dissemination of age, gender, diversity (including disability) disaggregated data on refugees and returnees;<sup>29</sup>

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[and Development](#); and the “cities of solidarity” model contained in the [2004 Mexico Declaration and Plan of Action to Strengthen International Protection of Refugees in Latin America](#).

<sup>24</sup> This could also be facilitated through or build on the cooperation between the Inter-Parliamentary Union and UNHCR.

<sup>25</sup> See also the “[Principles of partnership](#)” (equality, transparency, results-oriented approach, responsibility and complementarity).

<sup>26</sup> Including with the support of the International Chamber of Commerce and the World Economic Forum.

<sup>27</sup> This could build on the work of the Olympic Refugee Foundation, as well as the partnership between UNHCR and the International Olympic Committee, and other entities such as Football Club Barcelona Foundation. See also the UNESCO [International Charter of Physical Education, Physical Activity and Sport](#).

<sup>28</sup> [Placeholder to refer to the World Bank-UNHCR joint data centre once established].

<sup>29</sup> See also the “[International recommendations on refugee statistics](#)”.

- ensure that relevant data protection and data privacy policies are applied with respect to all collection and dissemination of personal data on refugees, host communities and returnees, including the principles of necessity, proportionality, and confidentiality;
- support the inclusion of refugees and host communities, as well as returnees and stateless persons as relevant, within national data and statistical collection processes;
- capacitate national data collection systems on the situation of refugees and host communities, as well as returnees, using national surveys, population and housing censuses, and administrative sources as relevant; and
- support the generation and dissemination of evidence on what has been effective in terms of the arrangements undertaken in the application of the global compact (Part IV).

47. Improving data and evidence will also support efforts to achieve **solutions**. Data and evidence will guide the development of policies, investments, and programmes aimed at enabling the voluntary repatriation and sustainable reintegration of returnees into their countries of origin. States, UNHCR, and other relevant stakeholders will work to enable the systematic collection, sharing, and analysis of disaggregated data related to the availability and use of resettlement and other pathways for admission; and share good practices and lessons learned that would assist in the development of predictable, effective and sustainable systems needed to expand third-country solutions.<sup>30</sup>

48. To inform burden- and responsibility-sharing mechanisms, UNHCR will coordinate with appropriate international and local partners to assist **with measuring the impact** of hosting, protecting and assisting refugees, with a view to assessing gaps in international cooperation and to promoting burden- and responsibility-sharing that is more equitable, predictable and sustainable.<sup>31</sup> UNHCR and partners will convene technical-level discussions on appropriate methodology or methodologies in 2018, with a view to building broad agreement on the approach to be taken. The results of this exercise will be shared and provide the opportunity for formal discussions among States in 2018-2019. The first report will be issued in 2019, coinciding with the first Global Refugee Forum. The exercise would be repeated at regular intervals, providing the basis for determining whether there has been progress towards fairer burden- and responsibility-sharing.

## **B. Areas in need of support**

49. The response measures set out in this part reflect the realities faced by countries confronted with large-scale new or protracted refugee situations. Grouped around the pillars of the CRRF,<sup>32</sup> they identify possible actions in support of a comprehensive and people-centred response to large refugee situations, or other contexts where appropriate, in accordance with international law and good international practice and adapted to the specific context.

50. Part B is based on the experience of past comprehensive responses and the application of the CRRF. It is not intended to be prescriptive, nor to impose additional burdens on host countries. Indeed, the very aim of the global compact is to ease such pressures, particularly for developing and middle-income countries, through support **from other States and stakeholders**, taking into account the differences in capacities and resources between States.

51. The response measures set out below are intended to benefit refugees and host community members through an inclusive approach. Actions will take into account diverse needs and potential vulnerabilities, including of girls and women; children and youth; minority groups; survivors of sexual and gender-based violence, exploitation or trafficking; older persons; persons with disabilities; and others with specific needs.

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<sup>30</sup> This could build on the work of UNHCR and the OECD on mapping of safe and regulated pathways of admission to third countries used by refugees.

<sup>31</sup> [A/RES/72/150](#), para 20.

<sup>32</sup> The pillars of the CRRF are: reception and admission; support for immediate and ongoing needs; support for host countries and communities; and durable solutions. In the interests of ensuring that the needs of refugees and host communities are addressed equally, the actions that would support the application of “support for immediate and ongoing needs” and “support for host countries and communities” have been grouped together.

52. The success of the measures outlined in Part B hinges on robust and well-functioning mechanisms of burden- and responsibility-sharing, and a real commitment on the part of the international community to allocate the necessary resources to bring it to life.

53. To this end, in support of host countries, as well as, where appropriate, countries of origin, **the international community is called on to pledge and contribute<sup>33</sup> to the areas set out below** through the mechanisms in Part III.A. It is recognized that each situation differs in nature and Part B does not preclude other support that may be relevant to host countries. National leadership and ownership will be paramount. The measures below will be mobilized at the **request** at the host country, building on national arrangements and relevant plans.<sup>34</sup>

## 1. Reception and admission

### 1.1 *Early warning, preparedness and contingency planning*

54. Preparedness, including contingency planning, strengthens and enhances the quality and timing of a comprehensive response to large refugee situations, including over the medium term. In line with the United Nations Secretary-General's prevention agenda,<sup>35</sup> States and relevant stakeholders will contribute resources and expertise to include preparation for large refugee movements, in a manner consistent with the CRRF where possible, in national, regional, and United Nations-supported preparedness and contingency planning efforts.

55. Capacity development for relevant authorities will be supported, enabling them to put in place risk monitoring and preparedness measures in advance of a crisis, and to foster increased and coordinated support from a wide range of stakeholders, including the private sector. Preparedness measures will take into account global, regional and national early warning and early action mechanisms,<sup>36</sup> disaster risk reduction efforts, and measures to enhance evidence-based forecasting of future movements and emergencies. They will also take into account likely internal displacement that may result from a particular situation, as applicable. UNHCR will strengthen support to host countries by sharing information on movement of people of concern, where appropriate.

