



THE PRESIDENT  
OF THE  
GENERAL ASSEMBLY

6 June 2018

Excellency,

I have the pleasure to enclose herewith a letter, dated 5 June 2018, from the United Nations High Commissioner for Refugees, Mr. Filippo Grandi. The third draft of the Global Compact on Refugees and a summary of the main changes made in the third draft 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 22 June 2018 in Conference Room 3.

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

A handwritten signature in blue ink, appearing to read 'M. Lajčák', with a stylized flourish at the end.

Miroslav Lajčák

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



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5 June 2018

Sir, *Dear Miroslav,*

I have the pleasure to share with you the third draft of the global compact on refugees, which was prepared on the basis of the fourth formal consultation, 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 on 12 and 13 June 2018 in Geneva.

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 fifth formal consultation on the global compact on refugees on 22 June 2018, beginning at 10:00 in Conference Room 3 at the United Nations Headquarters. UNHCR's office in New York will liaise closely with you in this regard.

I am grateful for your continued support throughout this process. UNHCR 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.

*and with best wishes,*

  
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 3

(as at 4 June 2018)

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# I. Introduction

## (i) *Background*

1. The predicament of refugees is a common concern of humankind. Refugee situations have increased in scope, scale and complexity. Millions of refugees live in protracted situations, often in developing and middle-income countries facing their own economic and development challenges, and the average length of stay has continued to grow. Despite the tremendous generosity of host countries and donors, including unprecedented levels of humanitarian funding, the gap between needs and humanitarian funding has also widened. There is an urgent 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 host communities must not be left behind.

2. The achievement of international cooperation in addressing international problems of a humanitarian character is a core purpose of the United Nations, as set out in its Charter,<sup>1</sup> in accordance with the principle of sovereign equality of States.<sup>2</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>3</sup> It is vital to translate this long-standing principle into concrete and practical action, including through widening the support base beyond those countries that have historically contributed to the refugee cause through hosting refugees or other means.

3. Against this background, the global compact on refugees provides a basis for **predictable and equitable burden- and responsibility-sharing** among all United Nations Member States, together with other relevant stakeholders as appropriate, including but not limited to: 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; local authorities; civil society, including faith-based organizations; academics and other experts; the private sector; media; host community members and refugees themselves (hereinafter "relevant stakeholders").

4. The global compact is based on the comprehensive refugee response framework (CRRF)<sup>4</sup> and sets out a programme of action. The compact is not legally binding. Yet it represents the ambition of the international community as a whole for strengthened cooperation and solidarity with refugees and affected host countries. It will be operationalized through **voluntary contributions** to achieve **collective outcomes and progress** towards 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 and respecting national policies and priorities.

## (ii) *Guiding principles*

5. The global compact emanates from fundamental principles of humanity and international solidarity. It is non-political in nature. The global compact 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>5</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, which apply to their own respective contexts.<sup>6</sup> The global compact is also grounded in relevant international human rights

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

<sup>2</sup> [A/RES/25/2625](#).

<sup>3</sup> Preamble, recital 4 (United Nations, *Treaty Series*, vol. 189, No. 2545). See also [A/RES/2312](#), article 2(2).

<sup>4</sup> [A/RES/71/1, Annex I](#).

<sup>5</sup> United Nations, *Treaty Series*, vol. 606, No. 8791.

<sup>6</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

instruments,<sup>7</sup> international humanitarian law, as well as other relevant norms of international law.<sup>8</sup> It is complemented by instruments for the protection of stateless persons, where applicable.<sup>9</sup> The purposes and principles of the Charter of the United Nations, the humanitarian principles of humanity, neutrality, impartiality and independence (see [A/RES/46/182](#) and all subsequent General Assembly resolutions on the subject, including resolution [A/RES/71/127](#) of 8 December 2016), and the centrality of protection guide the overall application of the global compact. National ownership and leadership are key to its successful implementation, taking into account national legislation, policies and priorities, consistent with international law.

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 and based on the principles of international cooperation and burden- and responsibility-sharing to better protect and assist refugees and support host countries and communities,<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. The global compact will achieve these objectives through a system that facilitates a more equitable, sustained and predictable distribution of contributions among States – and, where relevant, other stakeholders – including through protecting and hosting refugees; stronger and more predictable humanitarian and development responses; strengthened focus on addressing root causes; and planning for durable solutions from the outset.

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

8. Large-scale refugee movements and protracted refugee situations, often also involving significant forced internal displacement, persist around the world. Protecting and caring for refugees is life-saving for the individuals involved and an investment in the future, but importantly needs to be accompanied by dedicated efforts to address root causes. While not in themselves causes of refugee movements, climate, environmental degradation and natural disasters may interact with the drivers of refugee movements. In the first instance, addressing root causes is the responsibility of countries at the origin of refugee movements. However, averting and resolving large refugee situations are also matters of serious concern to the international community as a whole, requiring early efforts to address their drivers and triggers, as well as improved cooperation among political, humanitarian, development and peace actors.<sup>12</sup>

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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>7</sup> Including, but not limited to, the Universal Declaration on Human Rights ([A/RES/3/217 A](#)); the Convention on the Rights of the Child (United Nations, *Treaty Series*, vol. 1577, No. 27531); the Convention against Torture (United Nations, *Treaty Series*, vol. 1465, No. 24841); the International Convention on the Elimination of All Forms of Racial Discrimination (United Nations, *Treaty Series*, vol. 660, No. 9464); and the Convention on the Elimination of All Forms of Discrimination against Women (United Nations, *Treaty Series*, vol. 1249, No. 20378).

<sup>8</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); 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).

<sup>9</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>10</sup> In line with [A/RES/72/150](#), para 7.

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

<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](#).

9. Against this background, the global compact complements ongoing United Nations endeavours in the areas of prevention, peace, security, sustainable development, migration and peacebuilding. All States and stakeholders are called on to tackle the root causes of large refugee situations, including through heightened international efforts to prevent and resolve conflict; to uphold the Charter of the United Nations and international law, including international humanitarian law; and to end exploitation, abuse and discrimination of any kind, including on the basis of race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. Equally important are efforts to alleviate poverty, reduce disaster risks, and provide development assistance to countries of origin, in line with the 2030 Agenda<sup>13</sup> and other relevant frameworks;<sup>14</sup> uphold the rule of law at the national and international levels; and promote and protect human rights and fundamental freedoms for all.

