

# Supporting Documents for Resolutions of the 79th General Convention

The following resolutions of the 80th General Convention had supporting documents. Click the link below to go to that section of this document.

- [B005 – Supporting Document – Letter to Representatives on Gun Violence Research](#)
- [B007 – Supporting Document – Mosbacher-Bennett Principles for Investors in the Gun Industry](#)
- [B016 – Supporting Document ELCA – Peace in the Holy Land](#)
- [B016 – Documento de apoyo – ELCA – Paz en Tierra Santa](#)
- [B022 – Supporting Document – Amended JCPC Charter 10-26-16](#)
- [B026 – Supporting Document – Sustainable Development Goals](#)
- [C058 – Supporting Document – Sermon for the 75th Anniversary of the death of The Rev. Chaplain Fredrick B. \(Ted\) Howden Jr.](#)
- [C060 – Supporting Document – Breaking the Episcopal Stained Glass Ceiling](#)
- [D009 – Supporting Documents \(five documents\)](#)
- [D019 – Archives Research Report Policies and Statements on Israel and Palestine-09-05-2017](#)

April 6, 2016

The Honorable Thad Cochran  
Chairman, Appropriations Committee  
U.S. Senate  
Washington, DC 20515

The Honorable Harold Rogers  
Chairman, Appropriations Committee  
U.S. House of Representatives  
Washington, DC 20515

The Honorable Barbara Mikulski  
Vice Chairwoman, Appropriations  
Committee  
U.S. Senate  
Washington, DC 20515

The Honorable Nita Lowey  
Ranking Member, Appropriations  
Committee  
U.S. House of Representatives  
Washington, DC 20515

Dear Senator/Representative:

The undersigned health care, public health, scientific organizations and research universities representing over 1 million members across the country **urge you to end the dramatic chilling effect of the current rider language restricting gun violence research and to fund this critical work at the Centers for Disease Control and Prevention (CDC).**

In 1996, Congress passed the so-called Dickey amendment as a rider to the Labor-Health and Human Services-Education Appropriations bill. The language stated that the CDC could not **fund research that would “advocate or promote gun control,” and the language has remained in** each subsequent annual funding bill. At the same time, Congress cut CDC funding for this research. Although the Dickey amendment does not explicitly prevent research on gun violence, the combination of these two actions has caused a dramatic chilling effect on federal research that has stalled and stymied progress on gathering critical data to inform prevention of gun violence for the past 20 years. Furthermore, it has discouraged the next generation of researchers from entering the field.

Gun violence is a serious public health epidemic resulting in the senseless deaths of an average of 91 Americans, and another 108 gun injuries, each and every day. A central part of preventing future tragedies is through conducting rigorous scientific research as this has been a proven successful approach in reducing deaths due to other injuries.

Health care providers and public health professionals are overwhelmed in emergency departments, clinics, offices, and communities with the victims of mass shootings, homicides, suicides, accidental shootings, and firearm injuries. Medical professionals and our communities work to address the devastating and long-lasting physical and emotional effects of gun violence on victims, their families and their friends, but are hampered by the insufficient body of evidence-based research to use to point communities toward proven gun violence prevention programs and policies.

Former Representative Jay Dickey (R-AR), author of the current language that has effectively **restricted gun violence research, recently noted that, “it is my position that somehow or** someway we should slowly but methodically fund [gun] research until a solution is reached. **Doing nothing is no longer an acceptable solution.”**

Here are some of the critical questions that enhanced research would help us answer:

- 1) **What is the best way to protect toddlers from accidentally firing a firearm?** Safe firearm storage works, but what kinds of campaigns best encourage safe storage? What safe storage methods are the most effective and most likely to be adopted? What should be the trigger pull on a firearm so **a toddler can't use it?**
- 2) **What are the most effective ways to prevent gun-related suicides?** Two-thirds of firearm related deaths are suicides. Are firearm suicides more spontaneous than non-firearm suicides? Do other risk factors vary by method? How do we prevent it in different populations—active military, veterans, those with mental illness, law enforcement or correctional officers, the elderly, or teenagers?
- 3) **What is the impact of the variety of state policies being enacted?** How are different policies around safe storage, mental health, public education, and background checks impacting firearm injuries and deaths?

**The CDC's** National Center for Injury Prevention and Control is an important part of answering these types of questions. Public health uniquely brings together a comprehensive approach connecting the complex factors that result in violence and injuries including clinical, social, criminal, mental health, and environmental factors.

The impact of federal public health research in reducing deaths from car accidents, smoking and Sudden Infant Death Syndrome has been well proven. Decades ago, we did not know infant car seats should be rear-facing. Robust research on car accidents and subsequent legislation has helped save hundreds of thousands of lives without preventing people from being able to drive. **It's time to apply the same approach to reducing gun violence in our communities.**

As professionals dedicated to the health of the nation and to the application of sound science to improving the lives of our fellow Americans, we urge you to take action this year. Americans deserve to know that we are working with the best tools and information in the fight to reduce gun violence deaths and injuries.

**As Congress works to craft the FY 2017 Labor-HHS-Education Appropriations bill, we urge you to provide the Centers for Disease Control and Prevention with funding for research into the causes and prevention of gun violence.**

Thank you for your consideration. We look forward to working with you to improve health and protect the safety of all Americans.

Sincerely,

Academic Consortium for Integrative Medicine & Health  
Academic Pediatric Association

Alameda Health System Department of Emergency Medicine  
American Academy of Family Physicians  
American Academy of Pediatrics  
American Association for the Advancement of Science  
American Association of Colleges of Pharmacy  
American Association of Nurse Practitioners  
American College of Emergency Physicians  
American College of Emergency Physicians, California Chapter  
American College of Occupational and Environmental Medicine  
American College of Physicians  
American Congress of Obstetricians and Gynecologists  
American Educational Research Association  
American Geriatrics Society  
American Medical Association  
American Medical Student Association  
American Medical Women's Association  
American Pediatric Society  
American Psychiatric Association  
American Psychological Association  
American Public Health Association  
American Society for Clinical Pathology  
American Society of Hematology  
American Thoracic Society  
American Trauma Society  
Arkansas Public Health Association  
Asociación de Salud Pública de Puerto Rico  
Association for Psychological Science  
Association of American Universities  
Association of Medical School Pediatric Department Chairs  
Association of Population Centers  
Association of Public and Land-grant Universities  
Big Cities Health Coalition  
Boulder County Public Health  
Brigham Psychiatric Specialties  
California Center for Public Health Advocacy  
California Public Health Association-North  
Center for Science and Democracy at the Union of Concerned Scientists  
Central Oregon Medical Society  
Champaign-Urbana Public Health District  
Chicago Center for Psychoanalysis  
Chicago chapter Physicians for Social Responsibility  
Colorado Public Health Association  
Committee of Interns and Residents/SEIU Healthcare  
Congregation Gates of Heaven

Consortium of Social Science Associations  
Council of State and Territorial Epidemiologists  
Cure Violence  
Delaware Academy of Medicine / Delaware Public Health Association  
Doctors Council SEIU  
Doctors for America  
Eastern Association for the Surgery of Trauma  
Federation of Associations in Behavioral and Brain Sciences  
Florida Chapter of the American Academy of Pediatrics, Inc.  
Futures Without Violence  
Georgia Public Health Association  
Hawaii Public Health Association  
Health Officers Association of California  
Houston Health Department  
Illinois Public Health Association  
International Society for Developmental Psychobiology  
Iowa Chapter Physicians for Social Responsibility  
Iowa Public Health Association  
JPS Health Network  
Kansas Public Health Association  
Koop Institute  
KU Department of Preventive Medicine and Public Health  
Law and Society Association  
Lee County Health Department  
Local Public Health Association of Minnesota  
Louisiana Center for Health Equity  
Maine Public Health Association  
Maryland Academy of Family Physicians  
Minnesota Public Health Association  
Montana Public Health Association  
National AHEC Organization  
National Association of County and City Health Officials  
National Association of Medical Examiners  
**National Association of Nurse Practitioners in Women's Health**  
National Association of Social Workers  
National Association of State Emergency Medical Services Officials  
National Association of State Head Injury Administrators  
National Black Nurses Association  
National Hispanic Medical Association  
National Medical Association  
National Network of Public Health Institutes  
National Physicians Alliance  
National Violence Prevention Network  
Nevada Public Health Association

New Hampshire Public Health Association  
New Mexico Public Health Association  
North Carolina Public Health Association  
Ohio Public Health Association  
Ohio Public Health Association  
Oregon Academy of Family Physicians  
Oregon Physicians for Social Responsibility  
Oregon Public Health Association  
Pediatric Policy Council  
Physicians for Social Responsibility, Arizona Chapter  
Physicians for a National Health Program NY Metro Chapter  
Physicians for Reproductive Health  
Physicians for Social Responsibility / Northeast Ohio  
Physicians for Social Responsibility Wisconsin  
Physicians for Social Responsibility, Arizona Chapter  
Physicians for Social Responsibility/New York  
Physicians for the Prevention of Gun Violence  
Population Association of America  
Prevention Institute  
Psychonomic Society  
Public Health Association of Nebraska  
Public Health Association of New York City  
Public Health Institute  
Research!America  
RiverStone Health  
Safe States Alliance  
San Francisco Bay Area Chapter, Physicians for Social Responsibility  
Society for Adolescent Health and Medicine  
Society for Advancement of Violence and Injury Research  
Society for Mathematical Psychology  
Society for Pediatric Research  
Society for Psychophysiological Research  
Society for Public Health Education  
Society of Experimental Social Psychology  
Society of General Internal Medicine  
Southern California Public Health Association  
Southwest Ohio Society of Family Medicine  
Student National Medical Association  
Suicide Awareness Voices of Education  
Texas Doctors for Social Responsibility  
Texas Public Health Association  
Trauma Foundation  
Tri-County Health Department  
Trust for America's Health

United Physicians of Newtown  
Vermont Public Health Association  
Virginia Public Health Association  
Washington Chapter of the American Academy of Pediatrics  
Washington State Public Health Association  
Wellness Institute of Greater Buffalo  
Whiteside County Health Department

cc:

The Honorable Mitch McConnell  
The Honorable Paul Ryan  
The Honorable Harry Reid  
The Honorable Nancy Pelosi  
Members of Congress



## **MOSBACHER-BENNETT PRINCIPLES** **FOR INVESTORS IN THE GUN INDUSTRY**

The United States has by far the highest levels of gun-related deaths and crime of any developed nation; approximately 90 Americans lose their lives each day to bullet wounds. Investing in companies that make or sell guns in the U.S. market carries extraordinary ethical responsibilities. Every institutional or individual shareholder, lender, equity partner or other investor seeking profit from the manufacture or sale of firearms is obligated to use their investments to encourage gun-related companies to do everything in their power to minimize lethal and criminal uses of their products. Specifically, every investor has an obligation to:

- 1) Require, as a condition of investment, that companies make significant and measurable progress towards meeting standards of conduct in the following areas:

### **FOR GUN MANUFACTURERS:**

- Maintaining networks of secure, responsible sales outlets
- Developing and marketing safer, less lethal guns, ammunition and accessories
- Cooperating fully with law enforcement in reducing gun-related crime

### **FOR GUN RETAILERS:**

- Conducting background checks for all purchases
- Minimizing theft and straw purchases
- Educating and training consumers on gun storage and safety
- Maintaining accurate records and cooperating fully with law enforcement

For both manufacturers and retailers, these standards will exceed, in some cases, what is required by federal or state law.

- 2) Conduct regular, ongoing evaluation of gun-related companies' progress and performance in these areas using objective data.
- 3) Establish timetables, deadlines, and performance expectations for gun manufacturers and retailers.
- 4) Terminate investments in companies that fail to meet these standards after a period of extended engagement.
- 5) Work strategically with other sectors to isolate bad actors in the gun industry and limit their ability to harm the profitability of responsible companies.
- 6) Sustain these efforts for the life of each gun-related investment, independent of the ebbs and flows of public and media attention to these matters.

**Rabbi Joel Mosbacher and Pastor Anthony Bennett, co-chairs of *Do Not Stand Idly By***



# JUSTICE FOR HOLY LAND THROUGH RESPONSIBLE INVESTMENT

Social Policy Resolution  
CA16.06.31



Evangelical Lutheran Church in America  
God's work. Our hands.

## **Resolved:**

To receive with gratitude the memorials from the Sierra Pacific, Southwest California, Metropolitan New York and Delaware-Maryland synods regarding Justice for the Holy Land through Responsible Investment;

To reaffirm the actions of the 2005, 2007, 2011 and 2013 Churchwide Assemblies regarding responsible investment in Israel-Palestine;

To direct the ELCA's Corporate Social Responsibility review team to develop a human rights social criteria investment screen based on the social teachings of this church and, in the case of Israel and Palestine, specifically based on the concerns raised in the ELCA Middle East Strategy;

To encourage ELCA members, congregations, synods, agencies and institutions to increase positive investment in Palestine and other under-resourced areas where human rights abuses materially impact the well-being of all people; and

To encourage ELCA members, congregations, synods, agencies and institutions to engage in shareholder advocacy in support of human rights, exercising the right of a shareholder to submit resolutions at a corporation's annual meeting.

**Adopted by the Churchwide Assembly in August 2016**

## **Evangelical Lutheran Church in America**

God's work, Our hands

### **JUSTICIA PARA TIERRA SANTA MEDIANTE LA INVERSIÓN RESPONSABLE**

Resolución de Política Social

CA 16.06.31

#### **Se resuelve:**

Recibir con gratitud los memoriales de los sínodos de Sierra Pacífico, California Sudoccidental, Nueva York Metropolitano y Delaware-Maryland tocante a la justicia para Tierra Santa mediante la inversión responsable.

Reafirmar las decisiones de las asambleas nacionales [de toda la Iglesia] de los años 2005, 2007, 2011 y 2013 respecto a la inversión responsable en Israel-Palestina.

Instruir al equipo de revisión de Responsabilidad Social Corporativa de la IELA para que elabore un tamiz de inversiones, a partir de criterios sociales de derechos humanos, basado en las enseñanzas sociales de esta Iglesia y, en el caso de Israel y Palestina, basado especialmente en los intereses propuestos por la Estrategia de la IELA para el Oriente Medio.

Alentar a los miembros, congregaciones, sínodos, agencias e instituciones de la IELA a aumentar la inversión positiva en Palestina y otras zonas de insuficientes recursos donde las violaciones a los derechos humanos afectan materialmente el bienestar de todas las personas; y

Alentar a los miembros, congregaciones, sínodos, agencias e instituciones de la IELA a participar en [tareas] de promoción social de accionistas en apoyo a los derechos humanos, ejerciendo el derecho a una cumbre de accionistas para presentar resoluciones en una reunión anual corporativa.

**Adoptada por la Asamblea Nacional en agosto de 2016**

**A Charter Between The Episcopal Church in the Philippines (ECP)  
and the Episcopal Church (TEC)**  
**(Amended)**

**PREAMBLE**

**In obedience to the cause of Christ in mission, the Episcopal Church in the Philippines (ECP) and The Episcopal Church (TEC) celebrate the communion we share with the Provinces of the Anglican Communion. We rejoice in our common history and heritage, recommitting ourselves to the principles of interdependence and unity in Christ. Likewise, we renew our commitment to the apostolic mission of God as we pray and worship, as we live and proclaim the Gospel, and as we bear witness to God's justice, peace, and love within our respective Provinces and throughout the world.**

**RELATIONSHIP BETWEEN THE TWO PROVINCES**

The Episcopal Church in the Philippines (ECP) and The Episcopal Church (TEC) hereby renew a common commitment to full companionship in mission as equal, interdependent, and autonomous partners.

- Each partner province will respect the culture and social context in which the other lives and ministers.
- Each partner province will be to the other a resource for program and mission, by sharing experience and hope, and by collaborating in ministry.
- Each partner province will respect and consider, as occasions for shared learning, the other's liturgy, catechism, music and song, governance, mission priorities, theological perspectives, and actions of synodical councils.

**JOINT COMMITTEE**

Each partner province will maintain a panel of up to four persons appointed in a manner consistent with its own internal guidelines, to constitute a Joint Committee on Provincial Companionship (ECP-TEC). The Joint Committee will:

- periodically review the Charter to ensure that it accurately reflects the current and evolving vision for the partner province relationship;

- develop, monitor, and review an action plan to accompany the charter, establish goals for our common ministry; and
- meet every 24 months alternatively hosted by each partner province.

**EFFECTIVITY**

This Charter shall become effective for six years when approved by the Synod or the Executive Council of The Episcopal Church in the Philippines (ECP) and the General Convention or the Executive Council of The Episcopal Church (TEC), after which it shall be thoughtfully reviewed and reconsidered.

Proposed by the Joint Committee on Provincial Companionship (ECP-TEC)  
 October 26, 2016, Honolulu, Hawaii

The Rt. Rev. Robert Fitzpatrick  
 The Rev. Robert “Moki” Hino  
 Dr. Sheryl Kujawa Holbook [absent]  
 The Rev. James Simons [absent]

The Rt. Rev. Brent H.W. Alawas  
 The Rev. Fr. Constancio Abuggao  
 Ms. Bridget B. Lacdao  
 Dr. Braille Van B. Reyes

Date of Action: ECP Executive Council      November 17, 2016

Date of Action: TEC Executive Council      \_\_\_\_\_

Signed this 18<sup>th</sup> day of February, 2017 at the National Cathedral of St. Mary and  
 St. John, Cathedral Heights, Quezon City:

\_\_\_\_\_  
 The Most Rev. Michael Curry  
 Presiding Bishop, TEC

\_\_\_\_\_  
 The Most Rev. Renato M. Abibico  
 Prime Bishop

Witnessed:

\_\_\_\_\_

\_\_\_\_\_

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## Sustainable Development Goals

- Goal 1. End poverty in all its forms everywhere
- Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture
- Goal 3. Ensure healthy lives and promote well-being for all at all ages
- Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
- Goal 5. Achieve gender equality and empower all women and girls
- Goal 6. Ensure availability and sustainable management of water and sanitation for all
- Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all
- Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
- Goal 10. Reduce inequality within and among countries
- Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable
- Goal 12. Ensure sustainable consumption and production patterns
- Goal 13. Take urgent action to combat climate change and its impacts\*
- Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development
- Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
- Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
- Goal 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development

\* Acknowledging that the United Nations Framework Convention on Climate Change is the primary international, intergovernmental forum for negotiating the global response to climate change.



## Supporting Info for C060 on (Anti Sexism – Stained Glass Ceiling)

### **Background:**

Women have been ordained clergy in The Episcopal Church since 1974 (adopted by Canon at the 65<sup>th</sup> General Convention of 1976). The disparity in role and pay, as documented and evidenced by the Church, and witnessed to by women clergy, continue to be a hindrance to women being able to fully live into their call, limiting not only women clergy, but the Church as a whole. Women clergy are often the victims of sexual harassment and other forms of abuse within the Church. The Church is to be a beacon of what is possible, good, and right in society, and yet participates in outright discrimination, setting a poor role model for women and girls. The Church should always be at the forefront of justice, and the status and treatment of women and girls must be a part of that gospel mission. Something must be done to remove the log from our own eye, so that we may work to remove it from that of the society in which we live.

Sexism, like racism, is a societal ill that many participate in unaware, requiring us to engage in self-awareness of our own biases, and that of the world in which we live. Just as the Anti-Racism Trainings have opened the eyes of so many in this Diocese, we hope that the Anti-Sexism training and education will do the same. While required training may not eliminate outright sexism and misogyny, the Anti-Racism training has shown that by its very requirement in the canons, focus and attention on the issue is made manifest in the Church by those who have taken it. Whenever any part of God's creation is abused, we all suffer, and it is our gospel mission to work for justice for all.

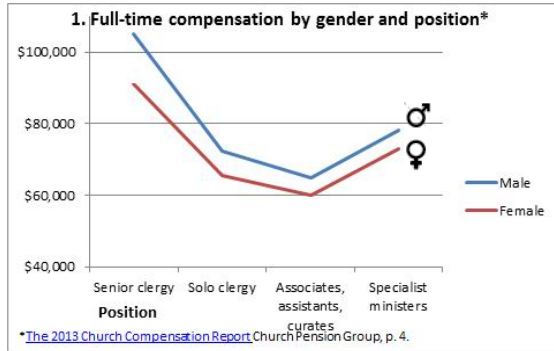
The following are excerpts from *Why Gender Still Matters* by The Rev. Paula Nesbitt, PhD, *Chair, 2012-15 Executive Council Committee on the Status of Women*:

“The following statistical trends from the Church Pension Fund and other sources point to some areas where gender now matters little, but also to where it significantly matters. Where any group is disadvantaged, it limits the opportunity for the diversity of all gifts and skills in the ministry. It also can keep alive bias, as well as limit our imagination of the possibilities that the church is called to be.

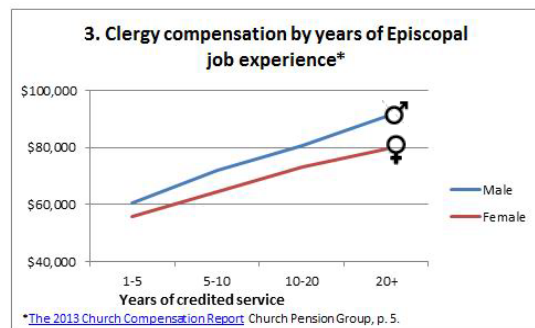
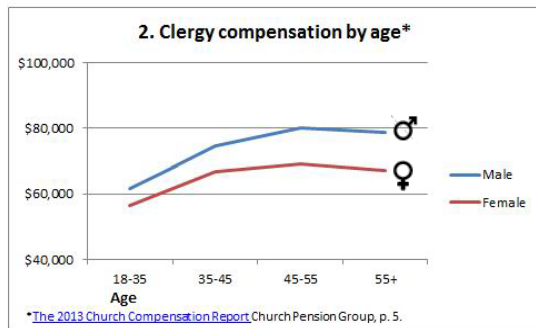
### **What the data says**

Here is what some of the recent statistics from the Church Pension Fund show: gender still matters in terms of compensation when comparing different types of positions that clergy hold in the church, by clergy age, and by the years they have of credited service in the church. A persistent gender gap is visible across different positions, rising from about a seven percent difference among men and women who are parish associates, assistants, and curates or are in specialized ministries, to more than thirteen percent among senior clergy, who supervise paid clergy staff (Figure 1).





Some may argue that times have changed, and younger clergy in the first few years of their ministry likely will not have a gender gap, unlike clergy who entered the ministry thirty years ago. The data in Figures 2 and 3 do show that the largest gender gap is among clergy with more than 20 years of church ministry experience, or those over age 45. However, even among the youngest clergy, and those just starting their ministry, women earn a median of eight cents less for every dollar a man makes. The gender gap increases to eleven cents less for women with more than 5 years of credited service or who have reached age 35.

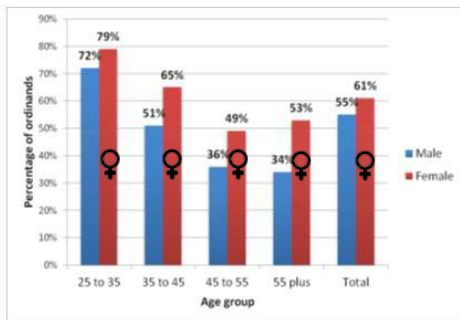


Although the differences in earnings may seem minor, they do affect the future earnings of clergy and the amount that a pension will offer in retirement. Additionally, for every year that a cost of living increase of a given percentage is applied, earnings by it increases the gender gap in actual dollars. This can have a sizable effect over time. Furthermore, when clergy seek or are called to a new position, their previous earnings can be a factor in whether they are considered an eligible candidate, if compensation has been too low or too high, or in the amount that is offered at the time of the call. While compensation itself shouldn't be a goal in ministry, it is a means that allows a sustained and focused commitment to ministry for most clergy. Inequalities suggest that gender still matters.

Another aspect of ordained ministry involves the placements that clergy hold. These may vary by vocational interest, what positions are available at the time when clergy are looking, whether or not clergy can relocate to other regions, family and care-giving needs, and other personal circumstances. However, constant gender differences emerge in the types of positions that new ordinands take, according to Church Pension Fund data. Across different age groups, newly

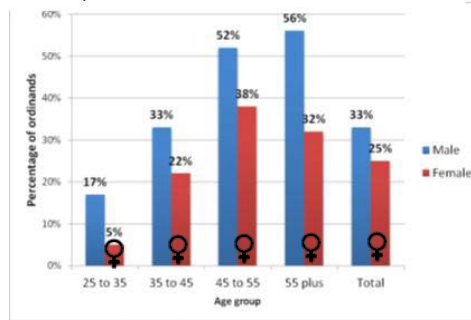
ordained women are somewhat more likely than men to take positions as parish associates, yet men much more often are called as solo rectors (Figures 4 and 5).

**4. Percentage of new ordinands employed as associates, 2009-2011.\***



\*The State of the Clergy 2012, Office of Research, Church Pension Group, p. 12.

**5. Percentage of new ordinands employed as solo rectors, 2009-2011.\***



\*The State of the Clergy 2012, Office of Research, Church Pension Group, p. 12.

Although these data don't say whether an associate or solo rector position was the new ordinand's preference or not, other research such as the 2009 ["Called to Serve"](#) study of Episcopal female and male clergy suggest that among those who have not been called as a rector or vicar, younger women were significantly more likely than their male counterparts to have applied for such positions. The study reveals other gender gaps such as a marriage penalty for women that doesn't exist for men, women's greater care-giving responsibilities and constraints, limited mobility, and difficulty in dating if single. Taken together, the discrepancies reveal a picture of continuing unequal opportunities and outcomes by gender. Unfortunately, gender still matters."<sup>1</sup>

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See also attached portions of the most recent CPG Compensation Report.

**Abuse of Women Clergy**

In addition to the pay and role equity gap, women clergy also report sexual harassment, and inequality in the workplace, by peers, episcopal leadership, and those they serve – the laity. These reports mirror that of the society in which we live, and include inappropriate touching, diminishing comments, and outright assault.