56. In particular, in support of countries that may be affected by large refugee movements, States and relevant stakeholders will contribute resources and expertise to:

- conduct regular risk analyses to understand the likelihood of future refugee movements (and internal displacement where relevant) and the potential impact on host areas;
- promote situational analysis and scenario-building exercises on a regular basis in countries close to ongoing conflict and instability, also with a view to encouraging regional approaches;
- develop contingency plans and put in place preparedness measures to rapidly address refugee movements;
- strengthen the response, including by enhancing national coordination mechanisms at capital and field levels, improving information sharing and needs assessment practices, and exploring digital infrastructure to facilitate a rapid digital cash response; and
- ensure standby capacity to respond quickly to large-scale refugee situations, including potential standby service assistance packages and necessary technical and human resources committed in advance.

### 1.2 *Immediate reception arrangements*

57. When large numbers of people arrive, whether as part of refugee or mixed movement situations, countries and communities go to great lengths to scale up arrangements to receive them. In support of government strategies to manage arrivals, UNHCR, States, and relevant stakeholders will contribute resources and expertise to:

- assist with or provide training and capacity development for initial identification and referral of those with specific needs (see section 1.5 below);

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<sup>33</sup> In line with para 4 above.

<sup>34</sup> See, e.g., paras 21 and 22 above.

<sup>35</sup> See further, United Nations Secretary-General, "[Priorities: Prevention](#)".

<sup>36</sup> E.g., those of the European Union, the Organization for Security Co-operation in Europe (OSCE), or the African Union, as well as other relevant mechanisms at the sub regional level.

- identify and support the establishment of reception and transit areas, sensitive to age, gender and diversity (including disability) considerations;
- provide essential services in reception areas, including clean drinking water and sanitation, health and nutrition, and “safe spaces” for women and children;
- support efficient mechanisms to transfer new arrivals away from borders, and pursue alternatives to camps, where relevant; and
- conduct post-reception planning, including through collective arrangements or individual/community-based accommodation as appropriate.

58. Priority will be given to supporting response measures established by host States, including through multipurpose cash assistance using national delivery systems where possible. Regional and international standby arrangements for personnel, as well as technical and material assistance, will also be activated and strengthened. Measures by host States to facilitate entry for standby and emergency deployments are encouraged.

### ***1.3 Safety and security***

59. Security considerations and international protection are complementary. The primary responsibility for safety and security lies with States, which can benefit from the promotion of national integrated approaches that protect refugees and their human rights, while safeguarding national security, including from a counter-terrorism perspective. The legitimate security concerns of host States are fully recognized, as well as the need to uphold the civilian and humanitarian character of asylum.<sup>37</sup>

60. In support of host countries and under their leadership, States, UNHCR and relevant stakeholders<sup>38</sup> will contribute resources and expertise for:

- the application of protection-sensitive protocols for security screening of new arrivals, and effective and protection-sensitive use of databases;
- capacity development of relevant authorities (e.g., civil servants, police, security, judiciary) with respect to international refugee protection and exclusion criteria, as well as on modalities for prosecution and/or extradition, in line with international law, of persons suspected of engaging in criminal activity;
- the strengthening of international efforts to combat sexual and gender-based violence, smuggling and trafficking;
- the facilitation of gender-sensitive local approaches to identify and address potential security threats affecting refugees and host communities, including frameworks for local policing and increased community engagement, as well as mobile courts to facilitate access to justice;
- the identification and separation of fighters and combatants at border entry points or as early as possible after arrival in line with international and national law and protection safeguards; and
- the development and implementation of programmes for protection and assistance to children formerly associated with armed forces and groups.

### ***1.4 Registration and documentation***

61. Registration of refugees is key for States to know who has arrived. It is also an important tool in ensuring the integrity of protection systems and preventing and combating fraud, corruption and crime, including trafficking in persons. Registration facilitates access to basic assistance, allows identification of those with specific needs, and provides information crucial to finding appropriate durable solutions.<sup>39</sup> In support of host countries, UNHCR, in conjunction with States and relevant stakeholders, will contribute resources and expertise for:

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<sup>37</sup> See UNHCR Executive Committee (ExCom) Conclusion No. 94 (LIII) (2002) and [A/RES/72/150](#), para 28.

<sup>38</sup> This could include regional organizations; the International Committee of the Red Cross (ICRC); and relevant United Nations organizations, including United Nations peace operations, as well as development and rule of law actors with appropriate expertise.

<sup>39</sup> UNHCR ExCom Conclusion No. 91 (LII) (2001).

- strengthening national capacity in the area of registration, documentation and biometrics, where appropriate;
- establishing digital systems for individual registration, documentation, identity management and biometrics (including for women and girls), with standard operating procedures for national-level deployment;
- collecting quality registration data, disaggregated by age, sex, specific needs, and location;
- establishing protocols for collecting and managing personal data, and protocols for when and where biometric data can be used, in line with relevant national and international data protection principles; and
- procedures to assist with the identification of stateless persons in line with international law.

### 1.5 Addressing specific needs

62. In managing large movements of refugees, but also in mixed movement situations, the capacity to address specific needs is a particular challenge, requiring additional resources and targeted assistance.

63. In support of host countries, States and relevant stakeholders<sup>40</sup> will contribute resources and expertise for the identification, screening and referral of those with specific needs to appropriate processes and procedures. Multi-stakeholder response teams could be established to facilitate this. This will include the identification and referral of children, including unaccompanied and separated children, to best interests assessment and/or determination, together with appropriate care arrangements other services.<sup>41</sup> Identification and referral of victims of trafficking and other forms of exploitation to appropriate processes and procedures, including for identification of international protection needs, is key; as is identification and referral of stateless persons and those at risk of statelessness, including to statelessness determination procedures. Support will be garnered to enable refugees in need, including women and children at risk,<sup>42</sup> to be referred to platforms for emergency processing for resettlement, such as emergency transit facilities, as appropriate and available.