## **II. Comprehensive refugee response framework**

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

## **III. Programme of action**

11. In line with [A/RES/71/1](#), 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 or a protracted refugee situation. It consists of two subparts:

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

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

12. While the CRRF relates specifically to large refugee situations, population movements are not necessarily homogenous, and may be of a mixed, composite character. Some may be large mixed movements of refugees and migrants; others may involve refugees and internally displaced persons; and, in certain situations, external forced displacement may result from sudden-onset natural disasters and environmental degradation. These situations present complex challenges for affected States, which may seek support from the international community to address them. Support for appropriate responses could build on the operational partnerships between relevant actors, including UNHCR and the International Organization for Migration (IOM), engaging their respective roles and expertise as appropriate to ensure a coordinated approach.

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<sup>15</sup> considerations, including: promoting gender equality and empowering women and girls; ending all forms of sexual and gender-based violence, sexual exploitation and abuse and harmful practices; responding to the needs of those with disabilities and older persons; ensuring the best interests of the child; and combating discrimination of any kind while promoting tolerance and peaceful coexistence.

### **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 tangible support of the international community as a whole in leading the response.

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<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> See ExCom Conclusion No. 108 (LIX) (2008), (f)-(h).

15. The following mechanisms seek to achieve more equitable and predictable burden- and responsibility-sharing with host countries and communities, and to support the search for solutions, including, where appropriate, through assistance to countries of origin. They entail complementary action at the **global and region- or country-specific levels**.

16. The mechanisms are intended to be efficient, effective and practicable to ensure full realization of the principles of international solidarity and cooperation. Efforts will be made to avoid duplication and to streamline the mechanisms within existing processes where this is appropriate, including to ensure appropriate linkages with the Executive Committee of the High Commissioner's Programme (Executive Committee). At the same time, these mechanisms will necessarily go beyond existing processes, changing the way that the international community as a whole responds to large refugee situations.

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

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

17. 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 and contributions towards the objectives of the global compact, as set out in para 7, and to consider opportunities, challenges and ways in which burden- and responsibility-sharing can be enhanced. The first Forum will be convened in 2019, with subsequent Forums convened every four years, starting from 2021, in order to ensure sustained momentum. Forums will be co-convened and co-hosted by one or more State(s), together with the United Nations High Commissioner for Refugees, with an invitation to the United Nations Secretary-General to participate. Forums would take place in Geneva to facilitate the participation of all States.

18. Pledges and contributions made at Global Refugee Forums could take different forms, including: financial, material and technical assistance<sup>16</sup> in support of refugees, the countries and communities hosting them and, where appropriate, countries of origin; as well as action at the national level in support of the objectives of the global compact, such as reviews of national policies, laws and practices, and resettlement places and complementary pathways for admission. Part III.B below serves as a non-exhaustive guide for areas against which pledges and contributions could be made.

19. Starting in 2021, Global Refugee Forums will provide an opportunity not only to make new pledges, but also for Member States to take stock of the implementation of their previous pledges and progress towards the achievement of the objectives of the global compact. This will facilitate review of burden- and responsibility-sharing and bring greater predictability and equity to the system. States and relevant stakeholders will also exchange experiences, in a spirit of partnership and transparency. The ongoing stocktaking 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 refugee situation**

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

20. Drawing on good practices, and recognizing the importance of national leadership, **national arrangements** may be established by concerned host countries to coordinate and facilitate the efforts of all relevant stakeholders working 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.

21. Such efforts could support the development of a **comprehensive plan** under national leadership, with the assistance of UNHCR and other stakeholders, setting out policy priorities; institutional and operational arrangements; requirements for support from the international community, including investment and financing, material and technical assistance; and solutions, including resettlement and complementary pathways for admission,

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<sup>16</sup> E.g, standby capacity or contributions to and possible participation in Support Platforms (section 2.2).



as well as voluntary repatriation. Linkages with existing regional and national plans, including for development and disaster response, would also be made.

## ***2.2 Support Platform***

22. In support of national arrangements, host countries would be able to seek the activation of a **Support Platform**.

23. The Support Platform would enable context-specific support for refugees and concerned host countries and communities. In a spirit of partnership and in line with host country ownership and leadership, its functions would include:

- galvanizing political commitment and advocacy for prevention, protection, response and solutions;
- mobilizing financial, material and technical assistance in support of the comprehensive plan (para 21), where applicable;
- facilitating the early engagement of development actors in support of national development strategies and priorities identified by the host country; and
- supporting policy initiatives to ease pressure on host countries, build resilience and self-reliance, and find solutions.

24. A Support Platform would be activated/deactivated and assisted by UNHCR, upon request of concerned 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. Criteria for activation would include:

- a large-scale and/or complex refugee situation where the response capacity of a host State is or is expected to be overwhelmed; or
- a protracted refugee 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 to the country of origin).

25. Each Support Platform would benefit from the leadership and engagement of a group of States to mobilize contributions and support, which may take different forms (para 23). The composition of this group would be context-specific. It would include the host States concerned; 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. Other stakeholders would be invited to engage as appropriate, including regional and sub-regional bodies, international and regional financial and development actors, relevant United Nations agencies, the private sector, and civil society representatives.

26. Support Platforms would draw on pre-announced expressions of interest (including at the Global Refugee Forum) and standby arrangements. They would complement existing coordination mechanisms. UNHCR would ensure regular reporting on the work of the Support Platforms to its Executive Committee and the Global Refugee Forums, including to facilitate exchange of information, practices and experiences between different platforms.

27. The strategy for support by a Platform could draw on a wide range of options. It could initiate a **solidarity conference** to generate support for the comprehensive plan, where this would add value. A solidarity conference would be situation-specific, providing a strategic vehicle to garner broad-based support for host States, encompassing development actors, civil society, local communities and the private sector, and seeking financial, material and technical contributions.

## ***2.3 Regional and subregional approaches***

28. Refugee movements often have a significant regional or subregional dimension. While the characteristics of regional and subregional bodies and groupings vary, they may, as appropriate, play an important role in comprehensive responses. 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.

29. Without prejudice to global support, regional and subregional bodies or groupings would actively contribute to resolution of refugee situations in their respective regions, including by playing a key role in Support Platforms, solidarity conferences and other arrangements with the consent of States. Comprehensive responses will also build on existing



regional and subregional initiatives for refugee protection and durable solutions where available and appropriate.

30. The exchange of good practices among relevant regional and subregional bodies will be facilitated on a regular basis in the context of Global Refugee Forums to bring in different perspectives and to encourage coherence.