Submitted By:

- The Rev. Diana L. Wilcox, Christ Church in Bloomfield and Glen Ridge
- Laura A. Russell, All Saints Episcopal Parish, Hoboken
- The Rev. Rose Cohen Hassan, Episcopal Church of St. Luke and St. Mary, Hope and Belvidere, NJ
- The Rev. C. Melissa Hall, St. James', Upper Montclair

<sup>1</sup> <https://www.episcopalchurch.org/page/why-gender-still-matters>

## Appendix A – Tables From The CPG Compensation Report Dated August 2017:

**Table 3: Full-time compensation in comparative perspective**

All Clergy: Parochial and Non-parochial			
Gender	Median	Number	% of Total
Male	\$80,600	3,107	62.7%
Female	\$71,131	1,851	37.3%
<b>Total</b>	<b>\$76,507</b>	<b>4,958</b>	<b>100%</b>

Senior Clergy			
Gender	Median	Number	% of Total
Male	\$110,156	582	76.8%
Female	\$93,792	176	23.2%
<b>Total</b>	<b>\$105,914</b>	<b>758</b>	<b>100%</b>

Solo Clergy			
Gender	Median	Number	% of Total
Male	\$75,750	1,701	64.0%
Female	\$68,465	955	36.0%
<b>Total</b>	<b>\$73,202</b>	<b>2,656</b>	<b>100%</b>

Associates, Assistants and Curates			
Gender	Median	Number	% of Total
Male	\$66,797	381	47.2%
Female	\$66,050	427	52.8%
<b>Total</b>	<b>\$66,165</b>	<b>808</b>	<b>100%</b>

Specialist Ministers			
Gender	Median	Number	% of Total
Male	\$81,732	354	55.9%
Female	\$74,817	279	44.1%
<b>Total</b>	<b>\$76,860</b>	<b>633</b>	<b>100%</b>

**Table 4: Compensation by Years of Experience**

Gender	Credited Service	Median	Number	% of Total
<b>Male</b>	Less than 5 years	\$61,144	485	9.8%
	5 to 9 years	\$74,194	621	12.5%
	10 to 19 years	\$83,733	989	19.9%
	20 years plus	\$95,058	1,012	20.4%
	<b>Total</b>	<b>\$80,600</b>	<b>3,107</b>	<b>62.7%</b>
<b>Female</b>	Less than 5 years	\$60,000	363	7.3%
	5 to 9 years	\$66,119	474	9.6%
	10 to 19 years	\$75,263	697	14.1%
	20 years plus	\$84,461	317	6.4%
	<b>Total</b>	<b>\$71,131</b>	<b>1,851</b>	<b>37.3%</b>
<b>All Clergy</b>	Less than 5 years	\$60,250	848	17.1%
	5 to 9 years	\$70,870	1,095	22.1%
	10 to 19 years	\$80,000	1,686	34.0%
	20 years plus	\$91,800	1,329	26.8%
	<b>Total</b>	<b>\$76,507</b>	<b>4,958</b>	<b>100%</b>

Appendix A (con't) – Tables From The CPG Compensation Report Dated August 2017:

Table 5: Compensation by Gender and Age

Gender	Cleric age	Median	Number	% of Total
<b>Male</b>	18-34	\$61,200	177	3.6%
	35-44	\$76,583	548	11.1%
	45-54	\$84,042	732	14.8%
	55-64	\$84,174	1,178	23.8%
	65+	\$82,000	471	9.5%
	<b>Total</b>	<b>\$80,592</b>	<b>3,106</b>	<b>62.7%</b>
<b>Female</b>	18-34	\$61,471	110	2.2%
	35-44	\$72,368	258	5.2%
	45-54	\$70,321	386	7.8%
	55-64	\$72,740	771	15.6%
	65+	\$69,380	326	6.6%
	<b>Total</b>	<b>\$71,131</b>	<b>1,851</b>	<b>37.3%</b>
<b>All Clergy</b>	18-34	\$61,200	287	5.8%
	35-44	\$74,892	806	16.3%
	45-54	\$79,589	1,118	22.6%
	55-64	\$79,253	1,949	39.3%
	65+	\$75,918	797	16.1%
	<b>Total</b>	<b>\$76,507</b>	<b>4,957</b>	<b>100%</b>

Table 8: Median compensation by rank and gender

Gender	Province	Senior	Solo	Assec./Curate
<b>Male</b>	I	\$108,500	\$80,510	\$67,841
	II	\$126,630	\$82,027	\$77,442
	III	\$118,882	\$78,983	\$64,436
	IV	\$110,755	\$74,984	\$68,038
	V	\$102,642	\$70,000	\$61,710
	VI	\$91,893	\$69,936	\$56,500
	VII	\$103,950	\$73,973	\$69,504
	VIII	\$99,243	\$74,500	\$60,000
	<b>Total</b>	<b>\$110,148</b>	<b>\$75,757</b>	<b>\$66,797</b>
<b>Female</b>	I	\$98,305	\$77,747	\$64,342
	II	\$102,157	\$75,182	\$69,743
	III	\$101,131	\$69,683	\$69,972
	IV	\$85,000	\$64,590	\$64,033
	V	\$86,700	\$65,000	\$70,261
	VI	\$89,086	\$63,030	\$61,120
	VII	\$89,316	\$60,804	\$65,241
	VIII	\$87,710	\$73,496	\$69,076
	<b>Total</b>	<b>\$93,832</b>	<b>\$68,748</b>	<b>\$66,025</b>
<b>All Clergy</b>	I	\$104,864	\$79,173	\$64,501
	II	\$119,032	\$79,561	\$75,094
	III	\$116,338	\$73,881	\$67,500
	IV	\$108,411	\$71,321	\$65,000
	V	\$100,000	\$67,671	\$65,468
	VI	\$91,846	\$66,511	\$58,803
	VII	\$102,896	\$72,750	\$66,793
	VIII	\$93,868	\$73,808	\$65,683
	<b>Total</b>	<b>\$105,951</b>	<b>\$73,228</b>	<b>\$66,129</b>

# JOINT RECOMMENDATIONS ON THE ROLE OF LOCAL FAITH COMMUNITIES IN REFUGEE RESPONSE



Resources for refugee response are increasingly squeezed as the number of displaced people around the world grows. Yet within local communities there are already strong bases of diverse human, cultural (including spiritual), and social capital that support refugees through efforts that include provision of food, shelter, and protection. When working with faith communities for refugee response, we build on existing local infrastructure and capital that would be near impossible to recreate. Working with local faith actors leads to a more coherent, joined up, and efficient response that is of direct benefit to refugees. We are pleased that the Global Compact on Refugees calls for a “multi-stakeholder approach,” identifying faith-based organizations as part of that stakeholder group. Para 41 of the second draft states that,

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

We welcome the inclusion of faith-based organizations in the multi-stakeholder approach. We want to underline the ways in which a diversity of types of faith-based organizations have and will continue to play crucial roles in maximizing support to refugees and host communities in more ways than conflict prevention, reconciliation, peacebuilding and private sponsorship pathways alone. We also call for a recognition of the role that local and national faith actors (not just international) can play in coordination and planning and a need to address barriers that have prevented more of this previously. As such, we suggest the following rewording of the article.

*“Faith-based actors at local, national and international levels should be considered in the joint planning and delivery of protection and assistance for refugees and support to host communities, including in the areas of conflict prevention, reconciliation and peacebuilding, and private sponsorship programmes or other pathways.”*

## Mechanisms for responsibility sharing – comprehensive & coordinated response

- 1. Local faith actors are civil society stakeholders.** Local communities, including local faith communities, take on much of the responsibility sharing in refugee response. To understand how equitable partnerships can be devised with local faith actors, more is needed to map, understand, and include local communities. This is a question of leveraging, supporting and valuing local human, cultural, and social capital. We welcome the recognition of local actors in the compact. We reiterate that local actors should include local faith actors in local service delivery and as development actors. In paragraph 21, we would suggest addition to the wording: “...supported by a secretariat, that ensures culturally relevant and appropriate services.”
- 2. Support Platform** – Recognising the fact that displacement crises have been increasing both in number and duration, and the fact that, as pointed out above, other relevant stakeholders, including those mentioned para 26, are often driving the implementation of both immediate responses and durable solutions, we suggest that the proposed Support Platform (paras 23-28) (a) have the character of a standing arrangement, enabling it to help pursue such commitments effectively and sustainably; and (b) ensure dedicated representation for participation of other stakeholders, including civil society and local and national faith actors, in order to adequately reflect the spirit of the whole-of-society approach characterising the GCR and CRRF as a whole.
- 3. Financial Inclusion.** Bank de-risking and the hardships of refugees and aid agencies not receiving money transfers. The Countering Violent Extremism (CVE) agenda has led to poorly designed legislation by some UN and EU states that have threatened banks with draconian fines for transferring money to terrorists or proscribed groups, which has impacted the transfer of funds to agencies with religious titles or who work in conflict areas. Of relevance to paragraph 42, we would like to add “efforts should be made by banks and States to facilitate financial inclusion for refugees, particularly female headed households and other vulnerable and marginalised groups, as well as local civil society actors supporting them, enabling legitimate transfers.”
- 4. Increasing equitable partnerships.** Of relevance to paragraph 38, it is recognized that there are real barriers around lack of capacity, lack of compliance with international standards, and fears of proselytization and partiality that have previously prevented partnerships with local faith actors. Breaking down barriers for partnership with local faith actors includes state actors and relevant agencies proactively strengthening capacity, working with mediating organizations, mapping local actors, familiarizing external staff with local faith community structures, and using validated ways of working to scale up and replicate.

5. **Acknowledge efforts made to support the generation and dissemination of evidence.** We call for systematic research efforts to enable validated ways of working with local faith actors that are generalizable and replicable. We therefore would recommend adding in paragraph 47 last sentence –‘and share good practices, lessons learned and ways of working that would assist in the development...’

## Reception and Admission

6. **Preparedness.** In paragraph 55, we recommend that capacity strengthening for local authorities and local actors be supported.
7. **Coordination.** There is a lack of reference to coordination in reception and admission. Arrangements for coordinated response in reception and admission must work to include local faith actors, as duplication and parallel systems will otherwise occur. In paragraph 49, first paragraph, last line we recommend therefore emphasizing the importance of coordination between stakeholders by adding; ‘will encourage coordination in the contribution of resources and expertise for:..’

## Meeting Needs and Supporting Communities

8. **Gender.** We recognize attempts to address gender inequality, SGBV and denial of rights in the compact. Where appropriate this must be in partnership with faith actors and in faith literate ways to ensure acceptance and sustainable change. There must be acknowledgement in para 77 that gender includes men and boys, as well as women and girls, in recognition of the pressures and challenges that also men face in refugee settings. Efforts should be made to ensure representation and leadership from women as well as men in faith actor partnerships.
9. **Psychosocial and spiritual support.** Refugees turn to medical, psychological, and spiritual resources for healing following traumatic experiences. People frequently turn to their religious leaders for this type of support. Psychosocial response can take a particularly secular psychological lens. However, emerging good practices show how secular psychology and provision of support within the Mental Health and Psychosocial Support (MHPSS) spectrum of activities can work alongside or be delivered by local faith communities and places of worship, including spiritual counselling for refugees when they require closure from a spiritual perspective. In para 76, we encourage the inclusion of other relevant stakeholders alongside healthcare workers, such as local faith and community-based actors (including women).

10. **Access to services.** We welcome the reference to the inclusion of local service providers in paragraph 70. In many countries local faith communities are well placed to provide a substantial proportion of local services, including schools and health centres. Especially where the state and other local civil society provision is inadequate to meet the needs of refugees, UNHCR should seek to integrate local faith actors as partners and address barriers to mainstreaming this provision in order to avoid parallel systems.

## Durable Solutions

11. **Peacebuilding and development efforts for repatriation.** Faith communities, particularly in interfaith initiatives, can be instrumental in addressing reconciliation and healing following conflict. We therefore feel that they should be specifically mentioned in paragraph 92, echoing the reference in paragraph 41.
12. **Quality of resettlement.** The main role of FBOs in receiving and providing for resettled refugees, sponsoring refugees, enabling integration and longer term support, and encouraging social solidarity has been significant. In paragraph 97, twinning efforts should recognize the role that faith actors have played in resettlement and therefore specifically include them in the list of stakeholders. We would recommend adding an additional point in paragraph 98 to encourage a tolerant and accepting environment for incoming refugees.
13. **Local Integration.** This usually involves tackling xenophobia and racism as well as public fears. Supporting refugees in welcoming them into local community structures. In paragraph 104, local faith communities should be recognized within the range of host communities. Likewise, frameworks for local solutions should include provision for increasing acceptance and tolerance towards incoming refugees.
14. **Follow-up arrangements.** In relation to agreeing indicators we would like to stress the importance, in paragraph 107, of inclusion of faith and other community-based actors in both the development and implementation of these indicators.

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# UNHCR

United Nations High Commissioner for Refugees  
Haut Commissariat des Nations Unies pour les réfugiés

## Towards a global compact on refugees: a roadmap

(17 May 2017)

### 1. Introduction

1. At the Summit for Refugees and Migrants hosted by the General Assembly in New York on 19 September 2016, United Nations Member States unanimously adopted the “New York Declaration for Refugees and Migrants”.<sup>1</sup> This landmark political declaration is directed at improving the way in which the international community responds to large movements of refugees and migrants, including protracted refugee situations.

2. Insofar as refugees are concerned, the New York Declaration strongly affirms the principles, standards and practices of the international refugee regime. Together, the commitments agreed to by Member States that apply to refugees reflect an understanding that protecting those who are forced to flee, and supporting the countries and communities that shelter them, are shared international responsibilities that must be borne more equitably and in a more predictable manner.

3. The New York Declaration contains three substantive sections with commitments that apply to both refugees and migrants, commitments specific to refugees and commitments specific to migrants. In addition, it includes Annex I, the “Comprehensive refugee response framework”, and Annex II, entitled “Towards a global compact for safe, orderly and regular migration”.<sup>2</sup>

4. Annex I contains what Member States have agreed are the elements of “a framework for a comprehensive and people-centered refugee response” that is to be applied to “each situation involving large numbers of refugees”. It calls upon the Office of the United Nations High Commissioner for Refugees (UNHCR) to initiate the application of this framework to a range of specific refugee situations and—in consultation with United Nations Member States and relevant stakeholders—tasks the High Commissioner with developing “a global compact on refugees” for inclusion in his annual report to the General Assembly in 2018 so that it can be considered by the General Assembly in conjunction with its annual resolution on the work of UNHCR.<sup>3</sup>

5. This document sets out the process that UNHCR will follow in order to fulfil the requests made by the General Assembly to apply the comprehensive refugee response framework and to develop a global compact on refugees.

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<sup>1</sup> General Assembly Resolution 71/1 (New York Declaration).

<sup>2</sup> Annex II to the New York Declaration calls for the development of “a global compact for safe, orderly and regular migration”, the process for which is “separate, distinct and independent” from that of the development of the global compact on refugees, and is set out in modalities resolution A/71/L.58.

<sup>3</sup> See New York Declaration, Annex I, paragraphs 18 and 19.

## 2. Background

### *The New York Declaration and refugee protection*

6. The New York Declaration represents a milestone for global solidarity with refugees and the global refugee regime. In it, United Nations Member States recognize the unprecedented level of displacement currently being experienced, affirm the rights of refugees, and commit to enhancing the protection and durable solutions available to them, as provided for by the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. Member States express their determination to address the root causes of forced displacement, pledge to provide more predictable and sustainable support to refugees and the communities that host them, and agree to actively promote durable solutions for refugees, particularly in protracted refugee situations.

7. One of the most important issues addressed by the New York Declaration is responsibility-sharing; that is, the idea that the countries and communities that host large numbers of refugees should be supported in doing so by the international community. In the New York Declaration, Member States have made a strong, concrete statement of international commitment to share the responsibility for hosting and supporting the world's refugees more equitably.

We underline the centrality of international cooperation to the refugee protection regime. We recognize the burdens that large movements of refugees place on national resources, especially in the case of developing countries. To address the needs of refugees and receiving States, we commit to a more equitable sharing of the burden and responsibility for hosting and supporting the world's refugees, while taking account of existing contributions and the differing capacities and resources among States.<sup>4</sup>

8. The New York Declaration also lays the foundation for the international community to further consolidate and strengthen the international refugee regime through the application of the comprehensive refugee response framework contained in Annex I to each situation involving large movements of refugees, and through the development of a global compact on refugees.

### *The comprehensive refugee response framework*

9. Annex I sets out what Member States have agreed is “a framework for a comprehensive and people-centered refugee response, which is in accordance with international law and best international practice”.<sup>5</sup> This comprehensive refugee response framework is of universal application in that it will, with time, be applied to all situations involving large movements of refugees in accordance with the needs of the refugees in question and the countries and communities hosting them. The framework has four stated objectives, namely to:

- (a) ease pressures on host countries;
- (b) enhance refugee self-reliance;

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<sup>4</sup> New York Declaration, paragraph 68.

<sup>5</sup> New York Declaration, Annex I, paragraph 3.

- (c) expand access to third-country solutions; and
- (d) support conditions in countries of origin for return in safety and dignity.<sup>6</sup>

10. Importantly, Member States indicate that comprehensive refugee responses should involve a multi-stakeholder, “whole-of-society” approach that includes “national and local authorities, international organizations, international financial institutions, regional organizations, regional coordination and partnership mechanisms, civil society partners, including faith-based organizations and academia, the private sector, media and the refugees themselves”.<sup>7</sup> In particular, the framework seeks to ensure more sustainable refugee responses by linking humanitarian and development efforts early on in a crisis, and by strengthening sustainable approaches that invest in the resilience of both refugees and local communities, including through investment in national and local systems wherever possible.

11. In Annex I, Member States commit to implementing the framework and request UNHCR to work with Member States and relevant stakeholders to apply the framework in a range of specific situations, to assess this implementation, and to consider the scope for refinement and further development.<sup>8</sup>

### 3. Towards a global compact on refugees

12. Annex I tasks the High Commissioner for Refugees to propose a global compact on refugees that is to be attached to his annual report to the General Assembly in 2018. This global compact on refugees is to be based on the comprehensive refugee response framework that Member States have outlined and the process of implementation, assessment and refinement that UNHCR has been asked to undertake.

#### *A global compact on refugees*

13. The global compact on refugees to be proposed by the High Commissioner will comprise two complementary parts:

- (i) the comprehensive refugee response framework, as agreed by Member States in Annex I to the New York Declaration, supplemented by preambular and concluding paragraphs; and
- (ii) a programme of action that sets out actions that can be taken—both by Member States and by other relevant stakeholders—to underpin the comprehensive refugee response framework, to ensure its full implementation, and to share more equitably the responsibility for implementing it.

#### *Part I: the comprehensive refugee response framework*

14. The four key pillars of the comprehensive refugee response framework relate to (i) reception and admission; (ii) support for immediate and ongoing needs; (iii) support for host countries and communities; and, (iv) durable solutions. It is important to note that

<sup>6</sup> New York Declaration, Annex I, paragraph 18.

<sup>7</sup> New York Declaration, Annex I, paragraph 2.

<sup>8</sup> New York Declaration, Annex I, paragraphs 17 and 18.

United Nations Member States have already agreed to and adopted the commitments contained in Annex I of the New York Declaration.

15. For this reason, it is envisaged that the global compact on refugees has as its core the agreed commitments contained in the comprehensive refugee response framework, with added preambular and closing paragraphs. The programme of action outlined below will facilitate and support the implementation of those commitments in specific countries and regional contexts.

*Part II: the programme of action*

16. The second part of the global compact on refugees will be a programme of action that will supplement the already agreed language of the comprehensive refugee response framework by providing concrete means for it to be operationalized. It will highlight best practices and set out actions that should be taken to bring about the kind of comprehensive refugee response envisaged by the New York Declaration, as well as identify gaps, operational or otherwise, that need to be addressed. Possible mechanisms for ensuring that the responsibility for hosting and supporting refugees is shared more equitably will be central to the programme of action.

17. The programme of action will not seek to impose additional obligations on States, but will rather seek to outline how existing obligations can best be fulfilled and—importantly—how the responsibility for performing those obligations can be more equitably shared. The programme of action will embrace the whole-of-society approach foreseen in the New York Declaration, and will thus include actions that can be taken by a wide range of actors to contribute to truly comprehensive responses.<sup>9</sup>

18. The text of the programme of action will be the subject of formal consultations with Member States and other relevant stakeholders, as detailed below. UNHCR will also propose ways in which the programme of action can be reviewed and updated on a regular basis.

*Lead-up activities toward the programme of action*

19. Activities will be undertaken as part of the development of the programme of action, in cooperation and consultation with Member States and other relevant stakeholders, in a number of interconnected areas, including through:

- (i) the application of the comprehensive refugee response framework to specific countries and situations, including by drawing lessons from existing or past refugee situations;
- (ii) thematic discussions that will inform the development of the programme of action; and
- (iii) a stocktaking of progress made and lessons learned that identifies best practices in refugee response, actions that are required to bring about the type of response envisaged in the New York Declaration, and areas for future development.

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<sup>9</sup> For example, in the area of reception and admission, the programme of action could provide concrete measures that hosting and non-hosting States, as well as other relevant stakeholders, could take to ensure that an emergency registration capacity is in place; that biometric systems are supported; and that personnel are trained and reception facilities are equipped to respond to specific needs.

20. Work on these complementary areas will continue until the global compact on refugees is adopted in 2018, as set out below.

(i) *Application of the comprehensive refugee response framework*

21. A key preparatory activity for the development of the programme of action is to take the text of the comprehensive refugee response framework that Member States have provided and to apply it to a range of specific countries and situations. This work is well underway. UNHCR has established a Task Team on Comprehensive Responses to identify refugee-hosting countries or refugee situations to which the comprehensive refugee response framework could be applied—in close consultation with the countries concerned—and to work with a wide range of stakeholders to apply it. In conjunction with United Nations Member States and relevant stakeholders, the Task Team will review the application of the framework, identifying good practices, as well as challenges and gaps that will inform the development of the programme of action.

22. In the application of the comprehensive refugee response framework, the whole-of-society approach is being utilized to strengthen existing partnerships—and to form new ones—between a wide range of actors, including regional organizations and coordination mechanisms, development actors (be they governmental, intergovernmental or from civil society), international financial institutions, and the private sector.

23. United Nations Member States and other relevant stakeholders will continue to be updated and consulted on the progress made in the application of the comprehensive refugee response framework on a regular basis, including through regular briefings in Geneva and New York.

(ii) *Thematic discussions*

24. In order to ensure that the perspectives of all Member States and relevant stakeholders are reflected in the programme of action, UNHCR will organize a series of thematic discussions aimed at identifying the actions that are essential to the type of refugee response envisaged in the New York Declaration. These discussions will embrace all four aspects of the comprehensive refugee response framework.

25. A series of thematic sessions will be held in Geneva during the course of 2017, as follows:

- (i) Past and current burden- and responsibility-sharing arrangements (10 July);
- (ii) Measures to be taken at the onset of a large movement of refugees (including the elements set out in the ‘Reception and admission’ section of the comprehensive refugee response framework) (17-18 October);
- (iii) Meeting needs and supporting communities (including the ‘Support for immediate and ongoing needs’ and ‘Support for host countries and communities’ sections of the framework) (17-18 October);
- (iv) Measures to be taken in pursuit of durable solutions (in accordance with the final section of the framework that bears the same name) (14-15 November); and
- (v) Issues that cut across all four substantive sections of the framework, and overarching issues (14-15 November).

26. Each session will commence with presentations from a panel drawn from representatives of Member States (including those that host large numbers of refugees) and other relevant stakeholders, such as experts and academics. This will be followed by an interactive dialogue that will focus on concrete measures that could be included in the programme of action.

27. UNHCR will also seek to utilize existing meetings, processes and conferences, such as the meeting of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees (ExCom) in October 2017 (to which all United Nations Member States are invited), to further identify measures that could be included in the programme of action. For example, the Intergovernmental Authority on Development (IGAD) Summit provided a timely opportunity for reflection and commitments for the Somalia situation, as will the follow-up meeting to the San José Action Statement for countries impacted by the situation in the Northern Triangle of Central America. In addition, UNHCR's annual consultations with non-governmental organizations will be dedicated in 2017 to the theme "From global responsibility to local action – implementing the comprehensive refugee response framework". UNHCR would welcome the contribution of Member States and other stakeholders to the identification of other appropriate events and processes.

*(iii) Stocktaking: late 2017*

28. Although the application of the comprehensive refugee response framework and the holding of thematic discussions will continue until the global compact on refugees is adopted in 2018, UNHCR will invite Member States and other relevant stakeholders—including international and regional organizations, civil society, experts, academics and refugees—to join in taking stock of progress made in late 2017. The High Commissioner's Dialogue on Protection Challenges in December 2017 will be dedicated to assessing progress made and identifying lessons learned during the preparatory work described above, and to laying the groundwork for the global compact on refugees.

#### **4. Formal consultations: commencing February 2018**

29. Based on this stocktaking of the application of the comprehensive refugee response framework, the thematic discussions, including the discussion at the High Commissioner's Dialogue, UNHCR will prepare a draft of the global compact on refugees by February 2018. UNHCR will share this draft with all United Nations Member States and relevant stakeholders for formal consultations. As indicated above, this draft will consist of two main parts: (i) the comprehensive response framework, including preambular and concluding paragraphs, and (ii) the programme of action.

30. UNHCR proposes that the formal consultations include all United Nations Member States, with the specialized and intergovernmental agencies with which the Secretary-General has established a working relationship and non-governmental organizations that have obtained consultative status with the United Nations Economic and Social Council as observers. UNHCR envisages that there will be four sessions of formal consultations, hosted in Geneva, as follows:

- (i) February/March 2018;
- (ii) April 2018;
- (iii) May 2018; and
- (iv) June/July 2018.

31. In addition to these formal consultations, there will be discussions with other relevant stakeholders, including refugees, experts, academics and the private sector, whose input will be channeled into the formal consultations. Relevant reports and position papers will be shared in advance with Member States and other stakeholders.

32. A calendar of key roadmap events is attached as an Annex.

33. As foreshadowed by the New York Declaration, and as outlined above, the High Commissioner will include the global compact on refugees, reflecting the outcome of the formal consultations, in his annual report to the General Assembly in 2018 so that it can be considered by the General Assembly at its seventy-third session in conjunction with its annual resolution on UNHCR. The Office envisages that the global compact on refugees could be annexed to the resolution.

## **5. Conclusion**

34. The New York Declaration and the envisaged global compact on refugees represent a remarkable commitment to international cooperation to share responsibilities more equitably and in a more predictable manner in the face of large movements of refugees and protracted refugee situations. UNHCR looks forward to working with Member States and other relevant stakeholders to transform these important commitments into action, for the benefit of refugees and the countries and communities that host them.

*UNHCR, 17 May 2017*

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## **Annex**

### **Roadmap (as of 17 May 2017)**

The following table sets out a roadmap of meetings that are to be dedicated to the thematic discussion, stocktaking and formal consultation elements of the process leading to the development of the global compact on refugees.