64. Further, in support of host countries, States and relevant stakeholders will contribute resources and expertise for:

- the development of non-custodial and community-based alternatives to detention, particularly for children;
- health care and psychosocial support, including for survivors of torture and trauma, sexual and gender-based violence, and those with medical needs; and
- arrangements to ensure access to registration and other relevant services for people with disabilities,<sup>43</sup> those who are illiterate, and older people.

### 1.6 Identifying international protection needs

65. The need for international protection arises when persons are outside their own country and unable to return home because of risks recognized under relevant international and regional law or instruments, as applicable in a specific context.<sup>44</sup> Mechanisms for the fair and efficient determination of individual international protection claims provide an opportunity for States to determine the status of those on their territory.<sup>45</sup> In the context of large refugee movements, however, group-based protection (such as prima facie recognition of refugee status) can also assist in addressing international protection needs, where considered appropriate by the State.

66. To facilitate predictable and sustained support, and without prejudice to activities carried out under its mandate, UNHCR will establish an *asylum capacity support group* drawn from a pool of technical experts. This group could be activated on the request of a

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<sup>40</sup> This could include non-governmental organizations, regional organizations, and international organizations including UNHCR and the International Organization for Migration (IOM).

<sup>41</sup> See, e.g., [A/RES/64/142](#).

<sup>42</sup> See UNHCR ExCom Conclusions: No. 105 (LVII) (2006); No. 107 (LVIII) (2007).

<sup>43</sup> See "[Washington group short set of questions on disability](#)".

<sup>44</sup> See UNHCR ExCom Conclusion No. 103 (LVI) (2005), and above, para 5.

<sup>45</sup> In line with [A/RES/72/150](#), para 51. See also UNHCR ExCom Conclusion No. 96 (LIV) (2003) and IOM, "[Assisted voluntary return and reintegration](#)".

State, at short notice, to provide support to relevant national authorities – in line with applicable international, regional and national instruments and laws – to strengthen aspects of their asylum systems with a view to ensuring their fairness, efficiency, adaptability and integrity. Such support could include standby arrangements and sharing of good practices on topics, including case management, interviewing techniques and broader institutional capacity development.

67. In addition, where appropriate and on request, stakeholders with relevant mandates and expertise will provide guidance and support for measures to address other protection challenges. This could include measures to assist those displaced by natural disasters, taking into account regional instruments as applicable, as well as practices such as temporary protection<sup>46</sup> and humanitarian stay arrangements.

## 2. Meeting needs and supporting communities

68. Thorough management of a refugee situation is often predicated on the resilience of the host community. There is also increasing recognition of the development challenges posed by large refugee situations and the advantages of shared and inclusive economic growth in refugee-hosting areas from which all can benefit,<sup>47</sup> in line with the 2030 Agenda. Through a common focus on marginalization, the global compact can help attract support to ensure that refugees and their host communities are not left behind in a country's progress towards the Sustainable Development Goals. At the same time, host States that seek to strengthen national policies and institutions for the resilience of local and refugee communities often require sufficient contributions from the international community to accompany their efforts, until solutions can be found. Efforts to support refugees and host communities in no way diminish, and are in fact complementary to, the need to facilitate future arrangements for durable solutions.

69. Development actors will work in complementarity to humanitarian assistance interventions to ensure that the impact of a large refugee situation on a host country is taken into account in formulating development policies. The primacy of country leadership and ownership, and the mobilization of predictable humanitarian and development responses that are consistent with national development strategies and aligned with the 2030 Agenda are key to ensuring sustainability. At the same time, host countries need to be able to rely on development resources to ensure that communities affected by a refugee situation are not impaired in making progress towards the Sustainable Development Goals.

70. Humanitarian assistance remains needs-driven and guided by the humanitarian principles of humanity, neutrality, impartiality and independence. Wherever possible, it will therefore be delivered in a way that benefits both refugees and host communities. This will include efforts to deliver assistance through local and national service providers (including, where appropriate, through State-led social protection systems and multipurpose cash assistance), instead of establishing parallel systems for refugees from which host communities do not benefit over time. Increasingly, refugees find themselves in urban and rural areas outside of camps, and it is important to respond to this reality.

71. The areas set out below require particular support by the international community in order to enhance resilience for host communities, as well as refugees. They are not intended to create further burdens on or conditionality for host countries; but rather constitute **a call for contributions from others** to assist in the application of a comprehensive response.<sup>48</sup> They are to be read in conjunction with the mechanisms for burden- and responsibility-sharing in Part III.A.

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<sup>46</sup> See UNHCR ExCom Conclusions: No. 22 (XXXII) (1981); No. 74 (XLV) (1994), paras (r) – (u); No. 103 (LVI) (2005), para (l).

<sup>47</sup> See World Bank Group, "[Forcibly displaced: toward a development approach supporting refugees, the internally displaced, and their hosts](#)".

<sup>48</sup> See also para 22 above.

## 2.1 Education

72. In line with national education laws, policies and planning, and in support of host countries, States and relevant stakeholders<sup>49</sup> will contribute resources and expertise to expand and enhance the quality of national education systems to facilitate access by refugee and host community children and youth. More direct financial support and special efforts will be mobilized to minimize the time refugee boys and girls spend out of education, ideally a maximum of three months.

73. More specifically, this will include resources and expertise to:

- support the expansion and enhanced quality of: educational facilities and capacity, including for early childhood development; teaching staff (including support for refugees and members of host communities who are or could be engaged as teachers, in line with national laws and policies); infrastructure; and education data management systems;<sup>50</sup>
- meet the specific needs of refugee children and youth (e.g. through accelerated education and other flexible certified learning programmes, “safe schools”, as well as adapted approaches for children with disabilities, psychosocial trauma or other specific needs) and overcome obstacles to their enrolment and attendance (e.g. those associated with the need for safe transport; health; accreditation and documentation; and language and literacy support), especially for girls; and
- expand access to secondary and tertiary education, including through scholarships to third countries and connected learning, with a particular focus on women and girls.