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

31. The following paragraphs describe tools to operationalize burden- and responsibility-sharing, and underpin the mechanisms set out above.

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

32. While contributions to burden- and responsibility-sharing by the international community as a whole go beyond funding, the mobilization of timely, predictable, adequate and sustainable public and private funding nonetheless 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, including through efforts to expand the support base beyond traditional donors.<sup>17</sup> This includes:

- **humanitarian funding:** States and humanitarian actors will work to ensure timely, adequate and needs-driven funding, both for the emergency response and protracted situations, including flexible, unearmarked, and multi-year funding wherever possible,<sup>18</sup> delivered in line with the humanitarian principles;
- **development action:** States and other development actors will work to step up their engagement in support of refugees, host countries and host communities, and to include the impact of a refugee situation on host countries and communities in their policies. This will involve **dedicated and additional** development resources, **over and above regular development programmes**, with direct benefits to host countries and communities, as well as to refugees. Efforts will be made to ensure development aid is effective, in a spirit of partnership and respecting the primacy of country ownership and leadership.<sup>19</sup> Where appropriate, development assistance in favour of countries of origin to enable conditions for voluntary repatriation is also envisaged;
- **maximizing private sector contributions:** at the request of the concerned host country or country of origin as appropriate, the private sector, together with States and other stakeholders, could explore opportunities in contexts where the business climate is enabling for private sector investment; development of innovative technology, including renewable energy, particularly with a view to closing the technology gap and supporting capacity in developing and least developed refugee-hosting countries; and greater access to products and services that refugees and host communities rely on, including financial and information services.

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

33. While recognizing the primary responsibility of States, a multi-stakeholder and partnership approach will be pursued in coordination with national institutions, and in line with relevant legal frameworks. In addition to the exercise of its mandate responsibilities, UNHCR will play a supportive and catalytic role.

34. Responses are most effective when they actively and meaningfully 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 community members** of all ages to assist in designing appropriate responses. States and relevant stakeholders will explore how best to include refugees and members of host communities,

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

particularly women and youth,<sup>20</sup> in key forums, institutions, and decision-making processes, as well as diaspora, where appropriate. Mechanisms to receive complaints, and investigate and prevent fraud, abuse and corruption help to ensure accountability.

35. **Humanitarian and development actors** will work together from the outset of a refugee situation to support host countries and, where appropriate, countries of origin, including in those countries that lack the institutional capacities to address the needs of refugees. International development and financial partners will seek to provide additional support for sustainable responses in partnership, respecting national ownership and leadership, and in a manner that does not negatively impact or reduce support for broader development objectives in the concerned country.

36. **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, as well as all relevant agencies to ensure operational cooperation on the ground, in line with the United Nations Secretary-General's reform agenda, notably in the areas of peace, security and development. Guided by the Resident Coordinator, and in furtherance of national development imperatives, United Nations development action in support of host communities and refugees will, where appropriate, be considered in United Nations Development Assistance Frameworks, to be prepared and finalized in full consultation and agreement with national governments.<sup>21</sup> Technical advice and support will also be made available through the United Nations regional offices.

37. **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. In coordination with national authorities, support by the international community as a whole may be provided to strengthen institutional capacities at local level, including through funding and capacity development where appropriate.<sup>22</sup> Recruitment of local personnel by humanitarian and development agencies is encouraged in line with relevant laws and policies, while ensuring that this does not lead to the weakening of local actors, organizations and structures.

38. **Networks of cities and municipalities** hosting refugees are invited to share good practices and innovative approaches to responses in urban settings, including through twinning arrangements, with the support of UNHCR and other relevant stakeholders.

39. Likewise, engagement by **parliaments** as appropriate under relevant national arrangements is encouraged, with a view to supporting the global compact.<sup>23</sup>

40. In recognition of their important work for refugees, as well as host States and communities, and in a spirit of partnership, **civil society organizations**, including those that are refugee-, women- or youth-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, as applicable.

41. **Faith-based actors** could play an important role in the planning and delivery of arrangements to support refugees and host communities, including in the areas of conflict prevention, reconciliation, and peacebuilding. They could also support private sponsorship programmes or complementary pathways for admission to third countries.

42. **Public-private partnerships** will be explored,<sup>24</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. 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.

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<sup>20</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>21</sup> A/72/L.52.

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

<sup>23</sup> This could also be facilitated through or build on the cooperation between the Inter-Parliamentary Union and UNHCR.

<sup>24</sup> Including with the support of the International Chamber of Commerce and the World Economic Forum.

43. A *global academic network* on refugee, other forced displacement, and statelessness issues will be established, involving universities, academic alliances, and research institutions, together with UNHCR and other relevant stakeholders, to facilitate research, training and scholarship opportunities which result in specific deliverables in support of the objectives of the global compact. Efforts will be made to ensure regional diversity and expertise from a broad range of relevant subject areas.

44. Recognizing the important role that *sports and cultural activities* can play in social development, inclusion, cohesion, and well-being, particularly for refugee children (both boys and girls) and youth, as well as older persons, partnerships will be pursued to increase access to sporting and cultural facilities and activities in refugee-hosting areas.<sup>25</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 in emergency and protracted situations; and identify and plan appropriate solutions.

46. To support evidence-based responses and in line with relevant data protection principles, States and relevant stakeholders will, as appropriate:

- promote the development of harmonized or interoperable standards for the collection, analysis, and sharing of age, gender, diversity, and disabilities disaggregated data on refugees and returnees;<sup>26</sup>
- ensure that relevant data protection and data privacy principles are applied with respect to all collection and dissemination of personal data, 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; and
- 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.

47. In addition, 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 complementary pathways for admission of those with international protection needs; and share good practices and lessons learned in this area.<sup>27</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>28</sup> In 2018, UNHCR will convene technical expertise from international organizations<sup>29</sup> and Member States, and coordinate a technical review of relevant methodologies to build broad consensus on the approach to be taken. The results 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. Subsequent reports will be provided at regular intervals, providing the basis for determining whether there has been progress towards fairer burden- and responsibility-sharing in line with para 7.

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<sup>25</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>26</sup> See also the "[International recommendations on refugee statistics](#)".

<sup>27</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>28</sup> [A/RES/72/150](#), para 20.

<sup>29</sup> Including the World Bank Group and the OECD.