#### ***I. Thematic discussions (2017)***

10 July	<u>Thematic discussion 1:</u> Past and current burden-and responsibility-sharing arrangements
17-18 October	<u>Thematic discussions 2 and 3:</u> Measures to be taken at the onset of a large movement of refugees and meeting needs and supporting communities
14-15 November	<u>Thematic discussions 4 and 5:</u> Measures to be taken in pursuit of durable solutions and issues that cut across all four substantive sections of the framework, and overarching issues

#### ***II. Stocktaking (2017)***

12-13 December	High Commissioner's Dialogue
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#### ***III. Formal consultations (2018)***

Feb/March	Formal consultation 1
April	Formal consultation 2
May	Formal consultation 3
June/July	Formal consultation 4





# GLOBAL COMPACT FOR SAFE, ORDERLY AND REGULAR MIGRATION

**DRAFT Rev 2**

28 May 2018

We, the Heads of State and Government and High Representatives, meeting in Morocco on 10 and 11 December 2018, reaffirming the New York Declaration for Refugees and Migrants and determined to make an important contribution to enhanced cooperation on international migration in all its dimensions, have adopted this Global Compact for Safe, Orderly and Regular Migration:

## PREAMBLE

1. This Global Compact rests on the purposes and principles espoused in the Charter of the United Nations.
2. It also rests on the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, core international human rights treaties<sup>1</sup>, the United Nations Convention against Transnational Organized Crime including the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children and the Protocol against the Smuggling of Migrants by Land, Sea and Air, the Slavery Convention and the Supplementary Convention on the Abolition of Slavery, the United Nations Framework Convention on Climate Change, the United Nations Convention to Combat Desertification, the Paris Agreement<sup>2</sup>, the International Labour Organization conventions on promoting decent work and labour mobility<sup>3</sup>, as well as on the 2030 Agenda for Sustainable Development, the Addis Ababa Action Agenda, the Sendai Framework for Disaster Risk Reduction, and the New Urban Agenda.
3. Discussions about international migration at global level are not new. We recall the advances made through the United Nations High-level Dialogues on International Migration and Development in 2006 and 2013. We also acknowledge the contributions of the Global Forum on Migration and Development launched in 2007. These platforms paved the way for the New York Declaration for Refugees and Migrants, through which we committed to elaborate a Global Compact for Refugees and to adopt this Global Compact for Safe, Orderly and Regular

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<sup>1</sup> International Convention on the Elimination of All Forms of Racial Discrimination, Convention on the Elimination of All Forms of Discrimination against Women, Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, Convention on the Rights of the Child, International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, International Convention for the Protection of All Persons from Enforced Disappearance, Convention on the Rights of Persons with Disabilities

<sup>2</sup> Adopted under the UNFCCC in FCCC/CP/2015/10/Add.1, decision 1/CP.21.

<sup>3</sup> Migration for Employment Convention of 1949 (No.97), Migrant Workers Convention of 1975 (No.143), Equality of Treatment Convention of 1962 (No.118).

Migration, in two separate processes. The two Global Compacts, together, present international cooperation frameworks that fulfil their respective mandates as laid out in the New York Declaration for Refugees and Migrants. We recognize that migrants and refugees may face many common challenges and similar vulnerabilities. They are all entitled to the same human rights and fundamental freedoms, which must be respected, protected and fulfilled at all times. While both may be particularly vulnerable to the risk of violations and abuses of their rights, only refugees are entitled to additional protections under international refugee law.

4. As a contribution to the preparatory process for this Global Compact, we recognize the inputs shared by Member States and relevant stakeholders during the consultation and stocktaking phases, as well as the report of the Secretary-General, "Making Migration Work for All".
5. This Global Compact is a milestone in the history of the global dialogue and international cooperation on migration. It is rooted in the 2030 Agenda for Sustainable Development and the Addis Ababa Action Agenda, and informed by the Declaration of the High-level Dialogue on International Migration and Development adopted in October 2013. It builds on the pioneering work of the former Special Representative of the Secretary-General for International Migration and Development, including his report of 3 February 2017.
6. This Global Compact presents a non-legally binding, cooperative framework that builds on the commitments agreed upon by Member States in the New York Declaration for Refugees and Migrants. It fosters international cooperation among all relevant actors on migration, acknowledging that no State can address migration alone, while upholding the sovereignty of States and their obligations under international law.

## **OUR VISION AND GUIDING PRINCIPLES**

7. This Global Compact expresses our collective commitment to improving cooperation on international migration. Migration has been part of the human experience throughout history, and we recognize that it is a source of prosperity, innovation and sustainable development in our globalized world, and that these positive impacts can be optimized by improving migration governance. The majority of migrants around the world today travel, live and work in a safe, orderly and regular manner. Nonetheless, migration undeniably affects our countries, communities, migrants and their families in very different and sometimes unpredictable ways.
8. It is crucial that the challenges and opportunities of international migration unite us, rather than divide us. This Global Compact sets out our *common understanding, shared responsibilities and unity of purpose* regarding migration in a manner that makes it work for all.

### **Common Understanding**

9. This Global Compact is the product of an unprecedented review of evidence and data gathered during an open, transparent and inclusive process. We shared our realities and heard diverse voices, enriching and shaping our common understanding of this complex phenomenon. We learned that migration is a defining feature of our globalized world, connecting societies within and across all regions, making us all countries of origin, transit, destination and return. We recognize that there is a continuous need for international efforts to strengthen our knowledge and analysis of migration, as shared understandings will improve policies. We must collect and disseminate quality data. We must ensure that current and potential migrants are fully informed about their rights, obligations and options. We also must provide all our citizens with access to

objective, evidence-based, clear information about the benefits and challenges of migration, with a view to dispelling misleading narratives that generate negative perceptions of migrants.

### **Shared Responsibilities**

10. This Global Compact offers a 360-degree vision of international migration and recognizes that a comprehensive approach is needed to optimize the overall benefits of migration while addressing risks and challenges for individuals and communities in countries of origin, transit, destination and return. No country can address the challenges and opportunities of this global phenomenon on its own. With this comprehensive approach, we aim to facilitate safe, orderly and regular migration, while reducing the incidence and impact of irregular migration through international cooperation and a combination of measures put forward in this Global Compact. We acknowledge our shared responsibilities to one another as Member States of the United Nations to address each other's needs and concerns over migration, and an overarching obligation to respect, protect and fulfil the human rights of all migrants, regardless of their migration status, while promoting the security and prosperity of all our communities.
11. This Global Compact aims to mitigate the adverse drivers and structural factors that hinder people from building and maintaining sustainable livelihoods in their countries of origin, and so compel them to seek a future elsewhere. It intends to reduce the risks and vulnerabilities migrants face at different stages of migration by respecting, protecting and fulfilling their human rights and providing them with care and assistance. It seeks to address legitimate concerns of communities, while recognizing that societies are undergoing demographic, economic, social and environmental changes that have implications for and result from migration. It strives to create conducive conditions that enable all migrants to enrich our societies through their human, economic and social capacities, and thus facilitate their contributions to sustainable development at the local, national, regional and global levels.

### **Unity of Purpose**

12. This Global Compact recognizes that safe, orderly and regular migration works for all when it takes place in a well-informed, planned and consensual manner. Migration should never be an act of desperation. When it is, we must cooperate to respond to the needs of migrants in situations of vulnerability, and address the respective challenges. We will cooperate to create conditions that allow communities and individuals to live in safety and dignity in their own countries. We must save lives and keep migrants out of harm's way. We must empower migrants to become full members of our societies, highlight their positive contributions, and promote inclusion and social cohesion. We must generate greater predictability and certainty for States, communities and migrants alike. To achieve this, we commit to facilitate and ensure safe, orderly and regular migration for the benefit of all.
13. Our success rests on the mutual trust, determination and solidarity of States to implement the commitments contained in this Global Compact. We unite, in a spirit of win-win cooperation, to address the challenges and opportunities of migration in all its dimensions through shared responsibility and innovative solutions. It is with this sense of common purpose that we take this historic step, fully aware that the Global Compact for Safe, Orderly and Regular Migration is a milestone, but not the end to our efforts. We commit to continue the multilateral dialogue at the United Nations through a periodic and effective follow-up and review mechanism, ensuring that the words in this document translate into concrete actions for the benefit of millions of people in every region of the world.
14. We agree that this Global Compact is based on a set of cross-cutting and interdependent guiding principles of equal relevance:

*People-centred:* The Global Compact carries a strong human dimension to it, inherent to the migration experience itself. It promotes the well-being of migrants and the members of communities in countries of origin, transit, destination and return. As a result, the Global Compact places individuals at its core.

*International cooperation:* The Global Compact is a non-legally binding cooperative framework that recognizes that no State can address migration on its own due to the inherently transnational nature of the phenomenon. It requires international, regional and bilateral cooperation and dialogue. Its authority rests on its consensual nature, credibility, collective ownership, joint implementation, follow-up and review.

*National sovereignty:* The Global Compact reaffirms the sovereign right of States to determine their national migration policy and their prerogative to govern migration within their jurisdiction, in conformity with international law. Within their sovereign jurisdiction, States may distinguish between regular and irregular migration status as they determine their legislative and policy measures for the implementation of the Global Compact, taking into account different national realities, policies, priorities and requirements for entry, residence and work, in accordance with international law.

*Rule of law and due process:* The Global Compact recognizes that respect for the rule of law and due process is fundamental to all aspects of migration governance. This means that the State, public and private institutions and entities, as well as persons themselves are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international law.

*Sustainable development:* The Global Compact is rooted in the 2030 Agenda for Sustainable Development, and builds upon its recognition that migration is a multidimensional reality of major relevance for the sustainable development of countries of origin, transit and destination, which requires coherent and comprehensive responses. Migration contributes to positive development outcomes and to realizing the goals of the 2030 Agenda for Sustainable Development, especially when it is properly managed. The Global Compact aims to leverage the potential of migration for the achievement of all Sustainable Development Goals, as well as the impact this achievement will have on migration in the future.

*Human rights:* The Global Compact is based on international human rights law and upholds the principles of non-regression and non-discrimination. By implementing the objectives and commitments herein, we ensure effective respect, protection and fulfilment of the human rights of all migrants, regardless of their migration status, across all stages of the migration cycle. We also reaffirm the commitment to eliminate all forms of discrimination, including racism, xenophobia and intolerance against migrants and their families.

*Gender-responsive:* The Global Compact ensures that the human rights of women, men, girls and boys are respected at all stages of migration, their specific needs are properly addressed and they are empowered as agents of change. It mainstreams a gender perspective, promotes gender equality and the empowerment of all women and girls, recognizing their independence, agency and leadership in order to move away from addressing migrant women primarily through a lens of victimhood.

*Child-sensitive:* The Global Compact promotes existing international legal obligations in relation to the rights of the child, and upholds the best interests of the child at all times, as a primary consideration in all situations concerning children in the context of international migration, including unaccompanied and separated children.

*Whole-of-government approach:* The Global Compact considers that migration is a multidimensional reality that cannot be addressed by one government policy sector alone. To develop and implement effective migration policies and practices, a whole-of-government approach is needed to ensure horizontal and vertical policy coherence across all sectors and levels of government.

*Whole-of-society approach:* The Global Compact promotes broad multi-stakeholder partnerships to address migration in all its dimensions by including migrants, diasporas, local communities, civil society, academia, the private sector, parliamentarians, trade unions, National Human Rights Institutions, the media and other relevant stakeholders in migration governance.

## **OUR COOPERATIVE FRAMEWORK AND OBJECTIVES**

15. With the New York Declaration for Refugees and Migrants we adopted a political declaration and a set of commitments. Reaffirming that Declaration in its entirety, we build upon it by laying out the following cooperative framework comprised of 23 objectives, implementation, as well as follow-up and review. Each objective contains a commitment, followed by a range of actions considered to be relevant policy options and best practices. To fulfil the 23 objectives, we will draw from these actions to achieve safe, orderly and regular migration along the migration cycle.

### **Objectives for Safe, Orderly and Regular Migration**

- (1) Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- (2) Minimize the adverse drivers and structural factors that compel people to leave their country of origin
- (3) Provide adequate and timely information at all stages of migration
- (4) Provide all migrants with proof of legal identity, proper identification and documentation
- (5) Enhance availability and flexibility of pathways for regular migration
- (6) Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work
- (7) Address and reduce vulnerabilities in migration
- (8) Save lives and establish coordinated international efforts on missing migrants
- (9) Strengthen the transnational response to smuggling of migrants
- (10) Prevent and combat trafficking in persons in the context of international migration
- (11) Manage borders in an integrated, secure and coordinated manner
- (12) Strengthen certainty and predictability in migration procedures for appropriate determination and referral
- (13) Use migration detention only as a measure of last resort and work towards alternatives
- (14) Enhance consular protection, assistance and cooperation throughout the migration cycle
- (15) Provide access to basic services for migrants

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| (16) | Empower migrants and societies to realize full inclusion and social cohesion  |
| (17) | Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration |
| (18) | Invest in skills development and facilitate recognition of skills, qualifications and competences                   |
| (19) | Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries        |
| (20) | Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants                |
| (21) | Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration           |
| (22) | Establish mechanisms for the portability of social security entitlements and earned benefits                        |
| (23) | Strengthen international cooperation and global partnerships for safe, orderly and regular migration                |

## **OBJECTIVES AND COMMITMENTS**

### **OBJECTIVE 1: Collect and utilize accurate and disaggregated data as a basis for evidence-based policies**

16. We commit to strengthen the global evidence base on international migration by improving and investing in the collection, analysis and dissemination of accurate, reliable, comparable data, disaggregated by sex, age, migration status and other relevant characteristics, while upholding privacy rights and protecting personal data. We further commit to ensure this evidence fosters research, guides coherent policy-making and well-informed public discourse, and allows for effective monitoring and evaluation of the implementation of commitments over time.

In this regard, the following actions are instrumental:

- a) Elaborate and implement a comprehensive strategy for improving migration data at local, national, regional and global levels, with the participation of all major stakeholders, under the guidance of the United Nations Statistical Commission, by harmonizing methodologies for data collection, and strengthening analysis and dissemination of migration-related data and indicators
- b) Improve international comparability and compatibility of migration statistics and national data systems, including by further developing and applying the statistical definition of an international migrant, elaborating a set of standards to measure migrant stocks and flows, and documenting migration patterns and trends, characteristics of migrants, as well as drivers and impacts of migration
- c) Develop a global programme to build and enhance national capacities in data collection, analysis and dissemination to share data, address data gaps and assess key migration trends, that encourages collaboration between relevant stakeholders at all levels, provides dedicated training, financial support and technical assistance, leverages new data sources, including big data, and is reviewed by the United Nations Statistical Commission on a regular basis

- d) Collect, analyse and use data on the effects and benefits of migration, as well as the contributions of migrants and diasporas to sustainable development, with a view to inform the implementation of the 2030 Agenda for Sustainable Development and related strategies and programmes at the local, national, regional and global levels
- e) Support further development of and collaboration between existing global and regional databases and depositories, including the IOM Global Migration Data Portal, with a view to systematically consolidate relevant data in a transparent and user-friendly manner, while encouraging inter-agency collaboration to avoid duplication
- f) Establish and strengthen regional centres for research and training on migration or migration observatories to collect and analyse data in line with United Nations standards, including on best practices, the contributions of migrants, the overall economic, social and political benefits and challenges of migration in countries of origin, transit, destination and return as well as drivers of migration, with a view to establishing shared strategies and maximizing the value of migration data, in coordination with existing regional and subregional mechanisms
- g) Improve national data collection by integrating migration-related topics in national censuses, starting in the census of the 2020 round, such as on country of birth, country of birth of parents, country of citizenship, country of residence five years prior to the census, most recent arrival date and reason for migrating, to ensure timely analysis and dissemination of results, disaggregated and tabulated in accordance with international standards, for statistical purposes
- h) Conduct household, labour force and other surveys to collect information on the social and economic integration of migrants or add standard migration modules to existing household surveys to improve national, regional and international comparability, and make collected data available through public-use of statistical microdata files
- i) Enhance collaboration between State units responsible for migration data and national statistical offices to produce migration-related statistics, including by using administrative records for statistical purposes, such as border records, visa, resident permits, population registers and other relevant sources, while upholding privacy rights and protecting personal data
- j) Develop and use country-specific migration profiles, which include disaggregated data on all migration-relevant aspects in a national context, including those on labour market needs, demand and availability of skills, the economic, environmental and social impacts of migration, remittance transfer costs, health, education, occupation, living and working conditions, wages, and the needs of migrants and receiving communities, in order to develop evidence-based migration policies
- k) Cooperate with relevant stakeholders in countries of origin and destination to develop research, studies and surveys on the interrelationship between migration and the three dimensions of sustainable development, the contributions and skills of migrants and diasporas, as well as their ties to the countries of origin and destination

**OBJECTIVE 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin**

17. We commit to create conducive political, economic, social and environmental conditions for people to lead peaceful, productive and sustainable lives in their own country and to fulfil their personal aspirations, while ensuring that desperation and deteriorating environments do not

compel them to seek a livelihood elsewhere through irregular migration. We further commit to ensure timely and full implementation of the 2030 Agenda for Sustainable Development, as well as to build upon and invest in the implementation of other existing frameworks, in order to enhance the overall impact of the Global Compact to facilitate safe, orderly and regular migration.

In this regard, the following actions are instrumental:

- a) Promote the implementation of the 2030 Agenda for Sustainable Development, including the Sustainable Development Goals and the Addis Ababa Action Agenda, and the commitment to reach the furthest behind first, as well as the Paris Agreement<sup>4</sup> and the Sendai Framework for Disaster Risk Reduction 2015-2030
- b) Take into consideration the recommendations of the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, including by supporting the Platform on Disaster Displacement
- c) Take into consideration the recommendations of the Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster (MICIC Guidelines)
- d) Invest in programmes that accelerate States' fulfilment of the Sustainable Development Goals with the aim of eliminating the adverse drivers and structural factors that compel people to leave their country of origin, including through poverty eradication, food security, health and sanitation, education, inclusive economic growth, infrastructure, urban and rural development, employment creation, decent work, gender equality and empowerment of women and girls, resilience and disaster risk reduction, climate change mitigation and adaptation, prevention and resolution of armed conflict and all forms of violence, non-discrimination, rule of law and good governance, access to justice and protection of human rights, as well as creating and maintaining peaceful and inclusive societies with effective, accountable and transparent institutions
- e) Establish or strengthen mechanisms to monitor and anticipate the development of risks and threats that might trigger or affect internal and onward cross-border migration movements, strengthen early warning systems, develop emergency procedures and toolkits, launch emergency operations, and support post-emergency recovery, in close cooperation with and support of other States, relevant national and local authorities, National Human Rights Institutions, and civil society
- f) Strengthen joint analysis and sharing of information to better map, understand, predict and address migration movements, including those resulting from sudden- and slow-onset natural disasters, environmental degradation, the adverse effects of climate change, as well as other precarious situations, while ensuring the effective respect, protection and fulfilment of the human rights of all migrants
- g) Invest in sustainable development at local and national levels in all regions allowing all people to improve their lives and meet their aspirations, by fostering sustained, inclusive and sustainable economic growth, including through private and foreign direct investment and trade preferences, to create conducive conditions that allow communities and individuals to take advantage of opportunities in their own countries and drive sustainable development
- h) Invest in human capital development by promoting entrepreneurship, education, vocational training and skills development programmes and partnerships, productive employment

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<sup>4</sup> Adopted under the UNFCCC in FCCC/CP/2015/10/Add.1, decision 1/CP.21.



creation, in line with labour market needs and in cooperation with the private sector, with a view to reducing youth unemployment, avoiding brain drain and optimizing brain gain in countries of origin, and harnessing the demographic dividend

- i) Strengthen collaboration between humanitarian and development actors, including by promoting joint analysis, multi-donor approaches and multi-year funding cycles, in order to develop long-term responses that improve humanitarian protection and assistance, resilience and coping capacities of populations, as well as economic and social self-reliance, and by ensuring these efforts take migration into account
- j) Develop adaptation and resilience strategies to sudden-onset natural disasters and to slow-onset environmental degradation related to the adverse effects of climate change, such as desertification, land degradation, drought and sea level rise, taking into account the potential implications on migration
- k) Integrate displacement considerations into disaster preparedness strategies and promote cooperation with neighbouring and other relevant countries to prepare for early warning, contingency planning, stockpiling, coordination mechanisms, evacuation planning, reception and assistance arrangements, and public information
- l) Harmonize and develop approaches and mechanisms at subregional and regional levels to address the vulnerabilities of persons affected by sudden- and slow-onset natural disasters, by ensuring they receive appropriate humanitarian protection and assistance wherever they are, and by promoting lasting solutions that increase resilience and self-reliance, taking into account the capacities of all countries involved

### **OBJECTIVE 3: Provide adequate and timely information at all stages of migration**

18. We commit to strengthen our efforts to provide, make available and disseminate accurate, timely, accessible, and transparent information on migration-related aspects for and between States, communities and migrants by taking into account all stages of migration. We further commit to use this information to develop migration policies that provide a high degree of predictability and certainty for all actors involved.

In this regard, the following actions are instrumental:

- a) Launch and publicize a centralized and publicly accessible national website to make information available on regular migration options, such as on country-specific immigration laws and policies, visa requirements and conversion criteria, visa application formalities, employment permit requirements, professional qualification requirements, credential assessment and equivalences, training and study opportunities, and living costs and conditions, in order to inform the decisions of migrants
- b) Promote and improve systematic bilateral, regional and international cooperation and dialogue to exchange information on migration-related trends, including through joint databases, online platforms, international training centres and liaison networks, while upholding privacy rights and protecting personal data
- c) Establish open and accessible information points along relevant migration routes that can refer migrants to child-sensitive and gender-responsive support and counselling, offer opportunities to communicate with consular representatives of the country of origin, and make available relevant information, including on human rights and fundamental freedoms, access to international or humanitarian protection and assistance, options and pathways

for regular migration, and possibilities for return, in a language the person concerned understands

- d) Provide newly arrived migrants or returning migrants, respectively, with targeted, gender-responsive, accessible and comprehensive information and legal advice on their rights and obligations, including on compliance with national and local laws, obtaining of work and resident permits, status adjustments, registration with authorities, access to justice to file complaints about rights violations, as well as on access to basic services
- e) Promote multi-lingual, gender-responsive and evidence-based information campaigns and organize awareness-raising events and pre-departure orientation trainings in countries of origin, in cooperation with local authorities, consular and diplomatic missions, the private sector, academia, migrant and diaspora organizations and civil society, in order to promote safe, orderly and regular migration, as well as to reduce the incidence of irregular migration

#### **OBJECTIVE 4: Provide all migrants with proof of legal identity and adequate documentation**

19. We commit to provide all our nationals with proof of birth registration, nationality and travel documents, allowing national and local authorities to ascertain a migrant's legal identity upon entry, on stay, and for return, as well as to ensure effective migration procedures, efficient service provision, and improved public safety. We further commit to ensure migrants' access to adequate documentation and civil registry documents, including birth, marriage and death certificates, at all stages of migration, as a means to empower migrants to effectively exercise their human rights.

In this regard, the following actions are instrumental:

- a) Improve systems for the registration of all our citizens, with a particular focus on reaching unregistered persons and our nationals residing in other countries, including by providing relevant identity and civil registry documents, strengthening capacities, and investing in information and communication technology solutions, while upholding privacy rights and protecting personal data
- b) Harmonize travel documents in line with the specifications of the International Civil Aviation Organization to facilitate interoperable and universal recognition of travel documents, as well as to combat identity fraud and document forgery, including by investing in digitalization, and strengthening mechanisms for biometric data-sharing, while upholding privacy rights and protecting personal data
- c) Ensure adequate, timely, reliable and accessible consular documentation to our nationals residing in other countries, including identity and travel documents, making use of information and communications technology, as well as community outreach, particularly in remote areas
- d) Provide access to individual documents for migrant women and children, including by ensuring that criteria for obtaining citizenship, passports or visas are non-discriminatory and do not result in an increased risk of vulnerabilities throughout the migration cycle
- e) Strengthen measures to reduce statelessness, including by registering migrants' births, allowing women the same right as men to confer their nationality to their children, and providing nationality to children born in another State's territory, especially in situations where a child would otherwise be stateless, in accordance with the human right to a nationality

- f) Review and revise requirements to prove nationality at service delivery centres to ensure that migrants without proof of nationality or legal identity are not denied their human rights
- g) Institute registration cards, containing basic information, that can be used to participate in community life, interact with authorities, conduct business, as well as to access relevant services, and are available to all persons residing in a particular country or city, while not constituting entitlements to citizenship or residency

**OBJECTIVE 5: Enhance availability and flexibility of pathways for regular migration**

20. We commit to adapt options and pathways for regular migration in a manner that reflects demographic and labour market realities, facilitates labour mobility at all skills levels, optimizes education opportunities, reunites families, and provides safety to migrants in a situation of vulnerability, with a view to expanding and diversifying availability of pathways for safe, orderly and regular migration.

In this regard, the following actions are instrumental:

- a) Develop human rights-based and gender-responsive bilateral, regional and multilateral labour mobility agreements with sector-specific standard terms of employment in cooperation with relevant stakeholders, drawing on relevant ILO standards, guidelines and principles, in compliance with international human rights and labour law
- b) Facilitate regional and cross-regional labour mobility through international and bilateral cooperation arrangements, such as free movement regimes, visa liberalization or multiple-country visas, and labour mobility cooperation frameworks, in accordance with national priorities, local market needs and skills supply
- c) Review and revise existing options and pathways for regular migration, with a view to optimize skills matching in labour markets, address demographic realities and development challenges and opportunities, in accordance with local and national labour market demands and skills supply, in consultation with the private sector and other relevant stakeholders
- d) Develop flexible rights-based and gender-responsive labour mobility schemes for migrants at various skills levels, including temporary, seasonal, circular, and fast-track programmes in areas of labour shortages, in accordance with local and national labour market needs and skills supply, by providing flexible and non-discriminatory visa options, such as permanent and temporary work visa, multiple-entry visa, student visa, business visa, visitor visa, as well as visas for investors and entrepreneurs, allowing flexible visa status conversions
- e) Promote effective skills matching in the national economy by involving local authorities and other relevant stakeholders, particularly the private sector and trade unions, in the analysis of the local labour market, identification of skills gaps, definition of required skills profiles, and evaluation of the efficacy of labour migration policies, in order to ensure market-responsive contractual labour mobility through regular pathways
- f) Foster efficient and effective skills-matching programmes by reducing visa processing timeframes for standard employment authorizations, and by offering accelerated and facilitated visa processing for employers with a track record of compliance
- g) Develop or build on existing national and regional practices of providing options for admission and stay of appropriate duration based on compassionate, humanitarian or other considerations for migrants compelled to leave their countries of origin temporarily or permanently in cases where they face unsurmountable obstacles to return, including due

to sudden-onset natural disasters, as well as emergency and other precarious situations, such as by providing humanitarian visas, private sponsorships, access to education for children, and temporary work permits

- h) Cooperate to identify, develop and strengthen solutions, including planned relocation and visa options, for migrants compelled to leave their countries of origin, in cases where adaptation in or return to their country of origin is not possible, due to slow-onset environmental degradation related to the adverse effects of climate change, such as desertification, land degradation, drought and sea level rise
- i) Facilitate family reunification for migrants at all skills levels through measures in migration laws and policies that promote the realization of the right to family unity and family life, including by reviewing and revising requirements, such as on income, language proficiency, length of stay, work authorization, and access to social security and services
- j) Expand available options for academic mobility, including through bilateral and multilateral agreements that facilitate academic exchanges, such as scholarships for students and academic professionals, visiting professorships, joint training programmes, and international research opportunities, in cooperation with academic institutions and other relevant stakeholders

**OBJECTIVE 6: Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work**

21. We commit to review existing recruitment mechanisms to guarantee that they are fair and ethical, and to protect all migrant workers against all forms of exploitation and abuse in order to guarantee decent work and maximize the socioeconomic contributions of migrants in both their countries of origin and destination.