## 2.2 Jobs and livelihoods

74. To foster inclusive economic growth for host communities and refugees, in support of host countries and subject to relevant national laws and policies, States and relevant stakeholders<sup>51</sup> will contribute resources and expertise to:

- promote economic opportunities, job creation and entrepreneurship programmes for host community members and refugees, including women, young adults and those with disabilities, through enabling policy, legal, and administrative frameworks;<sup>52</sup>
- undertake labour market analysis to identify gaps and opportunities for employment;
- strengthen the skills and qualifications of host communities and refugees through specific training programmes, including language and vocational training, linked to market opportunities;
- facilitate the mapping of and mechanisms for the recognition of skills and qualifications of refugees;
- close the technology gap and build capacities (particularly of developing and least-developed refugee host countries) to facilitate online livelihood opportunities, including for women and girls;
- make the business case for and develop adequate instruments to attract private sector and infrastructure investment, notably in refugee-hosting areas, and support the capacity of local businesses;
- facilitate access to affordable financial products and services for women and men in host and refugee communities, including bank accounts, savings, credit, insurance, payments,

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<sup>49</sup> In addition to ministries of education and national education planning bodies that include teachers and civil society representatives, this could include the United Nations Children's Fund (UNICEF), the Connected Learning in Crisis Consortium, the Global Partnership for Education, UNHCR, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Connected Learning in Crisis Consortium, the UNESCO International Institute for Educational Planning, the UNESCO Institute for Statistics, Education Cannot Wait, the Inter-Agency Network for Education in Emergencies, international non-governmental organizations, and the private sector.

<sup>50</sup> With potential support from the UNESCO Institute for Statistics.

<sup>51</sup> This could include the private sector and local businesses, as well as the International Labour Organization (ILO), the World Bank Group, the OECD, UNHCR, the United Nations Capital Development Fund, IOM, workers' and employers' associations, microfinance institutions, and academia.

<sup>52</sup> These efforts also will be guided by the ILO's "[Recommendation No. 205 concerning employment and decent work for peace and resilience](#)" and the "[Guiding principles on the access of refugees and other forcibly displaced persons to the labour market](#)".

- and business grants and loans, including by reducing associated risks and enabling low-cost mobile and internet access to these services; and
- promote, where appropriate for a particular context, preferential trade arrangements, especially for goods and sectors with high refugee participation in the labour force, and facilitate access to local, regional and global supply chains for host communities and refugees.

### **2.3 Health**

75. In line with national health care policies and plans, and in support of host countries, States and relevant stakeholders<sup>53</sup> will contribute resources and expertise to expand and enhance the quality of national health systems to facilitate access by refugees and host communities - including, in particular, women, children and youth, older people, those with chronic illnesses, and people with disabilities.

76. More specifically, this will include resources and expertise to:

- expand service delivery, including by building and equipping new health facilities or strengthening the capacity of existing ones;
- facilitate access to relevant primary, secondary and tertiary health care, including for non-communicable diseases, rehabilitative, maternal and infant, and mental health needs;
- support refugees and members of host communities who are or could be engaged as health care workers, in line with national laws and policies, including through access to capacity development and training opportunities where needed e.g., in mental health and psychosocial support, with particular attention to survivors of torture, trauma and sexual and gender-based violence;
- put in place disease prevention and health promotion activities, including participation in physical activity and sport, critical for well-being;
- facilitate affordable and equitable access to adequate quantities of medicines, medical supplies, vaccines, diagnostics, and preventive commodities; and
- promote health financing and additional funding through bilateral and multilateral assistance to host countries and ensure proper resourcing of systems.

### **2.4 Gender**

77. Women and girls may experience particular gender-related barriers that call for an adaptation of responses. In line with international standards<sup>54</sup> and national arrangements, States and relevant stakeholders will adopt and adapt policies and programmes to empower women and girls in refugee and host communities, and to promote equity of access to services and opportunities, as well as full enjoyment of their human rights - while also taking into account the particular needs and situation of men and boys. This will include contributions to:

- facilitate the meaningful participation and leadership of women and girls, including by addressing barriers to such participation and leadership;
- support the institutional capacity and participation of national and community-based women's organizations, as well as government ministries particularly focused on women, including in processes related to comprehensive responses;
- ensure and strengthen the security and safety of women and girls, including to prevent and respond to sexual and gender-based violence and sexual exploitation and abuse;
- facilitate access to age and gender-responsive social services, including through recruitment and deployment of female health workers, essential health packages and flexibility in timing of immunization services; and
- promote gender equality and strengthen the agency of women and girls among refugees and host communities, as well as on return to countries of origin, including by promoting women's economic empowerment and supporting girls' access to education (including secondary and higher education).

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<sup>53</sup> This could include the World Health Organization (WHO); UNHCR; UNICEF; UNFPA; IOM; the Global Alliance for Vaccines and Immunizations (GAVI); and the Global Fund to Fight AIDS, Tuberculosis and Malaria. See also WHO, "[Framework of priorities and guiding principles to promote the health of refugees and migrants](#)".

<sup>54</sup> See, e.g., [S/RES/1325](#); ExCom Conclusion No. 105 (LVII) (2006).

## **2.5 Children**

78. Children make up over half of the world's refugees. In support of host countries, States and relevant stakeholders will contribute resources and expertise towards policies and programmes that take into account the specific vulnerabilities of girls and boys, children with disabilities, unaccompanied and separated children and other children at risk.