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

49. The areas in need of support, set out in Part B, are to benefit refugees, affected host community members and host countries. Grouped around the pillars of the CRRF, and based on past comprehensive responses and the application of the CRRF, they highlight where the international community may usefully channel support for a comprehensive and people-centred response to large refugee situations, adapted to the specific context, and in line with national strategies and policies. **The success of the measures in Part B hinges on robust and well-functioning mechanisms of burden- and responsibility-sharing** (Part A), and a commitment on the part of the international community as a whole to providing **concrete pledges and contributions**<sup>30</sup> to bring them to life.

50. Support will be put in place **at the request of the host country**, or country of origin where relevant, in line with country ownership and leadership. It is recognized that each context is specific and that each State has different frameworks, capacities and resources. Part B is not exhaustive or prescriptive. Part B also does not impose additional burdens on host countries. Indeed, a key objective of the global compact is to ease such pressures, particularly for developing and middle-income countries, through contributions from other States and stakeholders.

51. The measures in Part B will take into account, meaningfully engage and seek input from those with diverse needs and potential vulnerabilities, including girls and women; children and youth; persons belonging to minorities; survivors of sexual and gender-based violence, sexual exploitation and abuse, or trafficking; older persons; and persons with disabilities. All actors will take steps to empower refugees at the outset of a refugee emergency to establish supportive systems and networks.

### **1. Reception and admission**

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

52. Preparedness, including contingency planning, strengthens comprehensive responses to large refugee situations, including over the medium term. In line with the United Nations Secretary-General's prevention agenda,<sup>31</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.

53. Under national leadership, capacity development for relevant authorities will be supported, enabling them to put in place risk monitoring and preparedness measures in advance, and to draw on support from a wide range of stakeholders, including the private sector as appropriate. Preparedness measures will take into account global, regional and national early warning and early action mechanisms,<sup>32</sup> disaster risk reduction efforts, and measures to enhance evidence-based forecasting of future movements and emergencies. They will also take into account likely forced internal displacement that may result from a particular situation. UNHCR will strengthen support to host countries by sharing information on the movement of people of concern, where appropriate. Support will also be provided in the form of standby capacity, including potential standby service assistance packages and necessary technical and human resources committed in advance.

#### ***1.2 Immediate reception arrangements***

54. When large numbers of refugees arrive, 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 strengthen national capacities for reception, including to support the establishment of reception and transit areas sensitive to age, gender, disabilities, and other specific needs, (through "safe spaces" where appropriate), as well as to provide essential services in

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<sup>30</sup> In line with para 3 above.

<sup>31</sup> See further, United Nations Secretary-General, "[Priorities: Prevention](#)".

<sup>32</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.

reception areas. Efficient mechanisms to pursue alternatives to camps away from borders, where relevant, will be supported.

55. Priority will be given to supporting response measures established by host States, including through the provision of assistance, such as multipurpose cash assistance, using national delivery systems where feasible and appropriate. Regional and international standby arrangements for personnel, as well as technical and material assistance, will also be activated, in consultation with concerned host States. Measures by host States to facilitate entry for standby and emergency deployments are encouraged.

### *1.3 Safety and security*

56. 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 importance of upholding the civilian and humanitarian character of international protection<sup>33</sup> and international human rights standards, both in emergency and protracted situations.<sup>34</sup>

57. At the request of concerned States, other States, UNHCR and relevant stakeholders will contribute resources and expertise to support protection-sensitive arrangements for timely security screening of new arrivals. Support may also be provided for: capacity development of relevant authorities, for instance on international refugee protection and exclusion criteria; strengthening of international efforts to prevent and combat sexual and gender-based violence and human trafficking; capacity development for community-oriented policing and access to justice; and the identification and separation of fighters and combatants at border entry points or as early as possible after arrival in line with relevant protection safeguards.

### *1.4 Registration and documentation*

58. Registration of refugees is key for people concerned, as well as for States to know who has arrived, and facilitates access to basic assistance, including for those with specific needs. It is also an important tool in ensuring the integrity of refugee protection systems and preventing and combating fraud, corruption and crime, including trafficking in persons, and for solutions.<sup>35</sup> In support of host countries, UNHCR, in conjunction with States and relevant stakeholders, will contribute resources and expertise to strengthen national capacity for individual registration, documentation and biometrics (including for women and girls, regardless of marital status), where requested. This will include support for the collection, use and sharing of quality registration data, disaggregated by age, gender, disabilities, and other specific needs, in line with relevant data protection principles.

### *1.5 Addressing specific needs*

59. The capacity to address specific needs is a particular challenge, requiring additional resources and targeted assistance. Persons with specific needs include: children, including those who are unaccompanied or separated;<sup>36</sup> women at risk;<sup>37</sup> survivors of torture, trauma, trafficking, sexual and gender-based violence or sexual exploitation and abuse; those with medical needs; persons with disabilities;<sup>38</sup> those who are illiterate; youth; and older persons.<sup>39</sup>

60. In support of host countries, States and relevant stakeholders will contribute resources and expertise for the establishment of **mechanisms for identification, screening and referral** of those with specific needs to appropriate processes and procedures. Multi-

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<sup>33</sup> See UNHCR Executive Committee (ExCom) Conclusion No. 94 (LIII) (2002) and [A/RES/72/150](#), para 28.

<sup>34</sup> In line with ExCom Conclusion No. 109 (LX) (2009).

<sup>35</sup> In line with ExCom Conclusion No. 91 (LII) (2001).

<sup>36</sup> ExCom Conclusion No. 107 (LVIII) (2007).

<sup>37</sup> See ExCom Conclusion No. 105 (LVII) (2006).

<sup>38</sup> See "[Washington group short set of questions on disability](#)"; ExCom Conclusion No. 110 (LXI) (2010).

<sup>39</sup> [A/RES/46/91](#).



stakeholder response teams could be established to facilitate this operationally.<sup>40</sup> 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 or 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 or victim support, is key; as is identification and referral of stateless persons and those at risk of statelessness, including to statelessness determination procedures. The development of non-custodial and community-based alternatives to detention, particularly for children, will also be supported.

### **1.6 Identifying international protection needs**

61. 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 in accordance with their applicable international and regional obligations ([A/RES/72/150](#), para 51),<sup>42</sup> in a way which avoids protection gaps and enables all those in need of international protection to find and enjoy it.<sup>43</sup> In the context of large refugee movements, group-based protection (such as prima facie recognition of refugee status) can assist in addressing international protection needs, where considered appropriate by the State.