In this regard, the following actions are instrumental:

- a) Promote signature, ratification, accession and implementation of relevant international instruments related to international labour mobility, labour rights and decent work
- b) Take into consideration the recommendations of the ILO General Principles and Operational Guidelines for Fair Recruitment, the United Nations Guiding Principles on Business and Human Rights, and the IOM International Recruitment Integrity System (IRIS)
- c) Build upon the work of existing bilateral, subregional and regional platforms that have overcome obstacles and identified best practices in labour mobility, by facilitating cross-regional dialogue to share this knowledge, and to promote the full respect for the human and labour rights of migrant workers at all skills levels, including migrant domestic workers
- d) Improve regulations on public and private recruitment agencies, in order to align them with international guidelines and best practices, and prohibit recruiters from charging disproportionate or hidden fees as well as related costs to the migrant worker in order to avoid debt bondage, exploitation and forced labour, including by establishing mandatory, enforceable mechanisms for effective regulation and monitoring of the recruitment industry
- e) Establish partnerships with all relevant stakeholders, including employers and trade unions, to ensure that migrant workers are provided written contracts and are made aware of the provisions therein, the regulations relating to international labour recruitment, their rights and obligations, as well as on how to access effective complaint and redress mechanisms, in a language they understand

- f) Cooperate with employers, recruiters, their subcontractors and suppliers to build partnerships that enable them to meet their responsibility to respect human and labour rights, prevent abuse and exploitation, including forced and child labour, promote decent work conditions, and enhance supply chain transparency
- g) Strengthen the enforcement of fair and ethical recruitment and decent work norms and policies by enhancing the abilities of labour inspectors and other authorities to better monitor recruiters, employers and service providers in all sectors, ensuring that international human rights and labour law is observed to prevent slavery, servitude, and forced, compulsory or child labour
- h) Develop and strengthen migration and recruitment processes that allow migrants to change employers and modify the conditions or length of their stay with minimal administrative burden, while promoting greater opportunities for decent work and respect for international human rights and labour law
- i) Take measures that prohibit the confiscation or non-consensual retention of work contracts, and travel or identity documents from migrants, in order to prevent abuse, exploitation, extortion and other situations of dependency, and to allow migrants to fully exercise their human rights
- j) Provide migrant workers engaged in remunerated and contractual labour with the same labour rights and protections extended to all workers in the respective sector, particularly by ensuring that migrants can exercise their rights to just and favourable conditions of work, to equal pay for work of equal value, to freedom of peaceful assembly and association, and to the highest attainable standard of physical and mental health, including through wage protection mechanisms and membership in trade unions
- k) Ensure migrants working in the informal economy have safe access to effective reporting, complaint, and redress mechanisms in cases of exploitation, abuse or violations of their rights in the workplace, in a manner that does not exacerbate vulnerabilities of migrants that denounce such incidents
- l) Review relevant national labour laws, employment policies and programmes to ensure that they include considerations of the specific needs and contributions of women migrant workers, especially in domestic work and lower-skilled occupations, and adopt specific measures to prevent, report, address and provide effective remedy for all forms of exploitation and abuse, including sexual and gender-based violence, as a basis to promote gender-responsive labour mobility policies

#### **OBJECTIVE 7: Address and reduce vulnerabilities in migration**

22. We commit to protect and assist migrants, in accordance with our obligations under international law, including international human rights and humanitarian law, by responding to particular, multiple and intersecting situations of vulnerability arising from personal characteristics, the reasons for leaving their country of origin, the circumstances in which they travel or the conditions they face in countries of transit, destination and return. We further commit to uphold the principle of the best interests of the child as a primary consideration in situations where children are concerned, and to apply a gender-responsive approach in addressing vulnerabilities, including in responses to mixed movements.

In this regard, the following actions are instrumental:

- a) Take into consideration the recommendations of the Global Migration Group Principles and Guidelines, Supported by Practical Guidance, on the Human Rights Protection of Migrants in Vulnerable Situations
- b) Review relevant policies and practices to ensure they do not create, exacerbate or unintentionally increase vulnerabilities of migrants, including by applying a human rights-based, gender- and disability-responsive, as well as an age- and child-sensitive approach
- c) Establish comprehensive policies and develop partnerships to identify, protect and assist migrants in a situation of vulnerability and provide them with specialized care at all stages of migration, regardless of their migration status, in particular in cases related to children, especially those unaccompanied or separated from their families, women at risk, victims of sexual and gender-based violence, persons with disabilities, workers facing exploitation and abuse, domestic workers, and persons belonging to minorities or marginalized groups
- d) Develop gender-responsive migration policies to address the particular needs and vulnerabilities of migrant women, girls and boys, which may include assistance, medical, psychological and other counselling services, as well as access to justice and effective remedies, especially in cases of sexual and gender-based violence, abuse and exploitation
- e) Review existing labour laws and work conditions to identify and effectively address workplace-related vulnerabilities and abuses of migrant workers at all skills levels, including domestic and low-skilled migrant workers, and those working in the informal economy, in cooperation with relevant stakeholders, particularly the private sector
- f) Establish robust procedures for migrant children in relevant legislative, administrative and judicial proceedings and decisions, as well as in all migration policies and programmes that impact children, including consular protection policies and services, as well as cross-border cooperation frameworks, in order to ensure the principle of the best interests of the child is appropriately integrated, consistently interpreted and applied in coordination and cooperation with child protection authorities
- g) Protect unaccompanied and separated children at all stages of migration through the establishment of specialized procedures for their identification, referral, care and family reunification, and provide access to health services, including mental health, education, legal assistance and the right to be heard in administrative and judicial proceedings, including by swiftly appointing a competent and impartial guardian, as essential means to address their particular vulnerabilities and discrimination, protect them from all forms of violence, and provide access to sustainable solutions that are in their best interests
- h) Ensure migrants' access to public or affordable independent legal assistance and representation in legal proceedings that affect them, including during any related judicial or administrative hearing, in order to safeguard that all migrants, everywhere, are recognized as persons before the law and that the delivery of justice is impartial and non-discriminatory
- i) Develop accessible and expedient procedures that facilitate transitions from one status to another as to prevent migrants from falling into an irregular status in the country of destination, to reduce precariousness of status and related vulnerabilities, as well as to enable individual status assessments for migrants that have fallen out of regular status, without fear of arbitrary expulsion
- j) Build on existing practices to facilitate access for migrants in an irregular status to an individual assessment for regularization, on a case by case basis and with clear and transparent criteria, especially in cases where children, youth and families are involved, as an option to reduce vulnerabilities, as well as for States to ascertain better knowledge of the resident population

- k) Apply specific support measures to address vulnerabilities and assistance needs of migrants caught up in situations of crisis in countries of destination and transit, including by facilitating cross-border and broader international cooperation, as well as by taking migration into account in crisis preparedness, emergency response and post-crisis action
- l) Involve local authorities and stakeholders in the identification, referral and assistance of migrants in a situation of vulnerability, including through agreements with national protection bodies, legal aid and service providers, as well as the engagement of mobile response teams, where they exist

**OBJECTIVE 8: Save lives and establish coordinated international efforts on missing migrants**

23. We commit to cooperate internationally to save lives and prevent migrant deaths and injuries through joint search and rescue operations, standardized collection and exchange of relevant information, assuming collective responsibility to preserve the human lives of all migrants. We further commit to identify those who have died or gone missing, and to facilitate communication with affected families.

In this regard, the following actions are instrumental:

- a) Develop procedures and agreements on search and rescue with the primary objective to protect migrants' right to life that uphold the prohibition of collective expulsion and the principle of non-refoulement, guarantee due process and individual assessments, enhance reception and assistance capacities, and ensure that the provision of life-saving humanitarian assistance for migrants is not considered unlawful
- b) Review the impacts of migration-related policies and laws to ensure that these do not raise or create the risk of migrants going missing, including by identifying dangerous transit routes used by migrants, by working with other States and relevant international organizations to identify contextual risks and establishing mechanisms for preventing and responding to such situations
- c) Enable migrants to communicate with their families without delay to inform them that they are alive by facilitating access to means of communication along routes and at their destination, including in places of detention, as well as access to consular missions, local authorities and organizations that can provide assistance with family contacts, especially in cases of unaccompanied or separated migrant children, as well as adolescents
- d) Establish transnational coordination channels and designate contact points for families looking for missing migrants, through which families can be kept informed on the status of the search and obtain other relevant information, while respecting privacy rights and protecting personal data
- e) Collect, centralize and systematize data regarding corpses and ensure traceability after burial, in accordance with internationally accepted forensic standards, and establish coordination channels at transnational level to facilitate identification and the provision of information to families
- f) Make all efforts, including through international cooperation, to identify and repatriate the remains of deceased migrants to their countries of origin, respecting the wishes of grieving families, and, in the case of unidentified individuals, facilitate the identification and subsequent recovery of the mortal remains, ensuring that deceased migrants are respectfully and properly treated

## **OBJECTIVE 9: Strengthen the transnational response to smuggling of migrants**

24. We commit to intensify joint efforts to prevent and counter smuggling of migrants by strengthening capacities and international cooperation to investigate, prosecute and penalize the smuggling of migrants in order to end the impunity of smuggling networks, while ensuring that smuggled migrants do not become liable to criminal prosecution solely for having been smuggled. We further commit to identify smuggled migrants to protect their human rights, taking into consideration the special needs of women and children, and assisting in particular those migrants subject to smuggling under aggravating circumstances.

In this regard, the following actions are instrumental:

- a) Promote signature, ratification, accession and implementation of the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organised Crime (UNTOC)
- b) Use transnational and regional mechanisms to share relevant information and intelligence on smuggling routes, modus operandi and financial transactions of smuggling networks, vulnerabilities faced by smuggled migrants, and other data to dismantle the smuggling networks and enhance joint responses
- c) Develop cooperation protocols along migration routes that outline step-by-step measures to adequately identify, protect and assist smuggled migrants, in accordance with international law, as well as to facilitate cross-border law enforcement and intelligence cooperation in order to prevent and counter smuggling of migrants with the aim to end impunity for smugglers, while ensuring that counter-smuggling measures are in full respect for human rights
- d) Ensure that national legislation penalizes smuggling of migrants when committed intentionally and to obtain a financial or other material benefit for the smuggler, and includes enhanced penalties for smuggling of migrants under aggravating circumstances, in accordance with international law
- e) Work towards policies and practices that treat the circumstances of irregular entry and stay as an administrative, rather than a criminal offence, and ensure that in circumstances where criminal prosecution may be considered, there is full respect for and consistency with obligations under international law
- f) Design, review or amend migration policies and procedures to distinguish between the crimes of smuggling of migrants and trafficking in persons by using the correct definitions and applying distinct responses to these separate crimes, while recognizing that smuggled migrants might also become victims of trafficking in persons and therefore need adequate protection and assistance
- g) Take measures to prevent the smuggling of migrants along the migration cycle in partnership with relevant stakeholders, including by cooperating in the fields of public information, justice, as well as training and technical capacity-building at national and local levels, with a particular focus on countries of transit

## **OBJECTIVE 10: Prevent and combat trafficking in persons in the context of international migration**

25. We commit to take legislative or other measures to prevent and combat trafficking in persons in the context of international migration by strengthening capacities and international cooperation



to investigate, prosecute and penalize trafficking in persons, discouraging demand that fosters exploitation leading to trafficking, and ending impunity of trafficking networks. We further commit to enhance the identification and protection of, and assistance to migrants who have become victims of trafficking, paying particular attention to women and children.

In this regard, the following actions are instrumental:

- a) Promote signature, ratification, accession and implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (UNTOC)
- b) Promote the implementation of the Global Plan of Action to Combat Trafficking in Persons and take into consideration the recommendations of the UNODC Toolkit to Combat Trafficking in Persons and other relevant UNODC documents when developing and implementing national and regional policies and measures relating to trafficking in persons
- c) Monitor irregular migration routes which may be exploited by human trafficking networks to recruit and victimize smuggled or irregular migrants, and cooperate at bilateral, regional and cross-regional levels on prevention, investigation, and prosecution of perpetrators, as well as on identification of, and protection and assistance to victims
- d) Share relevant information and intelligence through transnational and regional mechanisms, including on the modus operandi, economic models and conditions driving trafficking networks, strengthen cooperation between all relevant actors, including financial intelligence units, regulators and financial institutions, to identify and disrupt financial flows, and enhance judicial cooperation and enforcement with the aim to ensure accountability and end impunity
- e) Apply measures that address the particular vulnerabilities of women, men, girls and boys, regardless of their migration status, that have become or are at risk of becoming victims of trafficking in persons, exploitation and modern slavery by facilitating access to justice and safe reporting without fear of detention, deportation or penalty, focusing on prevention, identification, protection and assistance, and addressing specific forms of abuse and exploitation
- f) Ensure that definitions of trafficking in persons used in legislation, migration policy and planning, as well as in judicial prosecutions are in accordance with international law, in order to distinguish between the crimes of trafficking in persons and smuggling of migrants
- g) Strengthen legislation and relevant procedures to enhance prosecution of traffickers, avoid criminalization of migrants for being victims of trafficking in persons, and ensure that the victim receives protection and assistance, not conditional upon cooperation with the authorities against suspected traffickers
- h) Provide migrants that have become victims of trafficking in persons with measures for physical, psychological and social recovery, as well as measures that permit them to remain in the country of destination, temporarily or permanently, in appropriate cases, especially for the purpose of allowing victims access to justice, including redress and compensation
- i) Create national and local information systems and training programmes which alert and educate citizens, employers, as well as public officials and law enforcement officers, and strengthen capacities to identify signs of forced labour or trafficking in persons in countries of origin, transit and destination

- j) Invest in awareness-raising campaigns, in partnership with relevant stakeholders, for migrants and prospective migrants on the risks and dangers of trafficking in persons, and provide them with information on preventing and reporting trafficking activities

**OBJECTIVE 11: Manage borders in an integrated, secure and coordinated manner**

26. We commit to manage our national borders in a coordinated manner, in full respect of national sovereignty, promoting bilateral and regional cooperation, ensuring security for States, communities and migrants, and facilitating safe and regular cross-border movements of people while preventing irregular migration. We further commit to implement border management policies that are based on the rule of law, respect human rights of all migrants, regardless of their migration status, and are non-discriminatory, gender-responsive and child-sensitive.

In this regard, the following actions are instrumental:

- a) Take into consideration the recommendations of the OHCHR Recommended Principles and Guidelines on Human Rights at International Borders, including through cross-border collaboration between neighbouring and other States
- b) Enhance international, regional and cross-regional border management cooperation, taking into consideration the particular situation of countries of transit, on proper identification, timely and efficient referral, protection and assistance for migrants in situations of vulnerability at or near international borders, in compliance with international human rights law, by adopting whole-of-government approaches, implementing joint cross-border trainings, and fostering capacity-building measures
- c) Establish appropriate structures and mechanisms for effective integrated border management by ensuring comprehensive and efficient border crossing procedures, including through pre-screening of arriving persons, pre-reporting by carriers of passengers, and use of information and communication technology, while upholding the principle of non-discrimination, respecting privacy rights and protecting personal data
- d) Strengthen oversight and due process at international borders through the establishment of procedures and effective complaint mechanisms, including in cooperation with National Human Rights Institutions, to safeguard that authorities comply with international and national law, in particular by monitoring and evaluating border screening, as well as individualized assessment and interview processes to ensure that all migrants are treated in accordance with international human rights law
- e) Develop technical cooperation agreements that enable States to request and offer assets, equipment and other technical assistance to strengthen border management, particularly in the area of search and rescue as well as other emergency situations
- f) Ensure that child protection authorities are promptly informed and assigned to participate in procedures for the determination of the best interests of the child once a child crosses an international border, particularly in the case of unaccompanied or separated children, in accordance with international law

**OBJECTIVE 12: Strengthen certainty and predictability in migration procedures for appropriate determination and referral**

27. We commit to increase legal certainty and predictability of migration procedures by developing and strengthening effective and protection-sensitive mechanisms for the adequate and timely screening and individual assessment of all migrants for the purpose of identifying and facilitating access to the appropriate determination and referral procedures, in particular where return would exacerbate risks and vulnerabilities, notably those recognized under international law.

In this regard, the following actions are instrumental:

- a) Increase transparency, accessibility and affordability of migration procedures by communicating the requirements for entry, admission, stay, work, study or other activities, and introducing technology to simplify application procedures, in order to avoid unnecessary delays and expenses for States and migrants
- b) Develop and conduct intra- and cross-regional specialized human rights-based and trauma-informed trainings for first responders and government officials, including law enforcement authorities, border officials, consular representatives and judicial bodies, to facilitate and standardize identification and referral of, as well as appropriate assistance and counselling in a culturally-sensitive way, to victims of trafficking in persons, migrants in situations of vulnerability, including children, in particular those unaccompanied or separated, and persons affected by any form of exploitation and abuse related to smuggling of migrants under aggravating circumstances
- c) Establish gender-responsive referral mechanisms, including improved screening measures and individual assessments at borders and places of first arrival, by applying standardized operating procedures developed in coordination with local authorities, National Human Rights Institutionst, international organizations and civil society
- d) Ensure that migrant children are promptly identified at places of first arrival, that family unity is protected, and that anyone reasonably claiming to be a child is treated as such unless otherwise determined through a multi-disciplinary, independent and child-sensitive age assessment, are swiftly referred to child protection authorities and other relevant services, and appointed a qualified legal guardian if unaccompanied or separated
- e) Ensure that information on rights and obligations in migration laws and procedures, including on access to the right to seek asylum or other adequate forms of protection, entry and stay requirements, as well as options for voluntary return and reintegration, are appropriately, timely and effectively communicated, and accessible to all migrants, including in the context of mixed movements, in order to facilitate access to the appropriate determination and referral procedures

**OBJECTIVE 13: Use immigration detention only as a measure of last resort and work towards alternatives**

28. We commit to ensure that any detention in the context of international migration is based on law, non-arbitrary, based on necessity, proportionality and individual assessments, carried out by authorized officials, and for the shortest possible period of time, irrespective of whether detention occurs at the moment of entry, in transit, or proceedings of return, and regardless of the type of place where the detention occurs. We further commit to prioritize non-custodial alternatives to detention that are in line with international law, and to take a human rights-based approach to any detention of migrants, using detention as a measure of last resort only.

In this regard, the following actions are instrumental:

- a) Use available international or national human rights mechanisms to improve independent monitoring of migrant detention, ensuring that it is a measure of last resort, that human rights violations do not occur, and that States promote, implement and expand alternatives to detention, favouring non-custodial measures and community-based care arrangements, especially in the case of families
- b) Consolidate a comprehensive repository to disseminate best practices of human rights-based alternatives to detention in the context of international migration, including by facilitating regular exchanges on successful practices among and between States and relevant stakeholders
- c) Review and revise relevant legislation, policies and practices related to immigration detention to ensure that migrants are not detained arbitrarily, that decisions to detain are based on law, are proportionate, have a legitimate purpose, and are taken on an individual basis, in full compliance with due process and procedural safeguards, and that immigration detention is not used as a deterrent or a form of cruel, inhumane or degrading treatment to migrants, in accordance with international human rights law
- d) Provide access to justice for all migrants in countries of transit and destination that are or may be subject to detention, including by ensuring free or affordable legal advice and assistance of a qualified and independent lawyer, as well as access to information and the right to regular review of a detention order
- e) Ensure that all migrants in detention are informed about the reasons for their detention, in a language they understand, and facilitate the exercise of their rights, including to communicate with the respective consular or diplomatic missions, legal representatives and family members, in accordance with international law and due process guarantees
- f) Reduce the negative and potentially lasting effects of detention on migrants by guaranteeing due process, that it is for the shortest period of time, safeguards physical and mental integrity, is separate from criminals, in so far as practicable, and that, as a minimum, access to food, basic healthcare, legal orientation and assistance, information and communication, as well as adequate accommodation is granted, in accordance with international human rights law
- g) Ensure that all governmental authorities and private actors duly charged with administering immigration detention do so in a way consistent with human rights and are trained on non-discrimination, the prevention of arbitrary arrest and detention in the context of international migration, and are held accountable for violations or abuses of human rights
- h) Uphold the protection and respect for the rights and best interests of the child at all times, regardless of their migration status, by ensuring availability and accessibility of a viable range of alternatives to detention in non-custodial contexts, favouring community-based care arrangements, that ensure access to education and healthcare, and respect their right to family life and family unity, and by working to end the practice of child detention in the context of international migration

**OBJECTIVE 14: Enhance consular protection, assistance and cooperation throughout the migration cycle**

29. We commit to strengthen consular protection of and assistance to our nationals abroad, as well as consular cooperation between States in order to better safeguard the rights and interests of all migrants at all times, and to build upon the functions of consular missions to enhance

interactions between migrants and State authorities of countries of origin, transit, destination and return, in accordance with international law.

In this regard, the following actions are instrumental:

- a) Cooperate to build consular capacities, train consular officers, promote arrangements for providing consular services collectively where individual States lack capacity, including through technical assistance, and to develop bilateral or regional agreements on various aspects of consular cooperation
- b) Involve relevant consular and immigration personnel in existing global and regional fora on migration in order to exchange information and best practices about issues of mutual concern that pertain to citizens abroad and contribute to comprehensive and evidence-based migration policy development
- c) Conclude bilateral or regional agreements on consular assistance and representation in places where States have an interest in strengthening effective consular services related to migration, but do not have a diplomatic or consular presence
- d) Strengthen consular capacities in order to identify, protect and assist our nationals in a situation of vulnerability, including victims of human and labour rights violations or abuse, victims of crime, victims of trafficking in persons, migrants subject to smuggling under aggravating circumstances, and migrant workers exploited in the process of recruitment, by providing training to consular officers on human rights-based, gender-responsive and child-sensitive actions in this regard
- e) Consolidate a national digital database to register our nationals abroad, in close cooperation with consular, national and local authorities, as well as relevant migrant organizations, to facilitate information, services and assistance to migrants in emergency situations and ensure migrants' accessibility to relevant and timely information, including by establishing helplines, while upholding privacy rights and protecting personal data
- f) Provide consular support to our nationals through advice, including on local laws and customs, interaction with authorities, financial inclusion, and business establishment, as well as through the issuance of consular identity documents that may facilitate access to services, assistance in emergency situations, the opening of a bank account, and access to remittance facilities

#### **OBJECTIVE 15: Provide access to basic services for migrants**

30. We commit to ensure that all migrants, regardless of their migration status, can exercise their human rights through access to basic services, including information, shelter, health, education and justice. We further commit to strengthen migrant-inclusive service delivery systems, notwithstanding that nationals and regular migrants may be entitled to more comprehensive service provision, while ensuring that any differential treatment must be based on law, proportionate, pursue a legitimate aim, in accordance with international human rights law.

In this regard, the following actions are instrumental:

- a) Promote the implementation of the recommendations of the WHO Framework of Priorities and Guiding Principles to Promote the Health of Refugees and Migrants
- b) Enact laws and take measures to ensure that service delivery does not amount to discrimination against migrants on the grounds of race, colour, sex, language, religion,

political or other opinion, national or social origin, property, birth or other grounds irrespective of cases where differential provision of services based on migration status might apply

- c) Ensure that cooperation between service providers and immigration authorities does not exacerbate vulnerabilities of irregular migrants by compromising their safe access to these services or infringements to privacy rights, and that they are not apprehended at places of service delivery, including hospitals, schools and courts
- d) Establish and strengthen holistic and easily accessible service points at local level, that are migrant inclusive, offer relevant information on basic services in a gender- and disability-responsive as well as child-sensitive manner, and facilitate safe access thereto
- e) Establish or mandate independent institutions at the national or local level, such as National Human Rights Institutions, to receive, investigate and monitor complaints about situations in which migrants' access to basic services is systematically denied or hindered, facilitate access to redress, and work towards a change in practice
- f) Expand and enhance national health systems, incorporating the needs of migrants in national and local health care policies and plans, including by strengthening capacities for service provision, facilitating affordable and non-discriminatory access, reducing communication barriers, and training health care providers on culturally-sensitive service delivery, in order to promote physical and mental health of migrants and communities overall
- g) Provide inclusive and equitable quality education and lifelong learning opportunities for all migrant children and youth, by strengthening the capacities of education systems and by facilitating non-discriminatory access to early childhood development, formal schooling, non-formal education programmes for children for whom the formal system is inaccessible, on-the-job and vocational training, technical education, and language training, as well as by fostering partnerships with all stakeholders that can support this endeavour

#### **OBJECTIVE 16: Empower migrants and societies to realize full inclusion and social cohesion**

31. We commit to foster inclusive and cohesive societies by empowering migrants to become active members of society and promoting the reciprocal engagement of receiving communities and migrants in the exercise of their rights and obligations towards each other, including respect for national laws and customs of the country of destination. We further commit to strengthen the welfare of all members of societies by minimizing disparities, avoiding polarization and increasing public confidence in policies and institutions related to migration, in line with the acknowledgment that fully integrated migrants are better positioned to contribute to prosperity.

In this regard, the following actions are instrumental:

- a) Promote mutual respect for the cultures, traditions and customs of communities of destination and of migrants by exchanging and implementing best practices on integration policies, programmes and activities, including on ways to promote acceptance of diversity and facilitate social cohesion and inclusion
- b) Establish comprehensive and needs-based pre-departure and post-arrival programmes that may include rights and obligations, basic language training, as well as orientation about social norms and customs in the country of destination
- c) Develop national short, medium and long term policy goals regarding the inclusion of migrants in societies, including on labour market integration, family reunification, education,

non-discrimination and health, including by fostering partnerships with relevant stakeholders

- d) Work towards inclusive labour markets and full participation of migrant workers in the formal economy by facilitating access to employment opportunities for which they are most qualified, in accordance with local and national labour market demands and skills supply
- e) Empower migrant women by eliminating gender-based discriminatory restrictions on formal employment, ensuring the right to freedom of association, and facilitating access to relevant basic services, as measures to promote their leadership and guarantee their full, free and equal participation in society
- f) Establish community centres or programmes at the local level to facilitate migrant participation in the receiving society by involving migrants, community members, diaspora organizations, migrant associations, and local authorities in intercultural dialogue, sharing of stories, mentorship and sponsorship programmes, and development of business ties that improve integration outcomes and foster mutual respect
- g) Capitalize on the skills, cultural and language proficiency of migrants and receiving communities by developing and promoting peer-to-peer training exchanges, gender-responsive, vocational and civic integration courses and workshops
- h) Support multicultural activities through sports, music, arts, culinary festivals and other social events that will facilitate mutual understanding and appreciation of migrant cultures and those of destination communities
- i) Promote school environments that are welcoming and support the aspirations of migrant children by enhancing relationships within the school community, incorporating evidence-based information about migration in education curricula, and dedicating targeted resources to schools with a high concentration of migrant children for integration activities in order to promote respect for diversity and inclusion, and to prevent all forms of discrimination, including racism, xenophobia and intolerance

**OBJECTIVE 17: Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration**

32. We commit to condemn and counter expressions, acts and manifestations of racism, racial discrimination, violence, xenophobia and related intolerance against all migrants, including those based on race, ethnicity, nationality, gender, religion or belief, in conformity with international human rights law. We further commit to promote an open and evidence-based public discourse on migration and migrants in partnership with all parts of society, that generates a more realistic, humane and constructive perception in this regard. We also commit to protect freedom of expression in accordance with international law, recognizing that an open and free debate contributes to a comprehensive understanding of all aspects of migration.