79. More specifically, this will include resources and expertise to support:

- integrated and age-sensitive services for refugee and host community children;
- investment in national child protection systems and developing cross-border cooperation and regional partnerships to provide a continuum of protection, care and services for at-risk children;
- robust, multi-disciplinary and impartial best interests determination and assessment procedures to inform decisions that concern refugee children;
- capacity development for national and local authorities to support child-sensitive procedures and prioritize cases that concern children;
- strengthening the capacity of professionals and first responders who come into contact with refugee children, including to communicate in a child-friendly manner; and
- broadening refugee children's eligibility for and effective access to resettlement and other pathways, such as family reunification.

## **2.6 Accommodation, energy, and natural resource management**

80. In support of host countries and in line with national laws, policies and strategies, States and relevant stakeholders will contribute resources and expertise to strengthen infrastructure so as to facilitate access to appropriate accommodation for refugees and host communities and to preserve the environment.

81. This will include contributions to bolster national capacity to address accommodation, water, sanitation and hygiene, or environmental challenges in or near refugee-hosting rural and urban areas; and to invest in closing the technology gap and scaling-up capacity development for smart technologies and renewable energy in developing and least developed refugee hosting countries. Environmental impact assessments and business models for the delivery of clean energy that cater more effectively to refugee and host community needs will be actively supported, as will "safe access to fuel and energy" programming, to avoid environmental degradation and deforestation and prevent sexual violence. Technical capacity development will be facilitated, including from the private sector and through State-to-State arrangements. Support will also be provided, as appropriate, to include refugees in disaster risk reduction strategies.

## **2.7 Food security and nutrition**

82. Acknowledging that food and nutrition are priority basic needs, in support of host countries, States and relevant stakeholders<sup>55</sup> will contribute resources and expertise to facilitate access by refugees and host communities to sufficient, safe and nutritious food, and promote increased self-reliance in food security and nutrition. Specific attention will be paid to nutritionally vulnerable groups, such as pregnant and lactating women and their children, infants between 6 and 24 months, young children, and adolescent girls.

83. In particular, this will include resources and expertise for:<sup>56</sup>

- gender- and age-responsive targeted food assistance to meet the immediate food and nutritional needs of refugees and host communities through most suitable means, including increased use of cash-based transfers or social protection systems;
- access by refugees and host communities to nutrition-sensitive social safety nets;
- school feeding programmes to improve children's health, nutrition and learning and to support enrolment and transition to higher education;

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<sup>55</sup> This could include notably the World Food Programme (WFP) and the Food and Agriculture Organization (FAO), together with the International Fund for Agricultural Development (IFAD), taking into account the commitments by WFP to provide food assistance to refugees contained in the memorandum of understanding (January 2011) between UNHCR and WFP, and its addendum on cash assistance to refugees (May 2017).

<sup>56</sup> Actions endorsed by the Committee on World Food Security.

- building resilience of households and of food and agricultural production systems in refugee-hosting areas, by addressing bottlenecks along the food value chain and supporting sustainable and resilient livelihoods, taking into account diversity, prevailing cultural and religious practices, and preferences for food and agricultural production; and
- capacity development for host governments to withstand shocks and stress factors, which limit the availability of food, including its production, or constrain access to it.

## **2.8 Civil registries**

84. Civil and birth registration is critically important for all persons, including refugees, and a major protection tool for women and girls, as well as others with specific needs. While it does not lead to conferral of nationality, birth registration helps establish legal identity and prevent the risk of statelessness. For refugees, recognition of identity is essential for attaining a durable solution. Proof of identity also helps States to have accurate information about the persons living on their territory for the purposes of security, as well as economic and social planning.

85. In support of host countries, States and relevant stakeholders will contribute resources and expertise to strengthen the capacity of national civil registries to facilitate timely access by refugees and stateless persons, as appropriate, to civil and birth registration, including through digital technology and the provision of mobile services, subject to full respect for data protection principles.

## **2.9 Statelessness**

86. Recognizing that *statelessness* is both a cause and consequence of displacement, States, UNHCR and other stakeholders will contribute resources and expertise to support the sharing of good, gender-sensitive practices for the prevention and reduction of statelessness, and the development of national and regional action plans to end statelessness, in line with relevant international standards, as applicable, and UNHCR's Campaign to End Statelessness.

## **2.10 Social cohesion**

87. Recognizing the importance of good relations between communities, pending the availability of durable solutions it is important to support programmes and projects to foster social cohesion, tolerance and understanding of the plight of refugees. This could include specific programmes to promote engagement of children and youth, including through sports and cultural activities, language learning, and education.

## **2.11 Other areas of action**

88. States and relevant stakeholders will contribute resources and expertise to support host countries to strengthen other sectors and technical areas to facilitate better conditions for refugees and host communities. This could include: infrastructure, urban development, social protection systems where relevant, and access to new technologies. Where appropriate, support in these areas will also be provided to countries of origin.

# **3. Solutions**

89. One of the primary objectives of the global compact (para 7) is to increase the availability of durable solutions, including by planning for solutions from the outset of emergencies. Political and security cooperation, diplomacy, development and the promotion and protection of human rights are key to resolving protracted displacement and preventing new crises from emerging. At the same time, addressing the causes of displacement can take time. The programme of action therefore envisages a mix of solutions, adapted to the specific context and circumstances of displacement and taking into account the absorption capacity, level of development and demographic situation of different countries. This includes the three traditional durable solutions of voluntary repatriation, resettlement and local integration, as well as other pathways for admission to third countries which may provide additional opportunities for protection and solutions.

90. As in previous sections in Part B, the elements set out below are intended to bring predictability to burden- and responsibility-sharing efforts by the international community

for the achievement of solutions, notably through concrete pledges and contributions as part of the mechanisms in Part A. They are also intended to engage a wider range of States and other stakeholders in the search for solutions. In particular, as an integral part of these mechanisms:

- support for countries of origin to facilitate conditions for voluntary repatriation, will be crucial. This support can be pledged at periodic Global Refugee Forums, but also as part of Support Platforms and other context-specific arrangements;
- third country solutions – resettlement and other pathways for admission to third countries – are not just important opportunities for protection and solutions for refugees, but also a vital element of burden- and responsibility-sharing. Offers of resettlement and other pathways will be an indispensable part of the mechanisms set out in Part A, including pledges made at the Global Refugee Forums;
- while local integration is a sovereign decision, those States electing to provide this will require particular support, notably developing and least-developed countries. Pledges and contributions through the mechanisms in Part A will be specifically sought in this regard, including from development actors.