62. Without prejudice to activities carried out under its mandate, UNHCR will establish an *Asylum Capacity Support Group* with participation of experts from relevant technical areas. Due regard will be paid to regional diversity. The group would draw on pledges and contributions made as part of Global Refugee Forums, whether in terms of expertise or funding. The group could be activated on the request of a concerned State 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. Support could include standby arrangements and sharing of good practices between States on all aspects of asylum systems, including case-processing modalities (e.g. simplified or accelerated procedures for cases likely to be manifestly founded or unfounded), registration and case management processes, interviewing techniques and broader institutional capacity development.

63. In addition, where appropriate, stakeholders with relevant mandates and expertise will provide guidance and support for measures to address other protection and humanitarian challenges. This could include measures to assist those forcibly displaced by natural disasters, taking into account national law and regional instruments as applicable, as well as practices such as temporary protection<sup>44</sup> and humanitarian stay arrangements.

## **2. Meeting needs and supporting communities**

64. 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, in line with the 2030 Agenda. 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 as a whole to accompany their efforts, until durable 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.<sup>45</sup>

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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 also above, para 5. See further: ExCom Conclusion No. 96 (LIV) (2003) and IOM's assisted voluntary return and reintegration programmes.

<sup>43</sup> ExCom Conclusion No. 103 (LVI) (2005), (s).

<sup>44</sup> See ExCom Conclusions: No. 22 (XXXII) (1981); No. 74 (XLV) (1994), paras (r) – (u); No. 103 (LVI) (2005), para (l).

<sup>45</sup> See also ExCom Conclusion No. 109 (LX) (2009).

65. The involvement of development actors in ensuring that national systems and services are strengthened and host communities' needs are met, alongside those of refugees, represents a positive change. Development actors will work in a complementary manner to ensure that the impact of a large refugee situation on a host country is taken into account in development programmes. A spirit of partnership, the primacy of country leadership and ownership, and the mobilization of predictable international responses 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 additional development resources to ensure that communities affected by a refugee situation are not impaired in making progress towards the Sustainable Development Goals.

66. Humanitarian assistance remains needs-driven and guided by the humanitarian principles of humanity, neutrality, impartiality and independence. Wherever possible, it will 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 where appropriate (including through 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.

67. The areas set out below require particular support by the international community as a whole in order to enhance resilience for host communities, as well as refugees. As stated above, they are not intended to create further burdens on host countries, to be prescriptive, or to be exhaustive. Rather, they constitute **indicative areas in need of contributions from others** to assist in the application of a comprehensive response. They are to be read in conjunction with the mechanisms for burden- and responsibility-sharing in Part A. All efforts below will be undertaken in coordination with relevant national authorities in a spirit of close partnership and cooperation, and be linked as relevant to ongoing national efforts and policies.

### **2.1 Education**

68. In line with national education laws, policies and planning, and in support of host countries, States and relevant stakeholders<sup>46</sup> will contribute resources and expertise to expand and enhance the quality and inclusiveness of national education systems to facilitate access by refugee and host community children (both boys and girls) and youth to primary, secondary and tertiary education. 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 after arrival.

69. Depending on the context, additional support could be contributed to expand educational facilities (including for early childhood development, and technical or vocational training) and teaching capacities (including support for, as appropriate, refugees and members of host communities who are or could be engaged as teachers, in line with national laws and policies). Additional areas for support include efforts to meet the specific needs of refugee children and youth (including through "safe schools") and overcome obstacles to their enrolment and attendance, especially for girls and those with disabilities. Support will be provided for the development and implementation of national education sector plans that include refugees. Technical support will be provided where needed to facilitate recognition of equivalency of academic, professional and vocational accreditation. (See also section 3.3, complementary pathways for admission, below).

### **2.2 Jobs and livelihoods**

70. 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

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<sup>46</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, UNRWA, Education Cannot Wait, the Inter-Agency Network for Education in Emergencies, international non-governmental organizations, and the private sector.



stakeholders<sup>47</sup> will contribute resources and expertise to promote economic opportunities, decent work, job creation and entrepreneurship programmes for host community members and refugees, including women, young adults, older persons and those with disabilities.<sup>48</sup>

71. Depending on the context, resources and expertise could be contributed to support: labour market analysis to identify gaps and opportunities for employment creation and income generation; mapping and recognition of skills and qualifications among refugees and host communities; and strengthening of these skills and qualifications through specific training programmes, including language and vocational training, linked to market opportunities, in particular for women and youth. Particular attention will be paid to closing the technology gap and building capacities (particularly of developing and least-developed refugee host countries), including to facilitate online livelihood opportunities. Efforts will be made to support access to affordable financial products and services for women and men in host and refugee communities, including by reducing associated risks and enabling low-cost mobile and internet access to these services where possible; as well as to support the transfer of remittances, including through cash transfer programmes. In some contexts, where appropriate, preferential trade arrangements could be explored, especially for goods and sectors with high refugee participation in the labour force.

### **2.3 Health**

72. In line with national health care laws, policies and plans, and in support of host countries, States and relevant stakeholders<sup>49</sup> will contribute resources and expertise to enhance the quality of national health systems to facilitate access by refugees and host communities, including women and girls; children and youth; older persons; those with chronic illnesses, including tuberculosis and HIV; survivors of trafficking, torture, trauma or sexual and gender-based violence; and people with disabilities.

73. Depending on the context, this could include resources and expertise to strengthen health facilities and services, or to support capacity development and training opportunities for refugees and members of host communities who are or could be engaged as health care workers in line with national laws and policies (including with respect to mental health and psychosocial care). Disease prevention and health promotion activities, including participation in physical activity and sport, are encouraged; as are pledges to facilitate affordable and equitable access to adequate quantities of medicines, medical supplies, vaccines, diagnostics, and preventive commodities.

### **2.4 Gender**

74. Women and girls may experience particular gender-related barriers that call for an adaptation of responses in the context of large refugee situations. In line with relevant international standards<sup>50</sup> and national arrangements, States and relevant stakeholders will adopt and implement policies and programmes to empower women and girls in refugee and host communities, and to promote full enjoyment of their human rights, as well as equality and equity of access to services and opportunities - while also taking into account the particular needs and situation of men and boys.

75. This will include contributions to address barriers to the meaningful participation and leadership of women and girls, and to support the institutional capacity and participation of

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<sup>47</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>48</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](#)".