In this regard, the following actions are instrumental:

- a) Enact, implement or maintain legislation that penalizes hate crimes and aggravated hate crimes targeting migrants and train law enforcement and other public officials to identify, prevent and respond to such crimes and other acts of violence that target migrants, as well as to provide medical, legal and psychosocial assistance for victims
- b) Empower migrants and communities to denounce the act of incitement to violence directed towards migrants by informing them of available mechanisms for redress, and ensure that those who actively participate in the commission of a hate crime targeting migrants are held

accountable, in accordance with national legislation, and while upholding international human rights law, in particular the right to freedom of expression

- c) Promote independent, objective and quality reporting of media outlets, including internet-based information, including by sensitizing media professionals on migration-related issues and terminology, investing in ethical advertising, avoiding public funding or material support to media outlets that systematically promote intolerance, xenophobia, racism and other forms of discrimination towards migrants
- d) Establish mechanisms to prevent, detect and respond to racial, religious and ethnic profiling of migrants by public authorities, as well as systematic instances of intolerance, xenophobia, racism and all other multiple and intersecting forms of discrimination in partnership with National Human Rights Institutions, including by tracking and publishing trends analyses, and ensuring access to effective complaint and redress mechanisms
- e) Provide migrants, especially migrant women, with access to national and regional complaint and redress mechanisms with a view to promoting accountability and addressing governmental actions related to discriminatory acts and manifestations carried out against migrants and their families
- f) Promote awareness-raising campaigns targeted at communities of origin, transit, destination and return in order to inform public perceptions regarding the positive contribution of migrants and migration, based on evidence and facts, and to end stigmatization and xenophobia against migrants
- g) Engage migrants, political, religious and community leaders, as well as educators and service providers to detect and prevent incidences of intolerance, racism, xenophobia, and other forms of discrimination against migrants and diasporas and support activities in local communities to promote mutual respect, including in the context of electoral campaigns

**OBJECTIVE 18: Invest in skills development and facilitate mutual recognition of skills, qualifications and competences**

33. We commit to invest in innovative solutions that facilitate mutual recognition of skills, qualifications and competences of migrant workers at all skills levels, and promote demand-driven skills development to optimize the employability of migrants in labour markets in countries of destination and in countries of origin upon return, as well as to ensure decent work in labour migration.

In this regard, the following actions are instrumental:

- a) Develop standards and guidelines for the mutual recognition of foreign qualifications and non-formally acquired skills in different sectors in collaboration with the respective industries with a view to ensuring worldwide compatibility based on existing models and best practices
- b) Promote compatibility of National Qualifications Frameworks by agreeing on standard criteria, indicators and assessment parameters, and by creating and strengthening national skills profiling tools, registries or institutions in order to facilitate effective and efficient mutual recognition procedures at all skills levels
- c) Conclude bilateral, regional or multilateral mutual recognition agreements or include recognition provisions in broader labour mobility or trade agreements in order to provide equivalence or comparability in national systems, such as automatic or managed mutual recognition mechanisms



- d) Use technology and digitalization to evaluate and mutually recognize skills more comprehensively based on formal credentials as well as non-formally acquired competences and professional experience at all skills levels
- e) Build global skills partnerships amongst countries that strengthen training capacities of national authorities and relevant stakeholders, and foster skills development of workers in countries of origin and migrants in countries of destination with a view to preparing trainees for employability in the labour markets of all participating countries
- f) Promote inter-institutional networks and collaborative programmes for partnerships between the private sector and educational institutions in countries of origin and destination to enable mutually beneficial skills development opportunities for migrants, communities and participating partners, including by building on the best practices of the Business Mechanism developed in the context of the Global Forum on Migration and Development
- g) Engage in bilateral partnerships and programmes in cooperation with relevant stakeholders that promote skills development, mobility and circulation, such as student exchange programmes, scholarships, professional exchange programmes and trainee- or apprenticeships that include options for beneficiaries, after successful completion of these programmes, to seek employment and engage in entrepreneurship
- h) Cooperate with the private sector and employers to make available easily accessible and gender-responsive remote or online skills development and matching programmes to migrants at all skills levels, including early and occupation-specific language training, on-the-job training and access to advanced training programmes, to enhance their employability in sectors with demand for labour based on the industry's knowledge of labour market dynamics, especially to promote the economic empowerment of women
- i) Enhance the ability of migrant workers to transition from a job or employer to another through documentation and recognition of upskilling
- j) Develop innovative ways to mutually recognize and assess formally and informally acquired skills, including through timely and complementary training to job seekers, mentoring, and internship programmes in order to fully recognize existing credentials and provide certificates of proficiency for the validation of newly acquired skills
- k) Establish screening mechanisms of credentials and offer information to migrants on how to get their skills and qualifications assessed and recognized prior to departure, including in recruitment processes or at an early stage after arrival to improve employability
- l) Develop and promote documentation and information tools, recognized across multiple jurisdictions, providing workers with an overview of their credentials, skills and qualifications, in order to enable employers to evaluate the suitability of migrant workers in job application processes

**OBJECTIVE 19: Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries**

34. We commit to empower migrants and diasporas to catalyse their development contributions, and to harness the benefits of migration as a source of sustainable development, reaffirming that migration is a multidimensional reality of major relevance for the sustainable development of countries of origin, transit and destination

In this regard, the following actions are instrumental:

- a) Ensure the full and effective implementation of the 2030 Agenda for Sustainable Development and the Addis Ababa Action Agenda by fostering and facilitating the positive effects of migration for the realization of all Sustainable Development Goals
- b) Integrate migration into development planning and sectoral policies at local, national, regional and global levels, taking into consideration other existing policy guidelines and recommendations, including the GMG Handbook on Mainstreaming Migration into Development Planning, in order to strengthen policy coherence and effectiveness of development cooperation
- c) Invest in research on the impact of non-financial contributions of migrants and diasporas to sustainable development in countries of origin and destination, such as knowledge and skills transfer, social and civic engagement, and cultural exchange, with a view to developing evidence-based policies and strengthening global policy discussions
- d) Facilitate the contributions of migrants and diasporas to their countries of origin, including by establishing or strengthening government structures or mechanisms at all levels, such as dedicated diaspora offices or focal points, diaspora policy advisory boards for governments to account for the potential of migrants and diasporas in migration and development policy-making, and dedicated diaspora focal points in diplomatic or consular missions
- e) Develop targeted support programmes and financial products that facilitate migrant and diaspora investments and entrepreneurship, including by providing administrative and legal support in business creation, granting seed capital-matching, establish diaspora bonds and diaspora development funds, investment funds, and organize dedicated trade fairs
- f) Provide easily accessible information and guidance, including through digital platforms, as well as tailored mechanisms for the coordinated and effective financial, voluntary or philanthropic engagement of migrants and diasporas, especially in humanitarian emergencies in their countries of origin, including by involving consular missions
- g) Enable political participation and engagement of migrants in their countries of origin, including in peace and reconciliation processes, in elections and political reforms, such as by establishing voting registries for citizens abroad, and by parliamentary representation, in accordance with national legislation
- h) Promote migration policies that optimize the benefits of diasporas for countries of origin and destination and their communities, by facilitating flexible modalities to travel, work and invest with minimal administrative burdens, including by reviewing and revising visa, residency and citizenship regulations
- i) Cooperate with other States, the private sector and employers organizations to enable migrants and diasporas, especially those in highly technical fields and in high demand, to carry out some of their professional activities and engage in knowledge transfer in their home countries, without necessarily losing employment, residence status, or earned social benefits
- j) Build partnerships between local authorities, local communities, the private sector, diasporas and hometown associations to promote knowledge and skills transfer between their countries of origin and countries of destination, including by mapping the diasporas and their skills, as a means to maintain the link between diasporas and their country of origin

**OBJECTIVE 20: Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants**

35. We commit to promote faster, safer and cheaper remittances by further developing existing conducive policy and regulatory environments that enable competition, regulation and innovation on the remittance market and by providing gender-responsive programmes and instruments that enhance the financial inclusion of migrants and their families. We further commit to optimize the transformative impact of remittances on the well-being of migrant workers and their families, as well as on sustainable development of countries, while respecting that remittances constitute an important source of private capital, and cannot be equated to other international financial flows, such as foreign direct investment, official development assistance, or other public sources of financing for development.

In this regard, the following actions are instrumental:

- a) Develop a roadmap to reduce the transaction costs of migrant remittances to less than 3 per cent and eliminate remittance corridors with costs higher than 5 per cent by 2030 in line with target 10.c of the 2030 Agenda for Sustainable Development
- b) Promote and support IFAD's International Day of Family Remittances and the Global Forum on Remittances, Investment and Development as an important platform to build and strengthen partnerships for innovative solutions on cheaper, faster and safer transfer of remittances with all relevant stakeholders
- c) Harmonize remittance market regulations and increase the interoperability of remittance infrastructure along corridors by ensuring that measures to combat illicit financial flows and money laundering do not impede migrant remittances through undue, excessive or discriminatory policies
- d) Establish conducive policy and regulatory frameworks that promote a competitive and innovative remittance market, remove unwarranted obstacles to non-bank remittance service providers in accessing payment system infrastructure, provide tax exemptions or incentives for remittance transfers, eliminate exclusivity contracts, incentivize the private sector to expand remittance services, and enhance the security and predictability of low-value transactions by bearing in mind de-risking concerns, and developing a methodology to distinguish remittances from illicit flows, in consultation with remittance service providers and financial regulators
- e) Develop innovative technological solutions for remittance transfer, such as mobile payments, digital tools or e-banking, to reduce costs, improve speed, enhance security, increase transfer through regular channels and open up gender-responsive distribution channels to underserved populations, including for persons in rural areas, persons with low levels of literacy, and persons with disabilities
- f) Provide accessible information on remittance transfer costs by provider and channel, such as comparison websites, in order to increase the transparency and competition on the remittance transfer market, and promote financial literacy and inclusion of migrants and their families through education and training
- g) Develop programmes and instruments to promote investments from remittance senders in local development and entrepreneurship in countries of origin, such as through matching-grant mechanisms, municipal bonds and partnerships with hometown associations, in order to enhance the transformative potential of remittances beyond the individual households of migrant workers at skills levels

- h) Enable migrant women to access financial literacy training and formal remittance transfer systems, as well as to open a bank account, own and manage financial assets, investments and business as means to address gender inequalities and foster their active participation in the economy
- i) Provide access to and develop banking solutions and financial instruments for migrants, including low-income and female-headed households, such as bank accounts that permit direct deposits by employers, savings accounts, loans and credits in cooperation with the banking sector

**OBJECTIVE 21: Cooperate in facilitating safe, dignified return and readmission, and sustainable reintegration**

36. We commit to facilitate and cooperate for safe, human rights-based and dignified return and readmission, ensuring that our returning nationals are duly received, in accordance with the human right to return to his or her own country and the corollary obligation of States to readmit their own nationals, while upholding the fundamental international human rights law principle of non-refoulement and the prohibition of collective expulsion, ensuring due process and effective remedy, and prioritizing voluntary over forced return. We further commit to create conducive conditions for personal safety, economic empowerment, inclusion and social cohesion in communities, in order to ensure that reintegration of migrants upon return to their countries of origin is sustainable.

In this regard, the following actions are instrumental:

- a) Develop and implement bilateral, regional and multilateral cooperation frameworks and agreements, ensuring that return and readmission of migrants to their own country is safe, dignified and in full compliance with international human rights law, including the rights of the child, by determining clear and mutually agreed procedures that uphold procedural safeguards, guarantee individual assessments and legal certainty, and by ensuring that they also include provisions that facilitate sustainable reintegration
- b) Promote gender-responsive voluntary return and reintegration programmes, that may include legal, social and financial support, guaranteeing that all voluntary returns take place on the basis of the migrant's free, prior and informed consent, and that returning migrants are assisted in their reintegration process through effective partnerships, including to avoid they become displaced in the country upon return
- c) Enhance cooperation on identification of nationals and issuance of travel documents for return and readmission in cases of persons that do not have the legal right to stay on another State's territory, by establishing reliable and efficient means of identification of own nationals such as through the addition of biometric identifiers in population registries, and by digitalizing civil registry systems, with full respect to the right to privacy and protection of personal data
- d) Foster institutional contacts between consular authorities and relevant officials from countries of origin and destination, and provide adequate consular assistance to returning migrants prior to return by facilitating access to documentation, travel documents, and other services, in order to ensure predictability, safety and dignity in return and readmission
- e) Ensure that decisions of forced return are carried out by competent authorities, and that removal orders avoid collective expulsions and follow an individualized assessment that considers any circumstances that may prohibit such return, including the individual's real

and foreseeable risk of death, torture, or other irreparable harms in compliance with due process guarantees and other obligations under international human rights law

- f) Establish or strengthen independent monitoring and oversight mechanisms on return, and readmission in partnership with relevant stakeholders in order to provide recommendations on ways and means to strengthen accountability, and to guarantee the safety, dignity, and human rights of all returning migrants
- g) Ensure that return and readmission processes involving children include a best interests of the child determination, take into account the right to family unity, and that a parent, legal guardian or specialized official accompanies the child throughout the return process, ensuring that reception, care and reintegration arrangements for children are in place in the country of return
- h) Facilitate the reintegration of returning migrants into community life by providing them equal access to social protection and services, justice, psycho-social assistance, vocational training, employment opportunities and decent work, recognition of skills acquired abroad, and financial services, in order to fully build upon their entrepreneurship, skills and human capital as active members of society in the country of return
- i) Identify and address the needs of the communities to which migrants return by including respective provisions in national and local development strategies, infrastructure planning, budget allocations and other relevant policy decisions

**OBJECTIVE 22: Establish mechanisms for the portability of social security entitlements and earned benefits**

37. We commit to assist migrant workers at all skills levels to have access to social protection in countries of destination and profit from the portability of corresponding social security entitlements and earned benefits in their countries of origin or when they decide to take up work in another country.

In this regard, the following actions are instrumental:

- a) Establish or maintain non-discriminatory national social protection systems, including social protection floors for nationals and migrants, in line with the ILO Recommendation 202 on Social Protection Floors
- b) Develop bilateral, regional or multilateral agreements on the portability of earned benefits for migrant workers at all skills levels, which specify the applicable social protection floor, corresponding social security entitlements and provisions, such as pensions and healthcare, and measures to address the difficulties women face in accessing social protection
- c) Conclude bilateral or multilateral social security agreements to ensure the portability of corresponding social security entitlements, which may include pensions, medical insurance, and other earned benefits, or integrate such provisions into trade agreements, as well as agreements on long-term and temporary labour migration
- d) Integrate provisions on the portability of entitlements and earned benefits into national social security frameworks, designate focal points in countries of origin, transit, destination and return that facilitate portability requests from migrants, and establish dedicated instruments, such as migrant welfare funds in countries of origin that support migrant workers and their families

**OBJECTIVE 23: Strengthen international cooperation and global partnerships for safe, orderly and regular migration**

38. We commit to support each other in the realization of the objectives and commitments laid out in this Global Compact through enhanced international cooperation, a revitalized global partnership, and in the spirit of solidarity, reaffirming the centrality of a comprehensive and integrated approach to facilitate safe, orderly and regular migration, and recognizing that we are all countries of origin, transit, destination and return. We further commit to take joint action in addressing the challenges faced by each country to implement this Global Compact, underscoring the specific challenges faced by African countries, least developed countries, landlocked developing countries, and small island developing countries. We also commit to promote the mutually reinforcing impact between the Global Compact and existing international legal and policy frameworks, by aligning the implementation of this Global Compact with such frameworks, particularly the 2030 Agenda for Sustainable Development as well as the Addis Ababa Action Agenda, and their recognition that migration and sustainable development are multidimensional and interdependent.

In this regard, the following actions are instrumental:

- a) Support other States as we collectively implement the Global Compact, including through the provision of financial and technical assistance, in line with national priorities, action plans and strategies, in cooperation with relevant ministries and government agencies, and relevant stakeholders
- b) Increase international cooperation to accelerate the implementation of the 2030 Agenda for Sustainable Development in geographic areas from where irregular migration systematically originates due to consistent impacts of poverty, unemployment, climate change and disasters, among other structural factors, through appropriate cooperation frameworks, innovative partnerships and the involvement of all relevant stakeholders, while upholding national ownership and shared responsibility
- c) Involve and support local authorities in the identification of needs and opportunities for international cooperation for the effective implementation of the Global Compact and integrate their perspectives and priorities into development strategies, programmes and planning on migration, as a means to ensure good governance as well as policy coherence across levels of government and policy sectors, and maximize the effectiveness and impact of international development cooperation
- d) Make use of the capacity-building mechanism and build upon other existing instruments to strengthen the capacities of relevant authorities by mobilizing technical, financial and human resources from States international financial institutions, the private sector, international organizations and other sources in order to assist all States in fulfilling the commitments outlined in this Global Compact
- e) Conclude bilateral, regional or multilateral mutually beneficial, tailored and transparent partnerships that develop targeted solutions to migration policy issues of common interest and address opportunities and challenges of migration in accordance with the Global Compact

## IMPLEMENTATION

39. For the effective implementation of the Global Compact, we require concerted efforts at global, regional, national and local levels, including a coherent United Nations system.
40. We will work to fulfil the objectives and commitments outlined in the Global Compact, in line with our vision and guiding principles, by taking effective steps to facilitate safe, orderly and regular migration at all stages. In doing so, we will take into account different national realities, capacities, and levels of development, and implement the Global Compact in a manner that is consistent with our rights and obligations under international law.
41. We will implement this Global Compact through enhanced bilateral, regional and multilateral cooperation and a revitalized global partnership in a spirit of solidarity We will continue building on existing mechanisms, platforms and frameworks to address migration in all its dimensions. Recognizing the centrality of international cooperation for the effective implementation of the objectives and commitments, we will strive to reinforce our engagement in North-South, South-South and triangular cooperation and assistance. Our cooperation efforts in this regard will be guided by the 2030 Agenda for Sustainable Development and the Addis Ababa Action Agenda.
42. We decide to establish a capacity-building mechanism in the United Nations, building upon existing initiatives, that supports Member States in the implementation of the Global Compact. It allows Members States, the United Nations and other stakeholders, including the private sector and philanthropic foundations, to contribute technical, financial and human resources on a voluntary basis in order to strengthen capacities and foster multi-partner cooperation. The capacity-building mechanism will consist of:
  - a) A connection hub that facilitates demand-driven, tailor-made and integrated solutions, by:
    - i. advising on, assessing and processing country requests for the development of solutions
    - ii. identifying main implementing partners within the United Nations system, in line with comparative advantages and operational capacities
    - iii. connecting the request to similar solutions for peer-to-peer exchange and potential replication, where existing and relevant
    - iv. ensuring effective set-up for multi-agency and multi-stakeholder implementation
    - v. identifying funding opportunities, including by initiating the start-up fund
  - b) A start-up fund for initial financing to realize project-oriented solutions, by:
    - i. providing seed-funding, where needed, to jump start a specific project
    - ii. complementing other funding sources
    - iii. receiving voluntary financial contributions by Member States, the United Nations, international financial institutions, and other stakeholders, including the private sector and philanthropic foundations
  - c) A global knowledge platform as an online open data source, by:
    - i. serving as a repository of existing evidence, practices and initiatives
    - ii. facilitating the accessibility to knowledge and sharing of solutions
    - iii. building on the GFMD Platform for Partnerships and other relevant sources

43. We will implement the Global Compact in cooperation and partnership with migrants, civil society, migrant and diaspora organizations, faith-based organizations, cities and local communities, the private sector, trade unions, parliamentarians, National Human Rights Institutions, the Red Cross and Red Crescent Movement, academia, the media and other relevant stakeholders.
44. We welcome the decision of the Secretary-General to establish a United Nations network on migration to ensure effective and coherent system-wide support to implementation, including the capacity-building mechanism, as well as follow-up and review of the Global Compact, in response to the needs of Member States. In this regard, we note that:
  - a) IOM will serve as the coordinator and secretariat of the network
  - b) the network will fully draw from the technical expertise and experience of relevant entities within the United Nations system
  - c) the work of the network will be fully aligned with existing coordination mechanisms and the repositioning of the United Nations Development System
45. We request the Secretary-General, drawing on the network, to report to the General Assembly on a biennial basis on the implementation of the Global Compact, the activities of the United Nations system in this regard, as well as the functioning of the institutional arrangements.
46. Further recognizing the important role of State-led processes and platforms at global and regional levels in advancing the international dialogue on migration, we invite the Global Forum on Migration and Development, Regional Consultative Processes and other global, regional and subregional fora to provide platforms to exchange experiences on the implementation of the Global Compact, share good practices on policies and cooperation, promote innovative approaches, and foster multi-stakeholder partnerships around specific policy issues.

## **FOLLOW-UP AND REVIEW**

47. We will review the progress made in implementing the Global Compact in the framework of the United Nations through a State-led approach and with the participation of all relevant stakeholders. For follow-up and review, we agree on intergovernmental measures that will assist us in fulfilling our objectives and commitments.
48. Considering that international migration requires a forum at global level through which Member States can review the implementation progress and guide the direction of the United Nations' work, we decide that:
  - a) The High-level Dialogue on International Migration and Development, currently scheduled to take place every fourth session of the General Assembly, shall be repurposed and renamed "International Migration Review Forum"
  - b) The International Migration Review Forum shall serve as the primary intergovernmental global platform for Member States to discuss and share progress on the implementation of all aspects of the Global Compact, including as it relates to the 2030 Agenda for Sustainable Development, and be multi-stakeholder in nature
  - c) The International Migration Review Forum shall take place every four years beginning in 2022



- d) The International Migration Review Forum shall discuss the implementation of the Global Compact at the national, regional and global levels, as well as allow for interaction with other relevant stakeholders with a view to building upon accomplishments and identifying opportunities for further cooperation
  - e) Each edition of the International Migration Review Forum will result in an inter-governmentally agreed Progress Declaration, which may be taken into consideration by the High Level Political Forum on Sustainable Development
49. Considering that most international migration takes place within regions, we also decide to select relevant subregional, regional and cross-regional processes, platforms and organizations, including the United Nations Regional Economic Commissions or Regional Consultative Processes, to review the implementation of the Global Compact within the respective regions, alternating with discussions at global level at a four year interval, in order to inform each edition of the International Migration Review Forum.
50. We invite the Global Forum on Migration and Development to provide a space for exchange among States on the implementation of some or the entirety of the objectives and commitments included in the Global Compact, and report the findings, best practices and innovative approaches to the International Migration Review Forum.
51. Recognizing the important contributions of State-led initiatives on international migration, we invite fora, such as the IOM International Dialogue on Migration, Regional Consultative Processes, and others to contribute to the International Migration Review Forum by providing data, evidence, best practices, innovative approaches and recommendations as they relate to the implementation of the Global Compact for Safe, Orderly and Regular Migration.



# General Assembly

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## Resolution adopted by the General Assembly on 19 September 2016

[without reference to a Main Committee (A/71/L.1)]

### 71/1. New York Declaration for Refugees and Migrants

*The General Assembly*

*Adopts* the following outcome document of the high-level plenary meeting on addressing large movements of refugees and migrants:

#### **New York Declaration for Refugees and Migrants**

We, the Heads of State and Government and High Representatives, meeting at United Nations Headquarters in New York on 19 September 2016 to address the question of large movements of refugees and migrants, have adopted the following political declaration.

#### **I. Introduction**

1. Since earliest times, humanity has been on the move. Some people move in search of new economic opportunities and horizons. Others move to escape armed conflict, poverty, food insecurity, persecution, terrorism, or human rights violations and abuses. Still others do so in response to the adverse effects of climate change, natural disasters (some of which may be linked to climate change), or other environmental factors. Many move, indeed, for a combination of these reasons.
2. We have considered today how the international community should best respond to the growing global phenomenon of large movements of refugees and migrants.
3. We are witnessing in today's world an unprecedented level of human mobility. More people than ever before live in a country other than the one in which they were born. Migrants are present in all countries in the world. Most of them move without incident. In 2015, their number surpassed 244 million, growing at a rate faster than the world's population. However, there are roughly 65 million forcibly displaced persons, including over 21 million refugees, 3 million asylum seekers and over 40 million internally displaced persons.
4. In adopting the 2030 Agenda for Sustainable Development<sup>1</sup> one year ago, we recognized clearly the positive contribution made by migrants for inclusive growth

<sup>1</sup> Resolution 70/1.



and sustainable development. Our world is a better place for that contribution. The benefits and opportunities of safe, orderly and regular migration are substantial and are often underestimated. Forced displacement and irregular migration in large movements, on the other hand, often present complex challenges.

5. We reaffirm the purposes and principles of the Charter of the United Nations. We reaffirm also the Universal Declaration of Human Rights<sup>2</sup> and recall the core international human rights treaties. We reaffirm and will fully protect the human rights of all refugees and migrants, regardless of status; all are rights holders. Our response will demonstrate full respect for international law and international human rights law and, where applicable, international refugee law and international humanitarian law.

6. Though their treatment is governed by separate legal frameworks, refugees and migrants have the same universal human rights and fundamental freedoms. They also face many common challenges and have similar vulnerabilities, including in the context of large movements. “Large movements” may be understood to reflect a number of considerations, including: the number of people arriving, the economic, social and geographical context, the capacity of a receiving State to respond and the impact of a movement that is sudden or prolonged. The term does not, for example, cover regular flows of migrants from one country to another. “Large movements” may involve mixed flows of people, whether refugees or migrants, who move for different reasons but who may use similar routes.

7. Large movements of refugees and migrants have political, economic, social, developmental, humanitarian and human rights ramifications, which cross all borders. These are global phenomena that call for global approaches and global solutions. No one State can manage such movements on its own. Neighbouring or transit countries, mostly developing countries, are disproportionately affected. Their capacities have been severely stretched in many cases, affecting their own social and economic cohesion and development. In addition, protracted refugee crises are now commonplace, with long-term repercussions for those involved and for their host countries and communities. Greater international cooperation is needed to assist host countries and communities.