### ***3.1 Support for countries of origin and voluntary repatriation***

91. Voluntary repatriation in conditions of safety and dignity remains the preferred solution in the majority of refugee situations, where and when feasible.<sup>57</sup> The overriding priorities are to promote the enabling conditions for voluntary repatriation, to ensure the exercise of a free and informed choice, and to mobilize support to underpin safe, dignified and sustainable repatriation. It is recognized that voluntary repatriation is not necessarily conditioned on the accomplishment of political solutions in the country of origin, in order not to impede the exercise of the right of refugees to return,<sup>58</sup> and in full respect of the principle of non-refoulement. While enabling voluntary and sustainable repatriation is first and foremost the responsibility of the country of origin towards its own people, the international community stands ready to provide coherent and sustained action and support to such countries on their request, recognizing the complexities of large-scale voluntary repatriation and the difficulties which the country of origin may face in this regard.

92. Accordingly, as an integral part of the mechanisms for burden- and responsibility-sharing set out in Part III.A, the international community, including notably development actors when necessary,<sup>59</sup> will contribute resources and expertise to support countries of origin, upon their request, to address root causes, to remove obstacles to return, and to enable conditions favourable to voluntary repatriation. These efforts will take into account existing political and technical mechanisms for coordinating humanitarian, peacebuilding and development interventions, and be in line with the 2030 Agenda. A multi-stakeholder approach involving the private sector, development actors, civil society and communities, is important for sustainable voluntary repatriation, as well as coherent peace, humanitarian and development initiatives.

93. The areas below draw on good practices, past experience and the realities of effecting voluntary repatriation under conditions that will ensure safety, dignity and sustainability. They are set out in detail, with a view to facilitating predictability of international support through the mechanisms in Part A, where this is needed. In addition, it can be useful for relevant States and UNHCR to conclude tripartite agreements to facilitate voluntary repatriation, setting out the core elements and modalities, respective roles and responsibilities of host countries and countries of origin, noting that voluntary repatriation may take place without such agreements in certain circumstances.<sup>60</sup>

94. In support of countries of origin, the international community will contribute resources and expertise to facilitate:

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<sup>57</sup> See, e.g., UNHCR ExCom Conclusions: No. 90 (LII) (2001), para (j); No. 101 (LV) (2004).

<sup>58</sup> UNHCR ExCom Conclusion No. 112 (LXVII) (2016), para 7. See also para 8 on the need for collaboration and action in addressing root causes of protracted refugee situations.

<sup>59</sup> This could include UNDP, the Peacebuilding Support Office, the World Bank Group and other regional and international financial institutions, as well as other stakeholders whose activities extend across the humanitarian, development and peace building continuum.

<sup>60</sup> UNHCR ExCom Conclusion No. 101 (LV) (2004).

- inclusion of voluntary repatriation in political settlements and reconciliation efforts, peace agreements, and crisis recovery strategies;
- the participation of refugees and returnees (notably women and youth) in relevant processes and decision-making, including peacebuilding activities; and
- mine action, including risk awareness and victim assistance, security sector reform, and counter-proliferation of small arms and light weapons.<sup>61</sup>

95. To make voluntary repatriation sustainable, the international community, including development actors, will contribute resources and expertise to support countries of origin, including with respect to:

- social, political, economic and legal capacity to receive and reintegrate returnees (e.g. documentation, including for purposes of travel; civil and voter registration; health, education, and other essential services, including for women and children; rule of law; urbanization, settlement and special planning);
- cash assistance as direct repatriation support to returnees;
- measures to avoid further displacement on return (internal or cross-border) and to take into account the situation of internally displaced and non-displaced resident populations;<sup>62</sup>
- inclusion of returnees, and their reintegration, in national development plans, as part of overall rehabilitation, reconstruction and development efforts and in line with the 2030 Agenda;
- gender-responsive livelihoods programming and economic opportunities in areas of repatriation that will benefit returnees, the internally displaced, and receiving communities alike;
- measures to address housing, land, and property issues;
- work with national and local authorities for information sharing on protection risks and support for the establishment of systems for analysis of such risks;<sup>63</sup> and
- gender- and age-responsive policies and programmes that consider needs and capacities of women and children and the unique risks they may face on return.

### 3.2 *Resettlement*

96. Apart from being a tool for protection of and solutions for refugees, resettlement is also a tangible mechanism for burden- and responsibility-sharing, allowing States to help share each other's burdens and reduce the impact of large refugee situations on host countries. At the same time, resettlement has traditionally been offered only by a limited number of countries. The need to foster a positive atmosphere for resettlement, and to enhance capacity for doing so, as well as to expand its base, cannot be overstated.

97. Contributions will be sought from States, with the assistance of relevant stakeholders,<sup>64</sup> to establish, or increase the scope, size, and quality of, resettlement programmes. In support of these efforts, UNHCR – in cooperation with States and relevant stakeholders – will devise a **three-year strategy** to enlarge the pool of resettlement countries to include countries not already participating in global resettlement efforts; as well as to consolidate emerging resettlement programmes, building on good practices and lesson learned from the Emerging Resettlement Countries Joint Support Mechanism (ERCM). The strategy will coincide with the second Global Refugee Forum planned for 2021, which will be the first opportunity to review progress made in achieving the objectives of the global compact. The strategy will identify support to new and emerging resettlement countries, including through twinning projects, human and financial resources for capacity

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<sup>61</sup> Actions could build on partnerships between the United Nations Mine Action Service (UNMAS), UNHCR.