<sup>49</sup> This could include the World Health Organization (WHO); UNHCR; UNICEF; UNFPA; IOM; the Global Alliance for Vaccines and Immunizations (GAVI); the Global Fund to Fight AIDS, Tuberculosis and Malaria; and relevant civil society organizations. See also WHO, "[Framework of priorities and guiding principles to promote the health of refugees and migrants](#)".

<sup>50</sup> Including resolutions in the United Nations Security Council, United Nations General Assembly and Commission on the Status of Women as well as Executive Committee Conclusions. See, e.g., [S/RES/1325](#), [S/RES/2122](#).

national and community-based women's organizations, as well as government ministries focused on women. Resources to strengthen access to justice and the security and safety of women and girls, including to prevent and respond to all forms of violence are called for; as is support to facilitate access to age- and gender-responsive social and health care services. Measures to promote women's economic empowerment and to support access by women and girls to education (including secondary and tertiary education) will be fostered.

### **2.5 Children and youth**

76. Children make up over half of the world's refugees. In support of host countries, States and relevant stakeholders<sup>51</sup> will contribute resources and expertise towards policies and programmes that take into account the specific vulnerabilities of girls and boys, children with disabilities, adolescents, unaccompanied and separated children and other children at risk. Depending on the context, this will include resources and expertise to support integrated and age-sensitive services for refugee and host community girls and boys, as well as investment in national child protection systems. Capacity development for relevant authorities to undertake best interests determination and assessment to inform decisions that concern refugee children, as well as other child-sensitive procedures and family tracing, will be supported. UNHCR will work with States to enhance access by refugee boys and girls to resettlement and complementary pathways for admission.

77. The empowerment of refugee and host community youth, building on their talent, potential and energy, supports resilience and eventual solutions. The active participation and engagement of refugee and host community youth will be supported by States and relevant stakeholders, including through projects that recognize, utilize and develop their capacities and skills; support their physical and emotional well-being; as well as facilitate youth networking and information sharing.

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

78. Depending on the context, host countries may seek support from the international community as a whole to address the accommodation and environmental impacts of large numbers of refugees, ease pressure on scarce water, energy and food resources, and strengthen waste disposal systems. Accordingly, 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 promote integrated and sustainable management of natural resources and ecosystems.

79. This will include contributions to bolster national capacity to address accommodation, water, sanitation and hygiene, infrastructure and 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, affordable and appropriate technologies and renewable energy in developing and least developed refugee hosting countries. Environmental impact assessments, national sustainable development projects 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 improve the quality of human settlements, including the living and working conditions of both urban and rural dwellers. 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**

80. Acknowledging that food and nutrition are priority basic needs, in support of host countries, States and relevant stakeholders<sup>52</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, adolescent girls and older persons.

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<sup>51</sup> Including UNICEF and relevant civil society organizations.

<sup>52</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).

81. In particular, this will include resources and expertise for 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, while also supporting access by refugees and host communities to nutrition-sensitive social safety nets, including school feeding programmes. More generally, support will be provided to build resilience of households and food and agricultural production systems in refugee-hosting areas, including by promoting purchases from local farmers and addressing bottlenecks along the food value chain, taking into account diversity, prevailing cultural and religious practices, and preferences for food and agricultural production. Capacity development for host governments and local communities to withstand shocks and stress factors, which limit the availability of food, including its production, or constrain access to it will be prioritized.

## **2.8 Civil registries**

82. Civil and birth registration helps States to have accurate information about the persons living on their territory, and is a major protection tool, including for refugee women, girls and others with specific needs. While it does not necessarily lead to conferral of nationality, birth registration helps establish legal identity and prevent the risk of statelessness. 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 and documentation, including through digital technology and the provision of mobile services, subject to full respect for data protection principles.

## **2.9 Statelessness**

83. Recognizing that *statelessness* may be both a cause and consequence of refugee movements,<sup>53</sup> 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, as appropriate, national and regional and international action plans to end statelessness, in line with relevant standards and initiatives, including UNHCR's Campaign to End Statelessness. States that have not yet acceded to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness are encouraged to consider doing so.<sup>54</sup>

## **2.10 Tolerance and peaceful coexistence**

84. Recognizing the importance of good relations between communities, pending the availability of durable solutions, programmes and projects will be designed in ways that foster tolerance and promote peaceful coexistence between refugee and host communities. Specific programmes and projects will be supported to enhance understanding of the plight of refugees, including through technical cooperation and capacity development for local communities and personnel, as well as relevant rule of law and governance systems. Engagement of children and youth will be fostered, including through sports and cultural activities, language learning, and education. In fostering respect, tolerance and understanding, the power and positive impact of civil society, faith-based organizations, and the media, including social media, will be harnessed.

# **3. Solutions**

85. One of the primary objectives of the global compact (para 7), and the ultimate purpose of protection, is to facilitate access to durable solutions, including by planning for solutions from the outset of refugee situations. Eliminating root causes is the most effective way to achieve solutions. Political and security cooperation, diplomacy, development and the promotion and protection of human rights are key to resolving protracted refugee situations and preventing new crises from emerging. At the same time, addressing the causes of refugee movements can take time. The programme of action therefore envisages a mix of solutions, adapted to the specific context 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

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<sup>53</sup> See also ExCom Conclusion No. 101 (LV) (2004), (k).

<sup>54</sup> [A/RES/72/150](#), para 10.

well as other local solutions and complementary pathways for admission to third countries, which may provide additional opportunities.

86. As in previous sections in Part B, the elements set out below are intended to bring greater predictability, and to engage a wider range of States and stakeholders, for the achievement of solutions. In particular:

- support will be provided for countries of origin, on their request, to facilitate conditions for voluntary repatriation, including through Global Refugee Forums and Support Platforms where appropriate;
- offers of resettlement and complementary pathways<sup>55</sup> will be an indispensable part of the mechanisms set out in Part A; and
- while local integration is a sovereign decision, those States electing to provide this or other local solutions will require particular support.

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

87. Voluntary repatriation in conditions of safety and dignity remains the preferred solution in the majority of refugee situations.<sup>56</sup> The overriding priorities are to promote the enabling conditions for voluntary repatriation in full respect for the principle of non-refoulement, to ensure the exercise of a free and informed choice, and to mobilize support to underpin safe, dignified and sustainable<sup>57</sup> return. 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> It is equally recognized that there are situations where refugees voluntarily return outside the context of formal voluntary repatriation programmes, and that this requires support. While enabling voluntary and sustainable repatriation is first and foremost the responsibility of the country of origin towards its own people, the international community as a whole stands ready to provide coherent and sustained support to such countries in response.