8. We declare our profound solidarity with, and support for, the millions of people in different parts of the world who, for reasons beyond their control, are forced to uproot themselves and their families from their homes.

9. Refugees and migrants in large movements often face a desperate ordeal. Many take great risks, embarking on perilous journeys, which many may not survive. Some feel compelled to employ the services of criminal groups, including smugglers, and others may fall prey to such groups or become victims of trafficking. Even if they reach their destination, they face an uncertain reception and a precarious future.

10. We are determined to save lives. Our challenge is above all moral and humanitarian. Equally, we are determined to find long-term and sustainable solutions. We will combat with all the means at our disposal the abuses and exploitation suffered by countless refugees and migrants in vulnerable situations.

11. We acknowledge a shared responsibility to manage large movements of refugees and migrants in a humane, sensitive, compassionate and people-centred

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<sup>2</sup> Resolution 217 A (III).

manner. We will do so through international cooperation, while recognizing that there are varying capacities and resources to respond to these movements. International cooperation and, in particular, cooperation among countries of origin or nationality, transit and destination, has never been more important; “win-win” cooperation in this area has profound benefits for humanity. Large movements of refugees and migrants must have comprehensive policy support, assistance and protection, consistent with States’ obligations under international law. We also recall our obligations to fully respect their human rights and fundamental freedoms, and we stress their need to live their lives in safety and dignity. We pledge our support to those affected today as well as to those who will be part of future large movements.

12. We are determined to address the root causes of large movements of refugees and migrants, including through increased efforts aimed at early prevention of crisis situations based on preventive diplomacy. We will address them also through the prevention and peaceful resolution of conflict, greater coordination of humanitarian, development and peacebuilding efforts, the promotion of the rule of law at the national and international levels and the protection of human rights. Equally, we will address movements caused by poverty, instability, marginalization and exclusion and the lack of development and economic opportunities, with particular reference to the most vulnerable populations. We will work with countries of origin to strengthen their capacities.

13. All human beings are born free and equal in dignity and rights. Everyone has the right to recognition everywhere as a person before the law. We recall that our obligations under international law prohibit discrimination of any kind on the basis of race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. Yet in many parts of the world we are witnessing, with great concern, increasingly xenophobic and racist responses to refugees and migrants.

14. We strongly condemn acts and manifestations of racism, racial discrimination, xenophobia and related intolerance against refugees and migrants, and the stereotypes often applied to them, including on the basis of religion or belief. Diversity enriches every society and contributes to social cohesion. Demonizing refugees or migrants offends profoundly against the values of dignity and equality for every human being, to which we have committed ourselves. Gathered today at the United Nations, the birthplace and custodian of these universal values, we deplore all manifestations of xenophobia, racial discrimination and intolerance. We will take a range of steps to counter such attitudes and behaviour, in particular with regard to hate crimes, hate speech and racial violence. We welcome the global campaign proposed by the Secretary-General to counter xenophobia and we will implement it in cooperation with the United Nations and all relevant stakeholders, in accordance with international law. The campaign will emphasize, inter alia, direct personal contact between host communities and refugees and migrants and will highlight the positive contributions made by the latter, as well as our common humanity.

15. We invite the private sector and civil society, including refugee and migrant organizations, to participate in multi-stakeholder alliances to support efforts to implement the commitments we are making today.

16. In the 2030 Agenda for Sustainable Development, we pledged that no one would be left behind. We declared that we wished to see the Sustainable Development Goals and their targets met for all nations and peoples and for all segments of society. We said also that we would endeavour to reach the furthest

behind first. We reaffirm today our commitments that relate to the specific needs of migrants or refugees. The 2030 Agenda makes clear, *inter alia*, that we will facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. The needs of refugees, internally displaced persons and migrants are explicitly recognized.

17. The implementation of all relevant provisions of the 2030 Agenda for Sustainable Development will enable the positive contribution that migrants are making to sustainable development to be reinforced. At the same time, it will address many of the root causes of forced displacement, helping to create more favourable conditions in countries of origin. Meeting today, a year after our adoption of the 2030 Agenda, we are determined to realize the full potential of that Agenda for refugees and migrants.

18. We recall the Sendai Framework for Disaster Risk Reduction 2015–2030<sup>3</sup> and its recommendations concerning measures to mitigate risks associated with disasters. States that have signed and ratified the Paris Agreement on climate change<sup>4</sup> welcome that agreement and are committed to its implementation. We reaffirm the Addis Ababa Action Agenda of the Third International Conference on Financing for Development,<sup>5</sup> including its provisions that are applicable to refugees and migrants.

19. We take note of the report of the Secretary-General, entitled “In safety and dignity: addressing large movements of refugees and migrants”,<sup>6</sup> prepared pursuant to General Assembly decision 70/539 of 22 December 2015, in preparation for this high-level meeting. While recognizing that the following conferences either did not have an intergovernmentally agreed outcome or were regional in scope, we take note of the World Humanitarian Summit, held in Istanbul, Turkey, on 23 and 24 May 2016, the high-level meeting on global responsibility-sharing through pathways for admission of Syrian refugees, convened by the Office of the United Nations High Commissioner for Refugees on 30 March 2016, the conference on “Supporting Syria and the Region”, held in London on 4 February 2016, and the pledging conference on Somali refugees, held in Brussels on 21 October 2015. While recognizing that the following initiatives are regional in nature and apply only to those countries participating in them, we take note of regional initiatives such as the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime, the European Union-Horn of Africa Migration Route Initiative and the African Union-Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants (the Khartoum Process), the Rabat Process, the Valletta Action Plan and the Brazil Declaration and Plan of Action.

20. We recognize the very large number of people who are displaced within national borders and the possibility that such persons might seek protection and assistance in other countries as refugees or migrants. We note the need for reflection on effective strategies to ensure adequate protection and assistance for internally displaced persons and to prevent and reduce such displacement.

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<sup>3</sup> Resolution 69/283, annex II.

<sup>4</sup> See FCCC/CP/2015/10/Add.1, decision 1/CP.21, annex.

<sup>5</sup> Resolution 69/313, annex.

<sup>6</sup> A/70/59.

## **Commitments**

21. We have endorsed today a set of commitments that apply to both refugees and migrants, as well as separate sets of commitments for refugees and migrants. We do so taking into account different national realities, capacities and levels of development and respecting national policies and priorities. We reaffirm our commitment to international law and emphasize that the present declaration and its annexes are to be implemented in a manner that is consistent with the rights and obligations of States under international law. While some commitments are mainly applicable to one group, they may also be applicable to the other. Furthermore, while they are all framed in the context of the large movements we are considering today, many may be applicable also to regular migration. Annex I to the present declaration contains a comprehensive refugee response framework and outlines steps towards the achievement of a global compact on refugees in 2018, while annex II sets out steps towards the achievement of a global compact for safe, orderly and regular migration in 2018.

## **II. Commitments that apply to both refugees and migrants**

22. Underlining the importance of a comprehensive approach to the issues involved, we will ensure a people-centred, sensitive, humane, dignified, gender-responsive and prompt reception for all persons arriving in our countries, and particularly those in large movements, whether refugees or migrants. We will also ensure full respect and protection for their human rights and fundamental freedoms.

23. We recognize and will address, in accordance with our obligations under international law, the special needs of all people in vulnerable situations who are travelling within large movements of refugees and migrants, including women at risk, children, especially those who are unaccompanied or separated from their families, members of ethnic and religious minorities, victims of violence, older persons, persons with disabilities, persons who are discriminated against on any basis, indigenous peoples, victims of human trafficking, and victims of exploitation and abuse in the context of the smuggling of migrants.

24. Recognizing that States have rights and responsibilities to manage and control their borders, we will implement border control procedures in conformity with applicable obligations under international law, including international human rights law and international refugee law. We will promote international cooperation on border control and management as an important element of security for States, including issues relating to battling transnational organized crime, terrorism and illicit trade. We will ensure that public officials and law enforcement officers who work in border areas are trained to uphold the human rights of all persons crossing, or seeking to cross, international borders. We will strengthen international border management cooperation, including in relation to training and the exchange of best practices. We will intensify support in this area and help to build capacity as appropriate. We reaffirm that, in line with the principle of non-refoulement, individuals must not be returned at borders. We acknowledge also that, while upholding these obligations and principles, States are entitled to take measures to prevent irregular border crossings.

25. We will make efforts to collect accurate information regarding large movements of refugees and migrants. We will also take measures to identify correctly their nationalities, as well as their reasons for movement. We will take measures to identify those who are seeking international protection as refugees.

26. We will continue to protect the human rights and fundamental freedoms of all persons, in transit and after arrival. We stress the importance of addressing the immediate needs of persons who have been exposed to physical or psychological abuse while in transit upon their arrival, without discrimination and without regard to legal or migratory status or means of transportation. For this purpose, we will consider appropriate support to strengthen, at their request, capacity-building for countries that receive large movements of refugees and migrants.
27. We are determined to address unsafe movements of refugees and migrants, with particular reference to irregular movements of refugees and migrants. We will do so without prejudice to the right to seek asylum. We will combat the exploitation, abuse and discrimination suffered by many refugees and migrants.
28. We express our profound concern at the large number of people who have lost their lives in transit. We commend the efforts already made to rescue people in distress at sea. We commit to intensifying international cooperation on the strengthening of search and rescue mechanisms. We will also work to improve the availability of accurate data on the whereabouts of people and vessels stranded at sea. In addition, we will strengthen support for rescue efforts over land along dangerous or isolated routes. We will draw attention to the risks involved in the use of such routes in the first instance.
29. We recognize and will take steps to address the particular vulnerabilities of women and children during the journey from country of origin to country of arrival. This includes their potential exposure to discrimination and exploitation, as well as to sexual, physical and psychological abuse, violence, human trafficking and contemporary forms of slavery.
30. We encourage States to address the vulnerabilities to HIV and the specific health-care needs experienced by migrant and mobile populations, as well as by refugees and crisis-affected populations, and to take steps to reduce stigma, discrimination and violence, as well as to review policies related to restrictions on entry based on HIV status, with a view to eliminating such restrictions and the return of people on the basis of their HIV status, and to support their access to HIV prevention, treatment, care and support.
31. We will ensure that our responses to large movements of refugees and migrants mainstream a gender perspective, promote gender equality and the empowerment of all women and girls and fully respect and protect the human rights of women and girls. We will combat sexual and gender-based violence to the greatest extent possible. We will provide access to sexual and reproductive health-care services. We will tackle the multiple and intersecting forms of discrimination against refugee and migrant women and girls. At the same time, recognizing the significant contribution and leadership of women in refugee and migrant communities, we will work to ensure their full, equal and meaningful participation in the development of local solutions and opportunities. We will take into consideration the different needs, vulnerabilities and capacities of women, girls, boys and men.
32. We will protect the human rights and fundamental freedoms of all refugee and migrant children, regardless of their status, and giving primary consideration at all times to the best interests of the child. This will apply particularly to unaccompanied children and those separated from their families; we will refer their care to the relevant national child protection authorities and other relevant

authorities. We will comply with our obligations under the Convention on the Rights of the Child.<sup>7</sup> We will work to provide for basic health, education and psychosocial development and for the registration of all births on our territories. We are determined to ensure that all children are receiving education within a few months of arrival, and we will prioritize budgetary provision to facilitate this, including support for host countries as required. We will strive to provide refugee and migrant children with a nurturing environment for the full realization of their rights and capabilities.

33. Reaffirming that all individuals who have crossed or are seeking to cross international borders are entitled to due process in the assessment of their legal status, entry and stay, we will consider reviewing policies that criminalize cross-border movements. We will also pursue alternatives to detention while these assessments are under way. Furthermore, recognizing that detention for the purposes of determining migration status is seldom, if ever, in the best interest of the child, we will use it only as a measure of last resort, in the least restrictive setting, for the shortest possible period of time, under conditions that respect their human rights and in a manner that takes into account, as a primary consideration, the best interest of the child, and we will work towards the ending of this practice.

34. Reaffirming the importance of the United Nations Convention against Transnational Organized Crime and the two relevant Protocols thereto,<sup>8</sup> we encourage the ratification of, accession to and implementation of relevant international instruments on preventing and combating trafficking in persons and the smuggling of migrants.

35. We recognize that refugees and migrants in large movements are at greater risk of being trafficked and of being subjected to forced labour. We will, with full respect for our obligations under international law, vigorously combat human trafficking and migrant smuggling with a view to their elimination, including through targeted measures to identify victims of human trafficking or those at risk of trafficking. We will provide support for the victims of human trafficking. We will work to prevent human trafficking among those affected by displacement.

36. With a view to disrupting and eliminating the criminal networks involved, we will review our national legislation to ensure conformity with our obligations under international law on migrant smuggling, human trafficking and maritime safety. We will implement the United Nations Global Plan of Action to Combat Trafficking in Persons.<sup>9</sup> We will establish or upgrade, as appropriate, national and regional anti-human trafficking policies. We note regional initiatives such as the African Union-Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants, the Plan of Action Against Trafficking in Persons, Especially Women and Children, of the Association of Southeast Asian Nations, the European Union Strategy towards the Eradication of Trafficking in Human Beings 2012–2016, and the Work Plans against Trafficking in Persons in the Western Hemisphere. We welcome reinforced technical cooperation, on a regional and bilateral basis, between countries of origin, transit and destination on the prevention of human trafficking and migrant smuggling and the prosecution of traffickers and smugglers.

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<sup>7</sup> United Nations, *Treaty Series*, vol. 1577, No. 27531.

<sup>8</sup> *Ibid.*, vols. 2225, 2237 and 2241, No. 39574.

<sup>9</sup> Resolution [64/293](#).



37. We favour an approach to addressing the drivers and root causes of large movements of refugees and migrants, including forced displacement and protracted crises, which would, inter alia, reduce vulnerability, combat poverty, improve self-reliance and resilience, ensure a strengthened humanitarian-development nexus, and improve coordination with peacebuilding efforts. This will involve coordinated prioritized responses based on joint and impartial needs assessments and facilitating cooperation across institutional mandates.

38. We will take measures to provide, on the basis of bilateral, regional and international cooperation, humanitarian financing that is adequate, flexible, predictable and consistent, to enable host countries and communities to respond both to the immediate humanitarian needs and to their longer-term development needs. There is a need to address gaps in humanitarian funding, considering additional resources as appropriate. We look forward to close cooperation in this regard among Member States, United Nations entities and other actors and between the United Nations and international financial institutions such as the World Bank, where appropriate. We envisage innovative financing responses, risk financing for affected communities and the implementation of other efficiencies such as reducing management costs, improving transparency, increasing the use of national responders, expanding the use of cash assistance, reducing duplication, increasing engagement with beneficiaries, diminishing earmarked funding and harmonizing reporting, so as to ensure a more effective use of existing resources.

39. We commit to combating xenophobia, racism and discrimination in our societies against refugees and migrants. We will take measures to improve their integration and inclusion, as appropriate, and with particular reference to access to education, health care, justice and language training. We recognize that these measures will reduce the risks of marginalization and radicalization. National policies relating to integration and inclusion will be developed, as appropriate, in conjunction with relevant civil society organizations, including faith-based organizations, the private sector, employers' and workers' organizations and other stakeholders. We also note the obligation for refugees and migrants to observe the laws and regulations of their host countries.

40. We recognize the importance of improved data collection, particularly by national authorities, and will enhance international cooperation to this end, including through capacity-building, financial support and technical assistance. Such data should be disaggregated by sex and age and include information on regular and irregular flows, the economic impacts of migration and refugee movements, human trafficking, the needs of refugees, migrants and host communities and other issues. We will do so consistent with our national legislation on data protection, if applicable, and our international obligations related to privacy, as applicable.

### **III. Commitments for migrants**

41. We are committed to protecting the safety, dignity and human rights and fundamental freedoms of all migrants, regardless of their migratory status, at all times. We will cooperate closely to facilitate and ensure safe, orderly and regular migration, including return and readmission, taking into account national legislation.

42. We commit to safeguarding the rights of, protecting the interests of and assisting our migrant communities abroad, including through consular protection, assistance and cooperation, in accordance with relevant international law. We

reaffirm that everyone has the right to leave any country, including his or her own, and to return to his or her country. We recall at the same time that each State has a sovereign right to determine whom to admit to its territory, subject to that State's international obligations. We recall also that States must readmit their returning nationals and ensure that they are duly received without undue delay, following confirmation of their nationalities in accordance with national legislation. We will take measures to inform migrants about the various processes relating to their arrival and stay in countries of transit, destination and return.

43. We commit to addressing the drivers that create or exacerbate large movements. We will analyse and respond to the factors, including in countries of origin, which lead or contribute to large movements. We will cooperate to create conditions that allow communities and individuals to live in peace and prosperity in their homelands. Migration should be a choice, not a necessity. We will take measures, inter alia, to implement the 2030 Agenda for Sustainable Development, whose objectives include eradicating extreme poverty and inequality, revitalizing the Global Partnership for Sustainable Development, promoting peaceful and inclusive societies based on international human rights and the rule of law, creating conditions for balanced, sustainable and inclusive economic growth and employment, combating environmental degradation and ensuring effective responses to natural disasters and the adverse impacts of climate change.

44. Recognizing that the lack of educational opportunities is often a push factor for migration, particularly for young people, we commit to strengthening capacities in countries of origin, including in educational institutions. We commit also to enhancing employment opportunities, particularly for young people, in countries of origin. We acknowledge also the impact of migration on human capital in countries of origin.

45. We will consider reviewing our migration policies with a view to examining their possible unintended negative consequences.

46. We also recognize that international migration is a multidimensional reality of major relevance for the development of countries of origin, transit and destination, which requires coherent and comprehensive responses. Migrants can make positive and profound contributions to economic and social development in their host societies and to global wealth creation. They can help to respond to demographic trends, labour shortages and other challenges in host societies, and add fresh skills and dynamism to the latter's economies. We recognize the development benefits of migration to countries of origin, including through the involvement of diasporas in economic development and reconstruction. We will commit to reducing the costs of labour migration and promote ethical recruitment policies and practices between sending and receiving countries. We will promote faster, cheaper and safer transfers of migrant remittances in both source and recipient countries, including through a reduction in transaction costs, as well as the facilitation of interaction between diasporas and their countries of origin. We would like these contributions to be more widely recognized and indeed, strengthened in the context of implementation of the 2030 Agenda for Sustainable Development.

47. We will ensure that all aspects of migration are integrated into global, regional and national sustainable development plans and into humanitarian, peacebuilding and human rights policies and programmes.

48. We call upon States that have not done so to consider ratifying, or acceding to, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.<sup>10</sup> We call also upon States that have not done so to consider acceding to relevant International Labour Organization conventions, as appropriate. We note, in addition, that migrants enjoy rights and protection under various provisions of international law.

49. We commit to strengthening global governance of migration. We therefore warmly support and welcome the agreement to bring the International Organization for Migration, an organization regarded by its Member States as the global lead agency on migration, into a closer legal and working relationship with the United Nations as a related organization.<sup>11</sup> We look forward to the implementation of this agreement, which will assist and protect migrants more comprehensively, help States to address migration issues and promote better coherence between migration and related policy domains.

50. We will assist, impartially and on the basis of needs, migrants in countries that are experiencing conflicts or natural disasters, working, as applicable, in coordination with the relevant national authorities. While recognizing that not all States are participating in them, we note in this regard the Migrants in Countries in Crisis initiative and the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change resulting from the Nansen Initiative.

51. We take note of the work done by the Global Migration Group to develop principles and practical guidance on the protection of the human rights of migrants in vulnerable situations.

52. We will consider developing non-binding guiding principles and voluntary guidelines, consistent with international law, on the treatment of migrants in vulnerable situations, especially unaccompanied and separated children who do not qualify for international protection as refugees and who may need assistance. The guiding principles and guidelines will be developed using a State-led process with the involvement of all relevant stakeholders and with input from the Special Representative of the Secretary-General on International Migration and Development, the International Organization for Migration, the Office of the United Nations High Commissioner for Human Rights, the Office of the United Nations High Commissioner for Refugees and other relevant United Nations system entities. They would complement national efforts to protect and assist migrants.

53. We welcome the willingness of some States to provide temporary protection against return to migrants who do not qualify for refugee status and who are unable to return home owing to conditions in their countries.

54. We will build on existing bilateral, regional and global cooperation and partnership mechanisms, in accordance with international law, for facilitating migration in line with the 2030 Agenda for Sustainable Development. We will strengthen cooperation to this end among countries of origin, transit and destination, including through regional consultative processes, international organizations, the International Red Cross and Red Crescent Movement, regional economic organizations and local government authorities, as well as with relevant private

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<sup>10</sup> United Nations, *Treaty Series*, vol. 2220, No. 39481.

<sup>11</sup> Resolution [70/296](#), annex.

sector recruiters and employers, labour unions, civil society and migrant and diaspora groups. We recognize the particular needs of local authorities, who are the first receivers of migrants.

55. We recognize the progress made on international migration and development issues within the United Nations system, including the first and second High-level Dialogues on International Migration and Development. We will support enhanced global and regional dialogue and deepened collaboration on migration, particularly through exchanges of best practice and mutual learning and the development of national or regional initiatives. We note in this regard the valuable contribution of the Global Forum on Migration and Development and acknowledge the importance of multi-stakeholder dialogues on migration and development.

56. We affirm that children should not be criminalized or subject to punitive measures because of their migration status or that of their parents.

57. We will consider facilitating opportunities for safe, orderly and regular migration, including, as appropriate, employment creation, labour mobility at all skills levels, circular migration, family reunification and education-related opportunities. We will pay particular attention to the application of minimum labour standards for migrant workers regardless of their status, as well as to recruitment and other migration-related costs, remittance flows, transfers of skills and knowledge and the creation of employment opportunities for young people.

58. We strongly encourage cooperation among countries of origin or nationality, countries of transit, countries of destination and other relevant countries in ensuring that migrants who do not have permission to stay in the country of destination can return, in accordance with international obligations of all States, to their country of origin or nationality in a safe, orderly and dignified manner, preferably on a voluntary basis, taking into account national legislation in line with international law. We note that cooperation on return and readmission forms an important element of international cooperation on migration. Such cooperation would include ensuring proper identification and the provision of relevant travel documents. Any type of return, whether voluntary or otherwise, must be consistent with our obligations under international human rights law and in compliance with the principle of non-refoulement. It should also respect the rules of international law and must in addition be conducted in keeping with the best interests of children and with due process. While recognizing that they apply only to States that have entered into them, we acknowledge that existing readmission agreements should be fully implemented. We support enhanced reception and reintegration assistance for those who are returned. Particular attention should be paid to the needs of migrants in vulnerable situations who return, such as children, older persons, persons with disabilities and victims of trafficking.

59. We reaffirm our commitment to protect the human rights of migrant children, given their vulnerability, particularly unaccompanied migrant children, and to provide access to basic health, education and psychosocial services, ensuring that the best interests of the child is a primary consideration in all relevant policies.

60. We recognize the need to address the special situation and vulnerability of migrant women and girls by, inter alia, incorporating a gender perspective into migration policies and strengthening national laws, institutions and programmes to combat gender-based violence, including trafficking in persons and discrimination against women and girls.

61. While recognizing the contribution of civil society, including non-governmental organizations, to promoting the well-being of migrants and their integration into societies, especially at times of extremely vulnerable conditions, and the support of the international community to the efforts of such organizations, we encourage deeper interaction between Governments and civil society to find responses to the challenges and the opportunities posed by international migration.

62. We note that the Special Representative of the Secretary-General on International Migration and Development, Mr. Peter Sutherland, will be providing, before the end of 2016, a report that will propose ways of strengthening international cooperation and the engagement of the United Nations on migration.

63. We commit to launching, in 2016, a process of intergovernmental negotiations leading to the adoption of a global compact for safe, orderly and regular migration at an intergovernmental conference to be held in 2018. We invite the President of the General Assembly to make arrangements for the determination of the modalities, timeline and other practicalities relating to the negotiation process. Further details regarding the process are set out in annex II to the present declaration.

#### **IV. Commitments for refugees**

64. Recognizing that armed conflict, persecution and violence, including terrorism, are among the factors which give rise to large refugee movements, we will work to address the root causes of such crisis situations and to prevent or resolve conflict by peaceful means. We will work in every way possible for the peaceful settlement of disputes, the prevention of conflict and the achievement of the long-term political solutions required. Preventive diplomacy and early response to conflict on the part of States and the United Nations are critical. The promotion of human rights is also critical. In addition, we will promote good governance, the rule of law, effective, accountable and inclusive institutions, and sustainable development at the international, regional, national and local levels. Recognizing that displacement could be reduced if international humanitarian law were respected by all parties to armed conflict, we renew our commitment to uphold humanitarian principles and international humanitarian law. We confirm also our respect for the rules that safeguard civilians in conflict.

65. We reaffirm the 1951 Convention relating to the Status of Refugees<sup>12</sup> and the 1967 Protocol thereto<sup>13</sup> as the foundation of the international refugee protection regime. We recognize the importance of their full and effective application by States parties and the values they embody. We note with satisfaction that 148 States are now parties to one or both instruments. We encourage States not parties to consider acceding to those instruments and States parties with reservations to give consideration to withdrawing them. We recognize also that a number of States not parties to the international refugee instruments have shown a generous approach to hosting refugees.

66. We reaffirm that international refugee law, international human rights law and international humanitarian law provide the legal framework to strengthen the protection of refugees. We will ensure, in this context, protection for all who need it. We take note of regional refugee instruments, such as the Organization of African

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<sup>12</sup> United Nations, *Treaty Series*, vol. 189, No. 2545.

<sup>13</sup> *Ibid.*, vol. 606, No. 8791.

Unity Convention governing the specific aspects of refugee problems in Africa<sup>14</sup> and the Cartagena Declaration on Refugees.

67. We reaffirm respect for the institution of asylum and the right to seek asylum. We reaffirm also respect for and adherence to the fundamental principle of non-refoulement in accordance with international refugee law.

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

69. We believe that a comprehensive refugee response should be developed and initiated by the Office of the United Nations High Commissioner for Refugees, in close coordination with relevant States, including host countries, and involving other relevant United Nations entities, for each situation involving large movements of refugees. This should involve a multi-stakeholder approach that includes national and local authorities, international organizations, international financial institutions, civil society partners (including faith-based organizations, diaspora organizations and academia), the private sector, the media and refugees themselves. A comprehensive framework of this kind is annexed to the present declaration.

70. We will ensure that refugee admission policies or arrangements are in line with our obligations under international law. We wish to see administrative barriers eased, with a view to accelerating refugee admission procedures to the extent possible. We will, where appropriate, assist States to conduct early and effective registration and documentation of refugees. We will also promote access for children to child-appropriate procedures. At the same time, we recognize that the ability of refugees to lodge asylum claims in the country of their choice may be regulated, subject to the safeguard that they will have access to, and enjoyment of, protection elsewhere.