<sup>62</sup> Countries of origin could also be supported to incorporate the “[Guiding principles on internal displacement](#)” in national laws and policies.

<sup>63</sup> Including in line with UNHCR's mandate for returnee monitoring see e.g. ExCom Conclusions: No. 40 (XXXVI) (1985), para (l); No. 101 (LV) (2004), para (q); No. 102 (LVI) (2005), para (r).

<sup>64</sup> This could include UNHCR, IOM, civil society organizations, community groups, faith-based organizations, academia, and the private sector.

development, and the involvement of stakeholders such as the private sector, civil society, individuals, and academia.

98. In addition, the following represent good practices for which pledges will be sought, as appropriate:

- establishment of multi-year resettlement schemes;
- resettlement of at least 25 per cent of annual resettlement submissions within six months of UNHCR referral, including through the use of flexible processing modalities that fully account for security concerns;
- ensuring that resettlement is used strategically, and in line with its humanitarian and protection underpinnings (e.g. by allocating places for the resettlement of refugees from at least three priority situations identified by UNHCR in its annual projected global resettlement needs, including one protracted situation; or dedicating at least 10 per cent of resettlement submissions as unallocated places for emergency or urgent cases identified by UNHCR);
- expanding opportunities for effective resettlement of women and girls at risk through investing in robust reception and integration facilities; and
- the use of platforms for emergency processing for resettlement, and emergency transit facilities, including for women and children at risk.<sup>65</sup>

99. In specific situations, in light of their proven value, resettlement core groups will continue to facilitate a coordinated response and to expedite processing, with due regard to protection needs and security considerations.<sup>66</sup> More generally, all efforts under the global compact will align with the existing multilateral resettlement architecture, including the annual tripartite consultations on resettlement, the working group on resettlement and core groups, with a view to leveraging their added value.

### **3.3 Other pathways for admission to third countries**

100. As a complement to resettlement, other pathways for the admission of persons with international protection needs can facilitate access to protection and/or solutions and alleviate pressures on host countries. There is a need to ensure that such pathways are made available on a more systematic, sustainable and gender-responsive basis, that they contain appropriate protection safeguards, and that the number of countries offering these opportunities is expanded overall.

101. The **three-year strategy** on resettlement (section 3.2 above) will also include other pathways for admission, with a view to increasing significantly their availability and predictability. Contributions will be sought from States, with the support of relevant stakeholders,<sup>67</sup> in the following areas, as appropriate:

- the establishment of simplified procedures and clear referral pathways to facilitate access to family reunification;
- private or community sponsorship programmes that are additional to regular resettlement, including through the Global Refugee Sponsorship Initiative (GRSI);
- humanitarian visas, humanitarian corridors and other humanitarian admission programmes;
- educational opportunities for refugees (notably women and girls) through grant of scholarships and student visas, including through partnerships between governments and academic institutions; and
- labour mobility opportunities for refugees, including through the identification of refugees with skills that are needed in third countries.

102. Contributions will also be sought to support the sharing of good practices, lessons learned and capacity development for new States considering the establishment of other pathways for admission, to ensure programmes and systems are well designed and sustainable over the long term (see above, para 48).

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<sup>65</sup> Issuance of single voyage convention travel documents for the purposes of facilitating evacuation may be required. This could be facilitated by UNHCR on an exceptional basis.

<sup>66</sup> Potentially in coordination with or as part of the Support Platform.

<sup>67</sup> Including civil society, the private sector, employers, international organizations, individuals and academia.

### 3.4 Local solutions

103. While voluntary repatriation continues to be the durable solution sought by many refugees, it is also important to support countries who elect to resolve a refugee situation locally. Local integration is a sovereign decision and an option to be exercised by States guided by their treaty obligations and human rights principles. A number of States have found it useful to move towards the local integration of refugees, including by providing durable legal status and naturalization, where appropriate, without prejudice to the specific situation of certain middle income and developing countries facing large-scale situations.<sup>68</sup>

104. Local integration is a dynamic and two-way process, which requires efforts by all parties, including a preparedness on the part of refugees to adapt to the host society, and a corresponding readiness on the part of host communities and public institutions to welcome refugees and to meet the needs of a diverse population. In developing countries or countries with economies in transition, additional support from the international community is required to ensure successful local integration in a manner that takes into account the needs of both refugees and host communities.

105. In support of countries opting to provide local integration, the international community, including notably development actors, will, in close cooperation with national authorities of host countries, contribute resources and expertise to:

- assist with the development of a strategic framework for local solutions, taking into account age, gender and diversity considerations;
- strengthen capacity of relevant State institutions, local communities and civil society more broadly to support the local integration process (e.g. to address documentation issues; facilitate language and vocational training, including for women and girls);
- support programmes fostering respect, tolerance and social cohesion;
- facilitate access to livelihood opportunities for integrating refugees, including through analysis of economies in refugee hosting areas, taking into account local labour market assessments and skills profiles, including of women and young adults;
- invest in areas where refugees will settle, in support of national development plans and strategies and in line with the 2030 Agenda; and
- support regional frameworks which may complement national laws in offering pathways to durable legal status or naturalization for refugees, where appropriate.

## IV. Follow-up and review

106. The international community will do its utmost to mobilize support for the application of the global compact and the achievement of its objectives through the mechanisms for burden- and responsibility-sharing in Part III.A. The achievement of the objectives of the global compact is a task for all United Nations Member States, together with relevant stakeholders. UNHCR will play a catalytic and supportive role.

107. In close consultation with States and relevant stakeholders, UNHCR will develop a set of broad indicators ahead of the first Global Refugee Forum in 2019, in order to assess progress and outcomes of the global compact. These indicators will be measurable against the objectives set out in para 7 above and draw as much as possible on existing data collection and monitoring efforts, notably related to the Sustainable Development Goals. The United Nations High Commissioner for Refugees will regularly include, in his/her reporting to the United Nations General Assembly and ExCom, progress made in the application of the global compact.