88. Accordingly, without prejudice to ongoing support to host countries, the international community as a whole 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. In some contexts it is useful for relevant States and UNHCR to conclude tripartite agreements to facilitate voluntary repatriation.<sup>59</sup>

89. In addition, States and relevant stakeholders will contribute resources and expertise to support countries of origin on their request with respect to social, political, economic and legal capacity to receive and reintegrate returnees, including women, youth, children, older persons and those with disabilities. This may include support for gender- and age-responsive livelihood opportunities and measures to address housing, land and property issues. Contributions will be provided for direct repatriation support to returnees in the form of cash and other assistance, where appropriate. Depending on the context, concerned countries may seek technical guidance on measures to avoid further forced displacement on return (internal or cross-border), and to take into account the situation of internally displaced and non-displaced resident populations.<sup>60</sup> Relevant stakeholders will work with national and local

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<sup>55</sup> Made in line with para 3 above.

<sup>56</sup> See, e.g., [A/RES/72/150](#), para 39; ExCom Conclusions: No. 90 (LII) (2001), para (j); No. 101 (LV) (2004). See also ExCom Conclusion No. 40 (XXXVI) (1985).

<sup>57</sup> In line, e.g., with [A/RES/72/150](#), paras 42 and 44.

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

<sup>59</sup> ExCom Conclusion No. 101 (LV) (2004).

<sup>60</sup> Countries of origin could also be supported to apply the “Guiding principles on internal displacement”, as encouraged by the United Nations General Assembly in [A/RES/54/167](#) on protection of and assistance to internally displaced persons, and subsequent General Assembly resolutions on this subject, including [A/C.3/72/L.46/Rev.1](#).

authorities to support information sharing on protection risks in areas of return and the establishment of systems for analysis of such risks.<sup>61</sup>

### 3.2 *Resettlement*

90. Apart from being a tool for protection of and solutions for refugees, resettlement is also a tangible mechanism for burden- and responsibility-sharing and a demonstration of solidarity, 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.

91. Contributions will be sought from States,<sup>62</sup> with the assistance of relevant stakeholders,<sup>63</sup> to establish, or enlarge the scope, size, and quality of, resettlement programmes.<sup>64</sup> In support of these efforts, UNHCR – in cooperation with States and relevant stakeholders – will devise a **three-year strategy** to increase the pool of resettlement places, including countries not already participating in global resettlement efforts; as well as to consolidate emerging resettlement programmes, building on good practices and lessons learned from the Emerging Resettlement Countries Joint Support Mechanism (ERCM) and regional arrangements. The strategy's conclusion will coincide with the second Global Refugee Forum planned for 2021. The strategy will identify, build links and provide support to new and emerging resettlement countries, including through expertise and other technical support, twinning projects, human and financial resources for capacity development, and the involvement of stakeholders such as the private sector, civil society, faith-based organizations, individuals, and academia.

92. In addition, pledges will be sought, as appropriate, to establish or strengthen good practices in resettlement programmes. This could include the establishment of multi-year resettlement schemes; efforts to ensure resettlement processing is predictable, efficient and effective (e.g. by using flexible processing modalities that fully account for security concerns to resettle at least 25 per cent of annual resettlement submissions within six months of UNHCR referral); 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; and/or dedicating at least 10 per cent of resettlement submissions as unallocated places for emergency or urgent cases identified by UNHCR); investing in robust reception and integration services for resettled refugees, including women and girls at risk; and the use of emergency transit facilities or other arrangements for emergency processing for resettlement, including for women and children at risk.<sup>65</sup>

93. In specific situations, in light of their proven value, resettlement core groups will continue to facilitate a coordinated response, 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 *Complementary pathways for admission to third countries*

94. As a complement to resettlement, other pathways for the admission of persons with international protection needs can facilitate access to protection and/or solutions. There is a need to ensure that such pathways are made available on a more systematic, sustainable and

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<sup>61</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>62</sup> In line with para 3 above.

<sup>63</sup> This could include UNHCR, IOM, civil society organizations, community groups, faith-based organizations, academia, and the private sector.

<sup>64</sup> In line with [A/RES/71/1, Annex I](#), para 16.

<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.

gender-responsive basis, that they contain appropriate protection safeguards, and that the number of countries offering these opportunities is expanded overall.

95. The **three-year strategy** on resettlement (section 3.2 above) will also include complementary 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> to facilitate access to family reunification, including through effective procedures and clear referral pathways, or to establish private or community sponsorship programmes that are additional to regular resettlement, including community-based programmes promoted through the Global Refugee Sponsorship Initiative (GRSI). Other contributions in terms of complementary pathways could include humanitarian visas, humanitarian corridors and other humanitarian admission programmes; educational opportunities for refugees (including 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.

96. Contributions will also be sought to support the sharing of good practices, lessons learned and capacity development for new States considering such schemes (see above, para 47).

### **3.4 Local integration**

97. 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 refugee situations.<sup>68</sup>

98. 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.

99. In support of countries opting to provide local integration, the international community as a whole 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 integration. The capacity of relevant State institutions, local communities and civil society will be strengthened to support the local integration process (e.g. to address documentation issues; facilitate language and vocational training, including for women and girls). Support will be provided for programmes fostering respect, tolerance and peaceful coexistence and to 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. Investments in areas where refugees will settle, in support of national development plans and strategies and in line with the 2030 Agenda, will be actively promoted, and regional frameworks which may complement national laws in offering pathways to durable legal status or naturalization for refugees will be explored, where appropriate.

### **3.5 Other local solutions**

100. In addition to local integration - where refugees find a durable solution there to their plight - some host countries may elect to provide other local solutions to refugees. Such solutions entail temporary legal stay, including to facilitate the economic, social and cultural inclusion of refugees, and are provided without prejudice to eventual durable solutions that may become available. Depending on the context and the needs identified by countries

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

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

electing to provide other local solutions to refugees, States and relevant stakeholders will contribute resources and expertise, including technical guidance on legal and institutional frameworks that foster the peaceful and productive inclusion of refugees and the well-being of local communities, and to address issues such as documentation and residence permits.