71. We encourage the adoption of measures to facilitate access to civil registration and documentation for refugees. We recognize in this regard the importance of early and effective registration and documentation, as a protection tool and to facilitate the provision of humanitarian assistance.

72. We recognize that statelessness can be a root cause of forced displacement and that forced displacement, in turn, can lead to statelessness. We take note of the campaign of the Office of the United Nations High Commissioner for Refugees to end statelessness within a decade and we encourage States to consider actions they could take to reduce the incidence of statelessness. We encourage those States that have not yet acceded to the 1954 Convention relating to the Status of Stateless Persons<sup>15</sup> and the 1961 Convention on the Reduction of Statelessness<sup>16</sup> to consider doing so.

73. We recognize that refugee camps should be the exception and, to the extent possible, a temporary measure in response to an emergency. We note that 60 per cent

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<sup>14</sup> Ibid., vol. 1001, No. 14691.

<sup>15</sup> Ibid., vol. 360, No. 5158.

<sup>16</sup> Ibid., vol. 989, No. 14458.

of refugees worldwide are in urban settings and only a minority are in camps. We will ensure that the delivery of assistance to refugees and host communities is adapted to the relevant context. We underline that host States have the primary responsibility to ensure the civilian and humanitarian character of refugee camps and settlements. We will work to ensure that this character is not compromised by the presence or activities of armed elements and to ensure that camps are not used for purposes that are incompatible with their civilian character. We will work to strengthen security in refugee camps and surrounding local communities, at the request and with the consent of the host country.

74. We welcome the extraordinarily generous contribution made to date by countries that host large refugee populations and will work to increase the support for those countries. We call for pledges made at relevant conferences to be disbursed promptly.

75. We commit to working towards solutions from the outset of a refugee situation. We will actively promote durable solutions, particularly in protracted refugee situations, with a focus on sustainable and timely return in safety and dignity. This will encompass repatriation, reintegration, rehabilitation and reconstruction activities. We encourage States and other relevant actors to provide support through, inter alia, the allocation of funds.

76. We reaffirm that voluntary repatriation should not necessarily be conditioned on the accomplishment of political solutions in the country of origin.

77. We intend to expand the number and range of legal pathways available for refugees to be admitted to or resettled in third countries. In addition to easing the plight of refugees, this has benefits for countries that host large refugee populations and for third countries that receive refugees.

78. We urge States that have not yet established resettlement programmes to consider doing so at the earliest opportunity. Those which have already done so are encouraged to consider increasing the size of their programmes. It is our aim to provide resettlement places and other legal pathways for admission on a scale that would enable the annual resettlement needs identified by the Office of the United Nations High Commissioner for Refugees to be met.

79. We will consider the expansion of existing humanitarian admission programmes, possible temporary evacuation programmes, including evacuation for medical reasons, flexible arrangements to assist family reunification, private sponsorship for individual refugees and opportunities for labour mobility for refugees, including through private sector partnerships, and for education, such as scholarships and student visas.

80. We are committed to providing humanitarian assistance to refugees so as to ensure essential support in key life-saving sectors, such as health care, shelter, food, water and sanitation. We commit to supporting host countries and communities in this regard, including by using locally available knowledge and capacities. We will support community-based development programmes that benefit both refugees and host communities.

81. We are determined to provide quality primary and secondary education in safe learning environments for all refugee children, and to do so within a few months of the initial displacement. We commit to providing host countries with support in this regard. Access to quality education, including for host communities, gives fundamental protection to children and youth in displacement contexts, particularly in situations of conflict and crisis.

82. We will support early childhood education for refugee children. We will also promote tertiary education, skills training and vocational education. In conflict and crisis situations, higher education serves as a powerful driver for change, shelters and protects a critical group of young men and women by maintaining their hopes for the future, fosters inclusion and non-discrimination and acts as a catalyst for the recovery and rebuilding of post-conflict countries.

83. We will work to ensure that the basic health needs of refugee communities are met and that women and girls have access to essential health-care services. We commit to providing host countries with support in this regard. We will also develop national strategies for the protection of refugees within the framework of national social protection systems, as appropriate.

84. Welcoming the positive steps taken by individual States, we encourage host Governments to consider opening their labour markets to refugees. We will work to strengthen host countries' and communities' resilience, assisting them, for example, with employment creation and income generation schemes. In this regard, we recognize the potential of young people and will work to create the conditions for growth, employment and education that will allow them to be the drivers of development.

85. In order to meet the challenges posed by large movements of refugees, close coordination will be required among a range of humanitarian and development actors. We commit to putting those most affected at the centre of planning and action. Host Governments and communities may need support from relevant United Nations entities, local authorities, international financial institutions, regional development banks, bilateral donors, the private sector and civil society. We strongly encourage joint responses involving all such actors in order to strengthen the nexus between humanitarian and development actors, facilitate cooperation across institutional mandates and, by helping to build self-reliance and resilience, lay a basis for sustainable solutions. In addition to meeting direct humanitarian and development needs, we will work to support environmental, social and infrastructural rehabilitation in areas affected by large movements of refugees.

86. We note with concern a significant gap between the needs of refugees and the available resources. We encourage support from a broader range of donors and will take measures to make humanitarian financing more flexible and predictable, with diminished earmarking and increased multi-year funding, in order to close this gap. United Nations entities such as the Office of the United Nations High Commissioner for Refugees and the United Nations Relief and Works Agency for Palestine Refugees in the Near East and other relevant organizations require sufficient funding to be able to carry out their activities effectively and in a predictable manner. We welcome the increasing engagement of the World Bank and multilateral development banks and improvements in access to concessional development financing for affected communities. It is clear, furthermore, that private sector investment in support of refugee communities and host countries will be of critical importance over the coming years. Civil society is also a key partner in every region of the world in responding to the needs of refugees.

87. We note that the United States of America, Canada, Ethiopia, Germany, Jordan, Mexico, Sweden and the Secretary-General will host a high-level meeting on refugees on 20 September 2016.



## **V. Follow-up to and review of our commitments**

88. We recognize that arrangements are needed to ensure systematic follow-up to and review of all of the commitments we are making today. Accordingly, we request the Secretary-General to ensure that the progress made by Member States and the United Nations in implementing the commitments made at today's high-level meeting will be the subject of periodic assessments provided to the General Assembly with reference, as appropriate, to the 2030 Agenda for Sustainable Development.

89. In addition, a role in reviewing relevant aspects of the present declaration should be envisaged for the periodic High-level Dialogues on International Migration and Development and for the annual report of the United Nations High Commissioner for Refugees to the General Assembly.

90. In recognition of the need for significant financial and programme support to host countries and communities affected by large movements of refugees and migrants, we request the Secretary-General to report to the General Assembly at its seventy-first session on ways of achieving greater efficiency, operational effectiveness and system-wide coherence, as well as ways of strengthening the engagement of the United Nations with international financial institutions and the private sector, with a view to fully implementing the commitments outlined in the present declaration.

*3rd plenary meeting  
19 September 2016*

## **Annex I**

### **Comprehensive refugee response framework**

1. The scale and nature of refugee displacement today requires us to act in a comprehensive and predictable manner in large-scale refugee movements. Through a comprehensive refugee response based on the principles of international cooperation and on burden- and responsibility-sharing, we are better able to protect and assist refugees and to support the host States and communities involved.

2. The comprehensive refugee response framework will be developed and initiated by the Office of the United Nations High Commissioner for Refugees, in close coordination with relevant States, including host countries, and involving other relevant United Nations entities, for each situation involving large movements of refugees. A comprehensive refugee response should involve a multi-stakeholder approach, including national and local authorities, international organizations, international financial institutions, regional organizations, regional coordination and partnership mechanisms, civil society partners, including faith-based organizations and academia, the private sector, media and the refugees themselves.

3. While each large movement of refugees will differ in nature, the elements noted below provide a framework for a comprehensive and people-centred refugee response, which is in accordance with international law and best international practice and adapted to the specific context.

4. We envisage a comprehensive refugee response framework for each situation involving large movements of refugees, including in protracted situations, as an integral and distinct part of an overall humanitarian response, where it exists, and which would normally contain the elements set out below.

**Reception and admission**

5. At the outset of a large movement of refugees, receiving States, bearing in mind their national capacities and international legal obligations, in cooperation, as appropriate, with the Office of the United Nations High Commissioner for Refugees, international organizations and other partners and with the support of other States as requested, in conformity with international obligations, would:

(a) Ensure, to the extent possible, that measures are in place to identify persons in need of international protection as refugees, provide for adequate, safe and dignified reception conditions, with a particular emphasis on persons with specific needs, victims of human trafficking, child protection, family unity, and prevention of and response to sexual and gender-based violence, and support the critical contribution of receiving communities and societies in this regard;

(b) Take account of the rights, specific needs, contributions and voices of women and girl refugees;

(c) Assess and meet the essential needs of refugees, including by providing access to adequate safe drinking water, sanitation, food, nutrition, shelter, psychosocial support and health care, including sexual and reproductive health, and providing assistance to host countries and communities in this regard, as required;

(d) Register individually and document those seeking protection as refugees, including in the first country where they seek asylum, as quickly as possible upon their arrival. To achieve this, assistance may be needed, in areas such as biometric technology and other technical and financial support, to be coordinated by the Office of the United Nations High Commissioner for Refugees with relevant actors and partners, where necessary;

(e) Use the registration process to identify specific assistance needs and protection arrangements, where possible, including but not exclusively for refugees with special protection concerns, such as women at risk, children, especially unaccompanied children and children separated from their families, child-headed and single-parent households, victims of trafficking, victims of trauma and survivors of sexual violence, as well as refugees with disabilities and older persons;

(f) Work to ensure the immediate birth registration for all refugee children born on their territory and provide adequate assistance at the earliest opportunity with obtaining other necessary documents, as appropriate, relating to civil status, such as marriage, divorce and death certificates;

(g) Put in place measures, with appropriate legal safeguards, which uphold refugees' human rights, with a view to ensuring the security of refugees, as well as measures to respond to host countries' legitimate security concerns;

(h) Take measures to maintain the civilian and humanitarian nature of refugee camps and settlements;

(i) Take steps to ensure the credibility of asylum systems, including through collaboration among the countries of origin, transit and destination and to facilitate the return and readmission of those who do not qualify for refugee status.

**Support for immediate and ongoing needs**

6. States, in cooperation with multilateral donors and private sector partners, as appropriate, would, in coordination with receiving States:

(a) Mobilize adequate financial and other resources to cover the humanitarian needs identified within the comprehensive refugee response framework;

(b) Provide resources in a prompt, predictable, consistent and flexible manner, including through wider partnerships involving State, civil society, faith-based and private sector partners;

(c) Take measures to extend the finance lending schemes that exist for developing countries to middle-income countries hosting large numbers of refugees, bearing in mind the economic and social costs to those countries;

(d) Consider establishing development funding mechanisms for such countries;

(e) Provide assistance to host countries to protect the environment and strengthen infrastructure affected by large movements of refugees;

(f) Increase support for cash-based delivery mechanisms and other innovative means for the efficient provision of humanitarian assistance, where appropriate, while increasing accountability to ensure that humanitarian assistance reaches its beneficiaries.

7. Host States, in cooperation with the Office of the United Nations High Commissioner for Refugees and other United Nations entities, financial institutions and other relevant partners, would, as appropriate:

(a) Provide prompt, safe and unhindered access to humanitarian assistance for refugees in accordance with existing humanitarian principles;

(b) Deliver assistance, to the extent possible, through appropriate national and local service providers, such as public authorities for health, education, social services and child protection;

(c) Encourage and empower refugees, at the outset of an emergency phase, to establish supportive systems and networks that involve refugees and host communities and are age- and gender-sensitive, with a particular emphasis on the protection and empowerment of women and children and other persons with specific needs;

(d) Support local civil society partners that contribute to humanitarian responses, in recognition of their complementary contribution;

(e) Ensure close cooperation and encourage joint planning, as appropriate, between humanitarian and development actors and other relevant actors.

#### **Support for host countries and communities**

8. States, the Office of the United Nations High Commissioner for Refugees and relevant partners would:

(a) Implement a joint, impartial and rapid risk and/or impact assessment, in anticipation or after the onset of a large refugee movement, in order to identify and prioritize the assistance required for refugees, national and local authorities, and communities affected by a refugee presence;

(b) Incorporate, where appropriate, the comprehensive refugee response framework in national development planning, in order to strengthen the delivery of essential services and infrastructure for the benefit of host communities and refugees;

(c) Work to provide adequate resources, without prejudice to official development assistance, for national and local government authorities and other service providers in view of the increased needs and pressures on social services. Programmes should benefit refugees and the host country and communities.

**Durable solutions**

9. We recognize that millions of refugees around the world at present have no access to timely and durable solutions, the securing of which is one of the principal goals of international protection. The success of the search for solutions depends in large measure on resolute and sustained international cooperation and support.

10. We believe that actions should be taken in pursuit of the following durable solutions: voluntary repatriation, local solutions and resettlement and complementary pathways for admission. These actions should include the elements set out below.

11. We reaffirm the primary goal of bringing about conditions that would help refugees return in safety and dignity to their countries and emphasize the need to tackle the root causes of violence and armed conflict and to achieve necessary political solutions and the peaceful settlement of disputes, as well as to assist in reconstruction efforts. In this context, States of origin/nationality would:

(a) Acknowledge that everyone has the right to leave any country, including his or her own, and to return to his or her country;

(b) Respect this right and also respect the obligation to receive back their nationals, which should occur in a safe, dignified and humane manner and with full respect for human rights in accordance with obligations under international law;

(c) Provide necessary identification and travel documents;

(d) Facilitate the socioeconomic reintegration of returnees;

(e) Consider measures to enable the restitution of property.

12. To ensure sustainable return and reintegration, States, United Nations organizations and relevant partners would:

(a) Recognize that the voluntary nature of repatriation is necessary as long as refugees continue to require international protection, that is, as long as they cannot regain fully the protection of their own country;

(b) Plan for and support measures to encourage voluntary and informed repatriation, reintegration and reconciliation;

(c) Support countries of origin/nationality, where appropriate, including through funding for rehabilitation, reconstruction and development, and with the necessary legal safeguards to enable refugees to access legal, physical and other support mechanisms needed for the restoration of national protection and their reintegration;

(d) Support efforts to foster reconciliation and dialogue, particularly with refugee communities and with the equal participation of women and youth, and to ensure respect for the rule of law at the national and local levels;

(e) Facilitate the participation of refugees, including women, in peace and reconciliation processes, and ensure that the outcomes of such processes duly support their return in safety and dignity;

(f) Ensure that national development planning incorporates the specific needs of returnees and promotes sustainable and inclusive reintegration, as a measure to prevent future displacement.

13. Host States, bearing in mind their capacities and international legal obligations, in cooperation with the Office of the United Nations High Commissioner for Refugees, the United Nations Relief and Works Agency for

Palestine Refugees in the Near East, where appropriate, and other United Nations entities, financial institutions and other relevant partners, would:

(a) Provide legal stay to those seeking and in need of international protection as refugees, recognizing that any decision regarding permanent settlement in any form, including possible naturalization, rests with the host country;

(b) Take measures to foster self-reliance by pledging to expand opportunities for refugees to access, as appropriate, education, health care and services, livelihood opportunities and labour markets, without discriminating among refugees and in a manner which also supports host communities;

(c) Take measures to enable refugees, including in particular women and youth, to make the best use of their skills and capacities, recognizing that empowered refugees are better able to contribute to their own and their communities' well-being;

(d) Invest in building human capital, self-reliance and transferable skills as an essential step towards enabling long-term solutions.

14. Third countries would:

(a) Consider making available or expanding, including by encouraging private sector engagement and action as a supplementary measure, resettlement opportunities and complementary pathways for admission of refugees through such means as medical evacuation and humanitarian admission programmes, family reunification and opportunities for skilled migration, labour mobility and education;

(b) Commit to sharing best practices, providing refugees with sufficient information to make informed decisions and safeguarding protection standards;

(c) Consider broadening the criteria for resettlement and humanitarian admission programmes in mass displacement and protracted situations, coupled with, as appropriate, temporary humanitarian evacuation programmes and other forms of admission.

15. States that have not yet established resettlement programmes are encouraged to do so at the earliest opportunity. Those that have already done so are encouraged to consider increasing the size of their programmes. Such programmes should incorporate a non-discriminatory approach and a gender perspective throughout.

16. States aim to provide resettlement places and other legal pathways on a scale that would enable the annual resettlement needs identified by the Office of the United Nations High Commissioner for Refugees to be met.

### **The way forward**

17. We commit to implementing this comprehensive refugee response framework.

18. We invite the Office of the United Nations High Commissioner for Refugees to engage with States and consult with all relevant stakeholders over the coming two years, with a view to evaluating the detailed practical application of the comprehensive refugee response framework and assessing the scope for refinement and further development. This process should be informed by practical experience with the implementation of the framework in a range of specific situations. The objective would be to ease pressures on the host countries involved, to enhance refugee self-reliance, to expand access to third-country solutions and to support conditions in countries of origin for return in safety and dignity.

19. We will work towards the adoption in 2018 of a global compact on refugees, based on the comprehensive refugee response framework and on the outcomes of the process described above. We invite the United Nations High Commissioner for Refugees to include such a proposed global compact on refugees in his annual report to the General Assembly in 2018, for consideration by the Assembly at its seventy-third session in conjunction with its annual resolution on the Office of the United Nations High Commissioner for Refugees.

## **Annex II**

### **Towards a global compact for safe, orderly and regular migration**

#### **I. Introduction**

1. This year, we will launch a process of intergovernmental negotiations leading to the adoption of a global compact for safe, orderly and regular migration.

2. The global compact would set out a range of principles, commitments and understandings among Member States regarding international migration in all its dimensions. It would make an important contribution to global governance and enhance coordination on international migration. It would present a framework for comprehensive international cooperation on migrants and human mobility. It would deal with all aspects of international migration, including the humanitarian, developmental, human rights-related and other aspects of migration. It would be guided by the 2030 Agenda for Sustainable Development<sup>17</sup> and the Addis Ababa Action Agenda of the Third International Conference on Financing for Development,<sup>18</sup> and informed by the Declaration of the High-level Dialogue on International Migration and Development adopted in October 2013.<sup>19</sup>

#### **II. Context**

3. We acknowledge the important contribution made by migrants and migration to development in countries of origin, transit and destination, as well as the complex interrelationship between migration and development.

4. We recognize the positive contribution of migrants to sustainable and inclusive development. We also recognize that international migration is a multidimensional reality of major relevance for the development of countries of origin, transit and destination, which requires coherent and comprehensive responses.

5. We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants, regardless of migration status. We underline the need to ensure respect for the dignity of migrants and the protection of their rights under applicable international law, including the principle of non-discrimination under international law.

6. We emphasize the multidimensional character of international migration, the importance of international, regional and bilateral cooperation and dialogue in this regard, and the need to protect the human rights of all migrants, regardless of status, particularly at a time when migration flows have increased.

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<sup>17</sup> Resolution 70/1.

<sup>18</sup> Resolution 69/313, annex.

<sup>19</sup> Resolution 68/4.

7. We bear in mind that policies and initiatives on the issue of migration should promote holistic approaches that take into account the causes and consequences of the phenomenon. We acknowledge that poverty, underdevelopment, lack of opportunities, poor governance and environmental factors are among the drivers of migration. In turn, pro-poor policies relating to trade, employment and productive investments can stimulate growth and create enormous development potential. We note that international economic imbalances, poverty and environmental degradation, combined with the absence of peace and security and lack of respect for human rights, are all factors affecting international migration.

### III. Content

8. The global compact could include, but would not be limited to, the following elements:

(a) International migration as a multidimensional reality of major relevance for the development of countries of origin, transit and destination, as recognized in the 2030 Agenda for Sustainable Development;

(b) International migration as a potential opportunity for migrants and their families;

(c) The need to address the drivers of migration, including through strengthened efforts in development, poverty eradication and conflict prevention and resolution;

(d) The contribution made by migrants to sustainable development and the complex interrelationship between migration and development;

(e) The facilitation of safe, orderly, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies; this may include the creation and expansion of safe, regular pathways for migration;

(f) The scope for greater international cooperation, with a view to improving migration governance;

(g) The impact of migration on human capital in countries of origin;

(h) Remittances as an important source of private capital and their contribution to development and promotion of faster, cheaper and safer transfers of remittances through legal channels, in both source and recipient countries, including through a reduction in transaction costs;

(i) Effective protection of the human rights and fundamental freedoms of migrants, including women and children, regardless of their migratory status, and the specific needs of migrants in vulnerable situations;

(j) International cooperation for border control, with full respect for the human rights of migrants;

(k) Combating trafficking in persons, smuggling of migrants and contemporary forms of slavery;

(l) Identifying those who have been trafficked and considering providing assistance, including temporary or permanent residency, and work permits, as appropriate;

(m) Reduction of the incidence and impact of irregular migration;

- (n) Addressing the situations of migrants in countries in crisis;
- (o) Promotion, as appropriate, of the inclusion of migrants in host societies, access to basic services for migrants and gender-responsive services;
- (p) Consideration of policies to regularize the status of migrants;
- (q) Protection of labour rights and a safe environment for migrant workers and those in precarious employment, protection of women migrant workers in all sectors and promotion of labour mobility, including circular migration;
- (r) The responsibilities and obligations of migrants towards host countries;
- (s) Return and readmission, and improving cooperation in this regard between countries of origin and destination;
- (t) Harnessing the contribution of diasporas and strengthening links with countries of origin;
- (u) Combating racism, xenophobia, discrimination and intolerance towards all migrants;
- (v) Disaggregated data on international migration;
- (w) Recognition of foreign qualifications, education and skills and cooperation in access to and portability of earned benefits;
- (x) Cooperation at the national, regional and international levels on all aspects of migration.

#### **IV. The way forward**

9. The global compact would be elaborated through a process of intergovernmental negotiations, for which preparations will begin immediately. The negotiations, which will begin in early 2017, are to culminate in an intergovernmental conference on international migration in 2018 at which the global compact will be presented for adoption.

10. As the Third High-level Dialogue on International Migration and Development is to be held in New York no later than 2019,<sup>20</sup> a role should be envisaged for the High-level Dialogue in the process.

11. The President of the General Assembly is invited to make early arrangements for the appointment of two co-facilitators to lead open, transparent and inclusive consultations with States, with a view to the determination of modalities, a timeline, the possible holding of preparatory conferences and other practicalities relating to the intergovernmental negotiations, including the integration of Geneva-based migration expertise.

12. The Secretary-General is requested to provide appropriate support for the negotiations. We envisage that the Secretariat of the United Nations and the International Organization for Migration would jointly service the negotiations, the former providing capacity and support and the latter extending the technical and policy expertise required.

13. We envisage also that the Special Representative of the Secretary-General for International Migration and Development, Mr. Peter Sutherland, would coordinate

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<sup>20</sup> See resolution [69/229](#), para. 32.



the contributions to be made to the negotiation process by the Global Forum on Migration and Development and the Global Migration Group. We envisage that the International Labour Organization, the United Nations Office on Drugs and Crime, the Office of the United Nations High Commissioner for Refugees, the United Nations Development Programme, the Office of the United Nations High Commissioner for Human Rights and other entities with significant mandates and expertise related to migration would contribute to the process.

14. Regional consultations in support of the negotiations would be desirable, including through existing consultative processes and mechanisms, where appropriate.

15. Civil society, the private sector, diaspora communities and migrant organizations would be invited to contribute to the process for the preparation of the global compact.

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# The global compact on refugees

## FINAL DRAFT

(as at 26 June 2018)

	<i>Paras</i>
<b>I. Introduction</b> .....	1-9
<i>(i) Background</i> .....	1-4
<i>(ii) Guiding principles</i> .....	5-6
<i>(iii) Objectives</i> .....	7
<i>(iv) Prevention and addressing root causes</i> .....	8-9
<b>II. Comprehensive refugee response framework</b> .....	10
<b>III. Programme of action</b> .....	11-100
<b>A. Arrangements for burden- and responsibility-sharing</b> .....	14-48
<b>1. Global arrangement for international cooperation</b> .....	17-19
1.1 Global Refugee Forum .....	17-19
<b>2. Arrangements to support a specific refugee situation</b> .....	20-30
2.1 National arrangements .....	20-21
2.2 Support Platform .....	22-27
2.3 Regional and subregional approaches .....	28-30
<b>3. Key tools for effecting burden- and responsibility-sharing</b> .....	31-48
3.1 Funding and effective and efficient use of resources .....	32
3.2 A multi-stakeholder and partnership approach .....	33-44
3.3 Data and evidence .....	45-48
<b>B. Areas in need of support</b> .....	49-100
<b>1. Reception and admission</b> .....	52-63
1.1 Early warning, preparedness and contingency planning .....	52-53
1.2 Immediate reception arrangements .....	54-55
1.3 Safety and security .....	56-57
1.4 Registration and documentation .....	58
1.5 Addressing specific needs .....	59-60
1.6 Identifying international protection needs .....	61-63
<b>2. Meeting needs and supporting communities</b> .....	64-84
2.1 Education .....	68-69
2.2 Jobs and livelihoods .....	70-71
2.3 Health .....	72-73
2.4 Women and girls .....	74-75
2.5 Children, adolescents and youth .....	76-77
2.6 Accommodation, energy and natural resource management .....	78-79
2.7 Food security and nutrition .....	80-81
2.8 Civil registries .....	82
2.9 Statelessness .....	83
2.10 Fostering good relations and peaceful coexistence .....	84
<b>3. Solutions</b> .....	85-100
3.1 Support for countries of origin and voluntary repatriation .....	87-89
3.2 Resettlement .....	90-93
3.3 Complementary pathways for admission to third countries .....	94-96
3.4 Local integration .....	97-99
3.5 Other local solutions .....	100
<b>IV. Follow-up and review</b> .....	101-107

# I. Introduction

## (i) *Background*

1. The predicament of refugees is a common concern of humankind. Refugee situations have increased in scope, scale and complexity and refugees require protection, assistance and solutions. Millions of refugees live in protracted situations, often in low- 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 should not be left behind.

2. The achievement of international cooperation in solving international problems of a humanitarian character is a core purpose of the United Nations, as set out in its Charter, and is in line with the principle of sovereign equality of States.<sup>1</sup> Similarly, the 1951 Convention relating to the Status of Refugees (1951 Convention) recognizes that a satisfactory solution to refugee situations cannot be achieved without international cooperation, as the grant of asylum may place unduly heavy burdens on certain countries.<sup>2</sup> It is vital to translate this long-standing principle into concrete and practical action, including 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 intends to provide 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 humanitarian and development actors; international and regional 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 not legally binding. Yet it represents the political will and 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 relevant 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, and seeks to operationalize the principles of burden- and responsibility-sharing to better protect and assist refugees and support host countries and communities. The global compact is entirely non-political in nature, including in its implementation, and is in line with the purposes and principles of the Charter of the United Nations. It is grounded in the international refugee protection regime, centred on the cardinal principle of non-refoulement, and at the core of which is the 1951 Convention and its 1967 Protocol.<sup>3</sup> Some regions have also adopted specific instruments which apply to their own respective contexts.<sup>4</sup> The global compact is guided by relevant international human rights

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<sup>1</sup> Article 1(3), Charter of the United Nations; [A/RES/25/2625](#).