108. As set out in para 20, starting in 2021 Global Refugee Forums will provide an opportunity not only to make new pledges, but also to take stock of and review the implementation of previous pledges, progress towards the achievement of the objectives of the global compact, and ongoing opportunities and challenges. This will include review of efforts in relation to specific country or regional situations, including through Support Platforms. UNHCR will establish a mechanism for the tracking of pledges by States and other stakeholders and will compile and report on the realization and implementation of pledges

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<sup>68</sup> UNHCR ExCom Conclusion No. 104 (LVI) (2005).

and contributions, as well as on their impact where possible, prior to each Global Refugee Forum.

109. States and relevant stakeholders will facilitate adequate participation of refugees in Global Refugee Forums, ensuring the inclusion of their perspectives on progress with the global compact and its impact. A digital platform to share good practices, notably from an age, gender and diversity (including disability) perspective, in the application of the different elements of the global compact will be developed by UNHCR.

110. The global compact on refugees has the potential to maintain momentum and mobilize all stakeholders in support of a shared agenda. Together, we can achieve results that will transform the lives of refugees and host communities.

## **Global compact on refugees: from Draft 1 (9 March) to Draft 2 (30 April)**

### **Summary of main changes**

1. In line with the iterative approach, UNHCR has taken into account statements made at the formal consultations as well as written submissions.
2. The main changes have been highlighted below. Specific text changes and references requested by delegations have been incorporated throughout the document, to the extent possible. Some of these proposed changes are not necessarily in the sections indicated, but for overall coherence purposes have been accommodated elsewhere in the text.
3. Generally, a number of footnotes have been deleted, as requested by some delegations.
4. Age, gender and diversity considerations have been further strengthened throughout the text, including references to those with disabilities.

### **Introduction**

5. The basis on which refugees flee their homes has been more explicitly grounded in international and regional law and instruments, as applicable.
6. A new section has been included entitled “Guiding principles”, as requested by some delegations, including more precise references to relevant human rights instruments, as well as the humanitarian principles (A/RES/46/182 and others) and the purposes and principles of the UN Charter. The non-political and fundamentally humanitarian nature of the global compact is emphasized. Language from the annual UNHCR “omnibus” resolution has been used both to acknowledge the contributions made by non-parties to refugee instruments, while also calling for States to consider acceding to these instruments or removing reservations.
7. The objectives of the global compact (now para 7) have been modified to reflect para 18 of the comprehensive refugee response framework (CRRF).

### **Part A (Mechanisms for burden and responsibility sharing)**

8. It is clarified that in implementing these mechanisms, efforts will be made to avoid duplication; at the same time these mechanisms must necessarily go beyond “business as usual”.
9. The proposed global refugee summits have been renamed “the Global Refugee Forum”. The review and stocktaking aspects of these events has been strengthened (also in Part IV), and it is clarified that they would be co-hosted and co-convened by States, together with UNHCR. Their periodicity has been changed to accommodate those who think every three years is too short, and five years too long.
10. More detail is proposed on the functioning of the Support Platforms (removing “global” from the name to reflect their context-specific nature), as well as on regional and subregional approaches. It is emphasized that national arrangements are determined by host countries. The reference to solidarity conferences has been streamlined, emphasizing that this is one tool of many that may be available to Support Platforms. The reference to country or region-specific compacts has been removed in the interests of simplification and clarity.
11. Funding: the section on contributions by the private sector has been particularly strengthened.
12. “Multi-stakeholder approach” has been amended to also include partnerships, with more detail added on humanitarian and development actors, the UN system, national parliamentarians, and the role of UNHCR; as well as clarifying that local actors are to be supported consistent with national arrangements.

13. Data and evidence: references to data protection and data privacy have been strengthened, and further detail provided on the process envisaged for “measuring impact” the impact of hosting refugees.

## **Part B (Areas in need of support)**

### ***Introduction***

14. The chapeau has been strengthened to ensure that easing pressure on host countries (and not adding to them) is a key objective of the compact as a whole, and that all support measures are on request of a host country and are not intended to be prescriptive.

### ***Reception and admission***

15. Many sections have been strengthened and adjusted to reflect comments from delegations.
16. The primacy of State responsibility in the safety and security section has been emphasized.
17. The basis on which refugees flee their homes is explicitly grounded in international and regional law and instruments, where these are applicable.
18. The scope of group-based protection has been clarified, and it is noted that this option is available where considered appropriate by the State. Further detail has been included on the asylum capacity support group, while this overall section has been shortened.

### ***Meeting needs and support communities***

19. The chapeau has been redrafted to better explain the links between the 2030 Agenda and the global compact, in light of the views expressed by some delegations.
20. There are two new sections on children and social cohesion, as requested by some delegations. The quality of both health and education has been emphasized.

### ***Solutions***

21. The chapeau further clarifies the relationship between the solutions section and Part A (the mechanisms for burden and responsibility sharing).
22. The section on voluntary repatriation has been adjusted, emphasizing that it draws on good practices, past experience and the realities of effecting voluntary repatriation under conditions that will ensure safety, dignity and sustainability. Support for countries of origin would be provided on their request. The good practice of using tripartite agreements in some circumstances is noted. References to cash assistance for returnees and age and gender-responsive support have been included.
23. Resettlement: the scope of the three-year strategy – which will also include other pathways for admission – has been clarified; and it is noted that the numerical targets are good practices for which contributions are encouraged. Coherence is sought with existing multilateral resettlement architecture.
24. The local solutions section has been adjusted to include age and gender considerations, and reference to social cohesion.

### ***Follow-up and review***

25. The supportive and catalytic role of UNHCR in mobilizing follow-up to the global compact is clarified.
26. Explicit reference is made to participation of refugees in the Global Refugee Forum.

*UNHCR*  
*30 April 2018*