#### **IV. Follow-up and review**

101. The international community as a whole will do its utmost to mobilize support for the global compact. This is a task for all States, together with relevant stakeholders. UNHCR will play a catalytic and supportive role, consistent with its mandate. States, UNHCR and relevant stakeholders will seek to coordinate the follow-up of the global compact in ways that foster coherence with other processes and actions related to people on the move.

102. The Global Refugee Forum will be the main vehicle for pledging, taking stock, reviewing and measuring progress against the objectives of the global compact and ensuring the achievement of collective outcomes. This will include review of efforts in relation to specific country or regional situations, including through Support Platforms, as well as progress on a global level. UNHCR will establish a mechanism for the tracking of pledges<sup>69</sup> by States and other stakeholders and will report on the realization of pledges and contributions, as well as on their impact where possible, prior to each Global Refugee Forum. In addition to Global Refugee Forums, the United Nations High Commissioner for Refugees will update, in his/her regular reporting to the United Nations General Assembly and the UNHCR Executive Committee, on progress made.

103. States and relevant stakeholders will facilitate adequate participation of refugees, including women and youth, in Global Refugee Forums, ensuring the inclusion of their perspectives on progress. A digital platform accessible to all to share good practices, notably from an age, gender, disabilities, and diversity perspective, in the application of the different elements of the global compact will be developed by UNHCR.

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

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<sup>69</sup> Made in line with para 3 above.



**Global compact on refugees:  
from draft 2 (30 April) to draft 3 (4 June)**

**Explanatory memorandum on main changes**

1. In line with the iterative approach, draft 3 takes into account statements made at the formal consultations, as well as written submissions received.
2. The main changes between draft 2 and draft 3 of the global compact are highlighted below. In addition to these changes, specific text adjustments requested by delegations have been incorporated where possible. Some of these proposed amendments have been accommodated elsewhere in the text for the purposes of coherence.
3. Generally, the document has been shortened by over two pages. This has been achieved, in part, through streamlining the bullets previously in Part III.B.2 (“Areas in need of support”) into text form, and simplifying it. We have sought to retain specific points requested by delegations at previous rounds of consultations.

**Introduction**

4. The first paragraph (para 1) contextualizes the global compact. The listing of causes of refugee movements has been removed; the applicability of relevant instruments under the “Guiding principles” section (para 5) has been clarified. Reference is made also to the principle of sovereign equality of States (para 2) and to the importance of national ownership and leadership (para 5).
5. There is reference to the achievement of “collective outcomes and progress” (para 4), requested by some delegations, in order to balance the non-binding nature of the document on the one hand, and the ambition of the international community as a whole to enhance burden- and responsibility-sharing on the other.
6. The “objectives” paragraph (para 7) has been simplified, ensuring the focus is on the four objectives of the CRRF. The bullet listings in draft 2 (formers paras 7 and 8) have been merged.
7. The prevention and root causes paragraphs (paras 8 and 9) clarify that climate, environmental degradation and natural disasters are not themselves causes of refugee movements, but may interact with the drivers of refugee movements.

**Programme of action – chapeau**

8. A new para 12 has been included, in recognition of the fact that movements are not always homogenous, taking into account various interventions by States. This paragraph has been carefully drafted to reflect operational realities, in a spirit of consensus, also focusing on the practical cooperation between relevant actors, including UNHCR and IOM.

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

9. The chapeau (paras 14-16) has been simplified, and language that was queried by some delegations at the last round of consultations (former para 17) has been removed. Rather than providing a non-paper on these mechanisms, we have sought to incorporate the various views expressed by delegations in the text.
10. The text on the Global Refugee Forum (para 17-19) has been adjusted to take into account comments received. At this stage, the proposal to hold Forums every four years from 2021 has been retained for consideration.
11. The text on the Support Platforms (paras 22-27) has also been adjusted to take into account statements by delegations. More emphasis is placed on the support provided by Platforms to national arrangements and

the comprehensive plan developed by host States, as relevant, in a spirit of partnership and in line with host country ownership and leadership.

12. The text on regional and subregional approaches (paras 28-30) has been simplified.
13. The section on funding (para 32) takes into account requests to emphasize the humanitarian principles (humanitarian funding); the importance of partnership and country ownership and leadership (development action); and the need to avoid prescriptive language (private sector).
14. The sections on a multi-stakeholder and partnership approach (paras 33-44) as well as data and evidence (45-48) have been adjusted. Para 48 on measuring impact contains clarifications following the informal exchange with Member States in May and the relevant non-paper.

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

15. As per above, the bullet points throughout this section have been simplified and transformed into text. The chapeau (paras 49-51) has also been streamlined.
16. **Reception and admission** (paras 42-63): generally delegation requests have been taken into account wherever possible. The section has been shortened and some of the detail has been removed. In the section on “Identifying international protection needs” (paras 61-63) the listing of causes of refugee flight has been replaced with language from the annual “omnibus” resolution on UNHCR. The text on the Asylum Capacity Support Group has been adjusted and further information is provided in a non-paper ([www.unhcr.org/formalconsultations](http://www.unhcr.org/formalconsultations)).
17. **Meeting needs and supporting communities** (paras 64-84): generally delegation comments have been taken into account where possible and the text has been shortened. The focus of the chapeau (paras 64-68) is on partnership, country ownership and leadership, and the humanitarian principles, particularly with regard to complementarity between humanitarian and development actors. Age, gender, disabilities and diversity considerations continue to be taken into account, and there is additional emphasis on supporting and empowering youth, including in the section on children (section 2.5) (renamed “Children and youth”), as well as older persons. The section previously entitled “social cohesion” has been renamed “tolerance and peaceful coexistence” (section 2.10), and has been strengthened. Former section 2.11 of draft 2 (“other areas of action”) has been removed as it is emphasized in the chapeau that the areas in need of support are non-exhaustive.
18. **Solutions** (paras 85-100): it is emphasized that all contributions on solutions are made in line with para 3 of the global compact. The section on voluntary repatriation and support for countries of origin (paras 87-89) has been shortened; and the text now refers to “complementary” rather than “other” pathways of admission to align with the CRRF (paras 94-96). It is made clear that the three year resettlement strategy will be concluded by the second Global Refugee Forum in 2021 (para 91). A new section has been included on “other local solutions” (section 3.5), as distinct from local integration (section 3.4).

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

19. The Global Refugee Forum will serve as the main vehicle for measuring progress towards the achievement of the objectives of the global compact as set out in para 7 of draft 3. Emphasis is again placed on a shared agenda and the achievement of collective outcomes in this regard (para 104).
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