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

<sup>3</sup> United Nations, *Treaty Series*, vol. 606, No. 8791.

<sup>4</sup> See the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa (United Nations, *Treaty Series*, vol. 1001, No. 14691); the 1984 [Cartagena Declaration on Refugees](#); and the Treaty on the Functioning of the European Union, article 78, and Charter on the Fundamental Rights of the European Union, article 18. See also the [Bangkok Principles on the Status and Treatment of Refugees](#) of 31 December 1966 (final text adopted 24 June 2001).

instruments,<sup>5</sup> international humanitarian law, as well as other international instruments as applicable.<sup>6</sup> It is complemented by instruments for the protection of stateless persons, where applicable.<sup>7</sup> 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](#) – as well as the centrality of protection also 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.

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.

**(iii) Objectives**

7. 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 seek to achieve these four interlinked and interdependent objectives through the mobilization of political will, a broadened base of support, and arrangements that facilitate a more equitable, sustained and predictable distribution of contributions among States and other relevant stakeholders.

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

8. Large-scale refugee movements and protracted refugee situations 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 increasingly 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.

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 relevant 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, international law, including international humanitarian law, as well as the rule of law at the national and international levels; to promote, respect, protect and fulfil human rights and fundamental freedoms for all; and to end exploitation and abuse, as well as discrimination of any kind on the basis of race, colour, sex, language, religion, political or other opinion, national or social origin, property,

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<sup>5</sup> Including, but not limited to, the Universal Declaration of Human Rights (which inter alia enshrines the right to seek asylum in its article 14) ([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); the International Covenant on Civil and Political Rights (United Nations, *Treaty Series*, vol. 999, No. 14668); the International Covenant on Economic, Social and Cultural Rights (United Nations, *Treaty Series*, vol. 993, No. 14531); the Convention on the Elimination of All Forms of Discrimination against Women (United Nations, *Treaty Series*, vol. 1249, No. 20378); and the Convention on the Rights of Persons with Disabilities (United Nations, *Treaty Series*, vol. 2515, No. 44910).

<sup>6</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>7</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).

birth, disability, age, or other status. The international community as a whole is also called on to support efforts to alleviate poverty, reduce disaster risks, and provide development assistance to countries of origin, in line with the [2030 Agenda for Sustainable Development](#) and other relevant frameworks.<sup>8</sup>

## II. Comprehensive refugee response framework

10. Part II of the global compact is the comprehensive refugee response framework (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, through effective arrangements for burden- and responsibility-sharing (Part III.A); and areas for timely contributions in support of host countries and, where appropriate, countries of origin (Part III.B). These parts are to be read as interlinked.

12. While the CRRF relates specifically to large refugee situations, population movements are not necessarily homogenous, and may be of a composite character. Some may be large movements involving both refugees and others on the move; 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 mandates, 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>9</sup> considerations, including: promoting gender equality and empowering women and girls; ending all forms of sexual and gender-based violence, trafficking in persons, sexual exploitation and abuse, and harmful practices; facilitating the meaningful participation of youth, persons with disabilities and older persons; ensuring the best interests of the child; and combating discrimination.

### A. Arrangements 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.

15. The following arrangements 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. In order to ensure full realization of the principles of international solidarity and cooperation, the arrangements are intended to be efficient, effective and practicable. Action will be taken to avoid duplication and to streamline the arrangements 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 arrangements will necessarily go beyond existing processes, changing the way that the international community as a whole responds to large refugee situations so

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<sup>8</sup> E.g. [Sendai Framework for Disaster Risk Reduction 2015 - 2030](#) and [Agenda 2063](#).

<sup>9</sup> See UNHCR Executive Committee (ExCom) Conclusion No. 108 (LIX) (2008), (f)-(k).

as to ensure better sharing of the burden and responsibility resulting from the presence of large numbers of refugees.

## **1. Global arrangement 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. Subsequent Forums will be convened every four years, unless otherwise agreed by the General Assembly, in order to ensure sustained momentum and political will. Forums will be co-convened and co-hosted by one or more State(s) and the United Nations High Commissioner for Refugees, with an invitation to the United Nations Secretary-General to participate. Forums would, in principle, take place in Geneva to facilitate the participation of all States. In the years in which Forums take place, there will be no High Commissioner's Dialogue on Protection Challenges.

18. Pledges and contributions made at Global Refugee Forums could take different forms, including financial, material and technical assistance;<sup>10</sup> resettlement places and complementary pathways for admission; as well as other actions that States have elected to take at the national level in support of the objectives of the global compact. Part III.B below serves as a non-exhaustive guide for areas against which pledges and contributions could be made.

19. The first Global Refugee Forum in 2019 will be dedicated to receiving formal pledges and contributions. Subsequent Forums will provide an opportunity not only to make new pledges, but also for States and relevant stakeholders to take stock of the implementation of their previous pledges and progress towards the achievement of the objectives of the global compact. This will be complemented by high-level officials' meetings, held every two years between Forums, which will provide an opportunity for "mid-term review". The ongoing stocktaking at Global Refugee Forums and high-level officials' meetings will be key components of the follow up to the global compact (as set out in Part IV below).

## **2. Arrangements 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, in line with national policies and priorities, with the assistance of UNHCR and other relevant stakeholders as appropriate, setting out policy priorities; institutional and operational arrangements; requirements for support from the international community, including investment, financing, material and technical assistance; and solutions, including resettlement and complementary pathways for admission, as well as voluntary repatriation.

### ***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:

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<sup>10</sup> E.g, standby capacity or contributions to Support Platforms (section 2.2).

- galvanizing political commitment and advocacy for prevention, protection, response and solutions;
- mobilizing financial, material and technical assistance, as well as resettlement and complementary pathways for admission, in support of the comprehensive plan (para 21), where applicable, drawing on Global Refugee Forum pledges;
- facilitating coherent humanitarian and development responses, including through the early and sustained engagement of development actors in support of host communities and refugees; and
- supporting comprehensive policy initiatives to ease pressure on host countries, build resilience and self-reliance, and find solutions.

24. Upon the request of concerned host countries, or countries of origin where appropriate, a Support Platform could be activated/deactivated and assisted by UNHCR, 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 specific to the context. Other relevant stakeholders would be invited to engage as appropriate.

26. Support Platforms would not be fixed bodies or undertake operational activities. They would draw on pre-announced expressions of interest (including at the Global Refugee Forum) and standby arrangements. They would complement and interact with existing coordination mechanisms for humanitarian and development cooperation. In consultation with participating States, UNHCR would ensure regular reporting on the work of the Support Platforms to its Executive Committee, the United Nations General Assembly 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 and not duplicate other processes, bearing in mind the call for humanitarian assistance to be flexible, multi-year and unearmarked in line with para 32 below. A solidarity conference would be situation-specific, providing a strategic vehicle to garner broad-based support for host States or countries of origin, encompassing States, development actors, civil society, local communities and the private sector, and seeking financial, material and technical contributions, as well as resettlement and complementary pathways for admission.

### *2.3 Regional and subregional approaches*

28. Refugee movements often have a significant regional or subregional dimension. While the characteristics of regional and subregional mechanisms 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 mechanisms or groupings would, as appropriate, 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, including regional and subregional resettlement initiatives, to ensure complementarity and avoid duplication.

30. The exchange of good practices among relevant regional and subregional mechanisms will be facilitated by UNHCR 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 arrangements 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 relevant stakeholders in maximizing the effective and efficient use of resources, preventing fraud and ensuring transparency. Through the arrangements set out above, and other related channels, resources will be made available to countries faced with large-scale refugee situations relative to their capacity, both new and protracted, including through efforts to expand the support base beyond traditional donors.<sup>11</sup> This includes:

- **humanitarian assistance:** States and humanitarian actors will work to ensure timely, adequate and needs-driven humanitarian assistance, both for the emergency response and protracted situations, including predictable, flexible, unearmarked, and multi-year funding whenever possible,<sup>12</sup> delivered fully in line with the humanitarian principles;
- **development cooperation:** 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 planning and policies. This will involve **additional** development resources, **over and above regular development assistance**, provided as grants or with a high degree of concessionality through both bilateral and multilateral channels, with direct benefits to host countries and communities, as well as to refugees. Efforts will be made to ensure that development assistance is effective, in a spirit of partnership and respecting the primacy of country ownership and leadership.<sup>13</sup> Whenever possible, development assistance in favour of countries of origin to enable conditions for voluntary repatriation will also be prioritized;
- **maximizing private sector contributions:** upon the request of the concerned host country or country of origin as appropriate, the private sector, together with States and other relevant stakeholders, could explore: policy measures and de-risking arrangements; opportunities for private sector investment, infrastructure strengthening and job creation in contexts where the business climate is enabling; 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 financial products and information services for refugees and host communities.

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

33. While recognizing the **primary responsibility and sovereignty of States**, a multi-stakeholder and partnership approach will be pursued, in line with relevant legal frameworks and in close coordination with national institutions. 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** to assist in designing appropriate, accessible and inclusive responses. States and relevant stakeholders will explore how best to include refugees and members of host communities, particularly women, youth, and persons with disabilities, in key forums and processes, as well as diaspora, where relevant. Mechanisms to receive complaints, and investigate and prevent fraud, abuse and corruption help to ensure accountability.

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<sup>11</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>12</sup> See, e.g., [A/RES/71/127](#), [A/71/353](#).

<sup>13</sup> See, e.g., [A/RES/71/127](#), [A/71/353](#), [A/RES/69/313](#).



35. Without prejudice to activities which humanitarian organizations carry out in line with their respective mandates, *humanitarian and development actors* will work together from the outset of a refugee situation and in protracted situations. They will develop means to ensure the effective complementarity of their interventions 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. Support by bilateral and multilateral development and financial actors for the direct benefit of host communities and refugees will be additional and undertaken in partnership, respecting the primacy of 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>14</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, including local community leaders and traditional community governance institutions, are often first responders to large-scale refugee situations, and among the actors that experience the most significant impact over the medium term. In consultation with national authorities and in respect of relevant legal frameworks, support by the international community as a whole may be provided to strengthen institutional capacities, infrastructure and accommodation at local level, including through funding and capacity development where appropriate. Recruitment of local personnel by humanitarian and development agencies is encouraged in line with relevant laws and policies, while bearing in mind the need for continued capacity 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>15</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 led by refugees, women, youth or persons with disabilities, and those operating at the local and national levels, will contribute to assessing community strengths and needs, inclusive and accessible planning and programme implementation, and capacity development, as applicable.

41. *Faith-based actors* could support the planning and delivery of arrangements to assist refugees and host communities, including in the areas of conflict prevention, reconciliation, and peacebuilding, as well as other relevant areas.

42. *Public-private partnerships* will be explored,<sup>16</sup> in full respect of the humanitarian principles, including: possible new institutional arrangements and methodologies for the creation of commercial business venture conditions and financial/business instruments; to support refugee and host community 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>14</sup> [A/RES/72/279](#).

<sup>15</sup> [A/RES/72/278](#), noting also the work of the Inter-Parliamentary Union (IPU).

<sup>16</sup> Noting the work of the International Chamber of Commerce and the World Economic Forum, and the model provided by the Business Mechanism of the Global Forum on Migration and Development (GFMD).

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), adolescents and youth, as well as older persons and persons with disabilities, partnerships will be pursued to increase access to sporting and cultural facilities and activities in refugee-hosting areas.<sup>17</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. Relevant data protection and data privacy principles are to be applied with respect to all collection and dissemination of personal data, including the principles of necessity, proportionality, and confidentiality.

46. To support evidence-based responses, States and relevant stakeholders will, as appropriate, promote the development of harmonized or interoperable standards for the collection, analysis, and sharing of age, gender, disability, and diversity disaggregated data on refugees and returnees.<sup>18</sup> Upon the request of concerned States, support will be provided for the inclusion of refugees and host communities, as well as returnees and stateless persons as relevant, within national data and statistical collection processes; and to strengthen national data collection systems on the situation of refugees and host communities, as well as returnees.

47. Improving data and evidence will also support efforts to achieve **solutions**. Data and evidence will assist in the development of policies, investments and programmes in support of the voluntary repatriation to and reintegration of returnees in countries of origin. 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.

48. To inform burden- and responsibility-sharing arrangements, UNHCR will coordinate with concerned States and appropriate partners to assist **with measuring the impact** arising from 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>19</sup> In 2018, UNHCR will convene technical expertise from international organizations 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 more equitable and predictable burden- and responsibility-sharing in line with para 7 (see also Part IV below).

## B. Areas in need of support

49. The areas in need of support, set out in Part B, aim to ease the burden on host countries and to benefit refugees and host community members. Grouped around the pillars of the CRRF, and based on past comprehensive responses, the areas 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

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<sup>17</sup> Noting the work of the Olympic Refugee Foundation, and the partnership between UNHCR and the International Olympic Committee, and other entities such as Football Club Barcelona Foundation. See also the [International Charter of Physical Education, Physical Activity and Sport](#) and [A/RES/71/160](#).

<sup>18</sup> “[International recommendations on refugee statistics](#)”.

<sup>19</sup> [A/RES/72/150](#), para 20.

national priorities, strategies and policies. **The success of the measures in Part B relies on robust and well-functioning arrangements for burden- and responsibility-sharing** (Part A), and a commitment on the part of the international community as a whole to providing **concrete contributions**<sup>20</sup> to bring these arrangements to life, based on the principle of burden- and responsibility-sharing.

50. Support will be put in place **upon the request of the host country**, or country of origin where relevant, in line with country ownership and leadership and respecting national policies and priorities. 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 is not intended to create additional burdens or impositions on host countries. Indeed, a key objective of the global compact is to ease pressures, particularly for low- and middle-income countries, through contributions from other States and relevant 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, adolescents and youth; persons belonging to minorities; survivors of sexual and gender-based violence, sexual exploitation and abuse, or trafficking in persons; older persons; and persons with disabilities.

## **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. Without prejudice to efforts to address root causes, in line with the United Nations Secretary-General's [prevention agenda](#), 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 relevant stakeholders, including the private sector as appropriate. Preparedness measures will take into account global, regional, subregional and national early warning and early action mechanisms, disaster risk reduction efforts, and measures to enhance evidence-based forecasting of future movements and emergencies. They could, where appropriate, also take into account forced internal displacement that may result from a particular situation. UNHCR will strengthen support to concerned countries by sharing information on the movement of people of concern. 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 for the establishment of reception and transit areas sensitive to age, gender, disability, and other specific needs (through "safe spaces" where appropriate), as well as to provide basic humanitarian assistance and essential services in reception areas. Efficient mechanisms to pursue alternatives to camps away from borders will be supported, where considered relevant by the concerned host country.

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

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<sup>20</sup> In line with para 4 above.

### *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. 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 and applicable international law, both in emergency and protracted situations.<sup>21</sup>

57. At the request of concerned States, and in full respect of national laws and policies, UNHCR and relevant stakeholders will contribute resources and expertise to support protection-sensitive arrangements for timely security screening and health assessments of new arrivals. Support will 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, as well as trafficking and smuggling in persons; 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. The development and implementation of programmes for protection and assistance to children formerly associated with armed groups will also be supported.

### *1.4 Registration and documentation*

58. Registration and identification of refugees is key for people concerned, as well as for States to know who has arrived, and facilitates access to basic assistance and protection, 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. Registration is no less important for solutions. In support of concerned countries, UNHCR, in conjunction with States and relevant stakeholders, will contribute resources and expertise to strengthen national capacity for individual registration and documentation, including for women and girls, regardless of marital status, upon request. This will include support for digitalization, biometrics and other relevant technology, as well as the collection, use and sharing of quality registration data, disaggregated by age, gender, disability, and diversity, in line with relevant data protection and privacy 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; women at risk; survivors of torture, trauma, trafficking in persons, sexual and gender-based violence, sexual exploitation and abuse or harmful practices; those with medical needs; persons with disabilities; those who are illiterate; adolescents and youth; and older persons.<sup>22</sup>

60. In support of concerned 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 and accessible processes and procedures. Multi-stakeholder response teams could be established to facilitate this operationally.<sup>23</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>24</sup> Identification and referral of victims of trafficking in persons and other forms of exploitation to appropriate processes and procedures, including for identification of international protection needs or victim support,

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<sup>21</sup> See article 9 of the 1951 Convention; ExCom Conclusions No. 94 (LIII) (2002) and 109 (LX) (2009); and [A/RES/72/150](#), para 28.

<sup>22</sup> [A/RES/46/91](#).

<sup>23</sup> This could include civil society, regional organizations, and international organizations such as UNHCR and IOM.

<sup>24</sup> [A/RES/64/142](#).

is key;<sup>25</sup> 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 duly determine the status of those on their territory in accordance with their applicable international and regional obligations ([A/RES/72/150](#), para 51), in a way which avoids protection gaps and enables all those in need of international protection to find and enjoy it.<sup>26</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 laws and regional instruments as applicable, as well as practices such as temporary protection<sup>27</sup> and humanitarian stay arrangements, where appropriate.

## **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>28</sup>

65. Without affecting humanitarian assistance, development actors will work in a complementary manner to humanitarian assistance interventions to ensure that the impact of a large refugee situation on a host country is taken into account in the planning and implementation of development programmes and policies with direct benefits for both host communities and refugees. 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.

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<sup>25</sup> In line with the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime.

<sup>26</sup> See above, para 5; ExCom Conclusions No. 103 (LVI) (2005) (s) and 96 (LIV) (2003).

<sup>27</sup> ExCom Conclusions No.: 22 (XXXII) (1981); 74 (XLV) (1994), (r) – (u); 103 (LVI) (2005), (l).

<sup>28</sup> See also ExCom Conclusion No. 109 (LX) (2009).

66. Humanitarian assistance remains needs-driven and based upon 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 also 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. They constitute **indicative areas relying on contributions from others**, including through the arrangements in Part A, to assist in the application of a comprehensive response. They are not intended to be prescriptive, exhaustive, or to create additional impositions or burdens on host countries. All support will be provided 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>29</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), adolescents 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 education needs of refugees (including through “safe schools” and innovative methods such as online education) and overcome obstacles to their enrolment and attendance, including through flexible certified learning programmes, especially for girls, as well persons with disabilities and psychosocial trauma. Support will be provided for the development and implementation of national education sector plans that include refugees. Support will also be provided where needed to facilitate recognition of equivalency of academic, professional and vocational qualifications. (See also section 3.3, **complementary pathways for admission to third countries**).

### ***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 stakeholders<sup>30</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 persons with disabilities.<sup>31</sup>

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<sup>29</sup> In addition to ministries of education and national education planning bodies, 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, non-governmental organizations, and the private sector.

<sup>30</sup> This could include the private sector and local businesses, as well as the International Labour Organization (ILO), the World Bank Group, the United Nations Development Programme (UNDP), the OECD, UNHCR, the United Nations Capital Development Fund, IOM, workers' and employers' associations, microfinance institutions, and academia.

<sup>31</sup> These efforts also will be guided by “[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](#)”.

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, persons with disabilities, 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. In some contexts, where appropriate, preferential trade arrangements could be explored in line with relevant international obligations, especially for goods and sectors with high refugee participation in the labour force; as could instruments to attract private sector and infrastructure investment and support the capacity of local businesses.

### **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>32</sup> will contribute resources and expertise to expand and enhance the quality of national health systems to facilitate access by refugees and host communities, including women and girls; children, adolescents and youth; older persons; those with chronic illnesses, including tuberculosis and HIV; survivors of trafficking in persons, torture, trauma or violence, including sexual and gender-based violence; and persons with disabilities.

73. Depending on the context, this could include resources and expertise to build and equip health facilities or strengthen services, including through 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, immunization services, 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 Women and girls**

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 instruments and national arrangements, States and relevant stakeholders will seek to 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 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 promote the meaningful participation and leadership of women and girls, and to support the institutional capacity and participation of national and community-based women's organizations, as well as all relevant government ministries. Resources and expertise to strengthen access to justice and the security and safety of women and girls, including to prevent and respond to all forms of violence, including sexual exploitation and abuse, sexual- and gender-based violence and harmful practices, are called for; as is support to facilitate access to age-, disability- and gender-responsive social and health care services, including through recruitment and deployment of female health workers. Measures to strengthen the agency of women and girls, to promote women's economic empowerment and to support access by women and girls to education (including secondary and tertiary education) will be fostered.

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<sup>32</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 [WHA70.15 \(2017\)](#).

## **2.5 Children, adolescents and youth**

76. Children make up over half of the world's refugees. In support of host countries, States and relevant stakeholders<sup>33</sup> will contribute resources and expertise towards policies and programmes that take into account the specific vulnerabilities and protection needs of girls and boys, children with disabilities, adolescents, unaccompanied and separated children, survivors of sexual and gender-based violence, sexual exploitation and abuse, and harmful practices, 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, including to address mental health and psychosocial needs, as well as investment in national child protection systems and cross-border cooperation and regional partnerships to provide a continuum of protection, care and services for at risk children. 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, and foster their physical and emotional well-being.

## **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. 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 in both urban and rural areas.

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>34</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, including by women, children, youth, persons with disabilities and older persons.

81. This will include resources and expertise for 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. Support will also 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

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<sup>33</sup> Including UNICEF and relevant civil society organizations.

<sup>34</sup> This could include the World Food Programme (WFP) and the Food and Agriculture Organization (FAO), together with the International Fund for Agricultural Development (IFAD).



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 tool for protection and solutions, 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 and privacy principles.

## **2.9 Statelessness**

83. Recognizing that *statelessness* may be both a cause and consequence of refugee movements,<sup>35</sup> States, UNHCR and other relevant 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.

## **2.10 Fostering good relations 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 combat all forms of discrimination and promote peaceful coexistence between refugee and host communities, in line with national policies. 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. Engagement of children, adolescents and youth will be fostered, including through sports and cultural activities, language learning, and education. In fostering respect and understanding, as well as combating discrimination, 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) 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. In line with international law and the Charter of the United Nations, 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 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 relevant stakeholders, for the achievement of solutions. In particular:

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<sup>35</sup> See ExCom Conclusion No. 101 (LV) (2004), (k).

- support will be provided for countries of origin, and host countries where appropriate, upon their request, to facilitate conditions for voluntary repatriation, including through Global Refugee Forums and Support Platforms;
- offers of resettlement and complementary pathways<sup>36</sup> will be an indispensable part of the arrangements 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>37</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<sup>38</sup> and to mobilize support to underpin safe and dignified repatriation. It is recognized that voluntary repatriation is not necessarily conditioned on the accomplishment of political solutions in the country of origin, in order not to impede the exercise of the right of refugees to return to their own country.<sup>39</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 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 support, including to facilitate sustainability of return.

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.

89. In addition, States and relevant stakeholders will contribute resources and expertise to support countries of origin upon their request with respect to social, political, economic and legal capacity to receive and reintegrate returnees, notably women, youth, children, older persons and persons with disabilities. This may include support for development, livelihood and economic 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>40</sup> Relevant stakeholders will work with national and local authorities, as appropriate, to support information sharing on protection risks in areas of return and the establishment of systems for analysis of such risks.<sup>41</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

<sup>36</sup> Made in line with para 4 above.

<sup>37</sup> [A/RES/72/150](#), para 39; ExCom Conclusions No.: 90 (LII) (2001), (j); 101 (LV) (2004); 40 (XXXVI) (1985).

<sup>38</sup> In line with ExCom Conclusion No. 101 (LV) (2004).

<sup>39</sup> As recognized, e.g., in ExCom Conclusion No. 112 (LXVII) (2016), (7). See also para 8 on the need for collaboration and action in addressing root causes of protracted refugee situations.

<sup>40</sup> See also [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](#).

<sup>41</sup> Including in line with UNHCR's mandate for returnee monitoring: ExCom Conclusions No.: 40 (XXXVI) (1985), (l); 101 (LV) (2004), (q); 102 (LVI) (2005), (r).

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>42</sup> with the assistance of relevant stakeholders,<sup>43</sup> to establish, or enlarge the scope, size, and quality of, resettlement programmes.<sup>44</sup> In support of these efforts, UNHCR – in cooperation with States and relevant stakeholders – will devise a **three-year strategy** (2019 – 2021) 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 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 relevant stakeholders.

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 address 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, improving the protection environment and contributing to a comprehensive approach to refugee situations (e.g. by allocating places for the resettlement of refugees according to UNHCR’s resettlement criteria from priority situations identified by UNHCR in its annual projected global resettlement needs, including protracted situations; and/or e.g. 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>45</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>46</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, organized, sustainable and 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>47</sup> to facilitate effective procedures and clear referral pathways for family reunification, 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

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<sup>42</sup> In line with para 4 above.

<sup>43</sup> This could include UNHCR, IOM, civil society organizations, community groups, faith-based organizations, academia, individuals and the private sector.

<sup>44</sup> In line with [A/RES/71/1, Annex I](#), para 16.

<sup>45</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>46</sup> Potentially in coordination with or as part of the Support Platform.

<sup>47</sup> Including civil society, faith-based organizations, the private sector, employers, international organizations, individuals and academia.

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 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 remains the preferred solution in the majority of refugee situations, 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.<sup>48</sup> 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.

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 low- and middle-income countries, additional financial and technical 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 and good relations 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 to their plight - some host countries may elect to provide other local solutions to refugees. Such solutions entail interim legal stay, including to facilitate the appropriate 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 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 and the achievement of its objectives on an equal footing, through more predictable and equitable burden- and responsibility-sharing. This is a task for all States, together with relevant stakeholders. UNHCR will play a catalytic and supportive role in this endeavour, consistent with its mandate. Follow-up and review under the global compact will be primarily conducted through the Global Refugee Forum (held every four years unless

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<sup>48</sup> As stated in ExCom Conclusion No. 104 (LVI) (2005), recital 1.

otherwise decided); high-level officials' meetings (held every two years between Forums); as well as annual reporting to the United Nations General Assembly by the United Nations High Commissioner for Refugees. 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. Success under the global compact will be **assessed in terms of progress towards the achievement of its four objectives** (para 7). Indicators in this regard will be developed for each objective ahead of the first Global Refugee Forum in 2019.

103. The **Global Refugee Forums** will provide an important vehicle for States and other relevant stakeholders to take stock of progress towards the achievement of the objectives of the global compact. Forums will also provide an opportunity for States and relevant stakeholders to exchange good practices and experiences, both with respect to specific country or regional situations, as well as on a global level, and to review the ongoing efficacy of the arrangements for burden- and responsibility-sharing. The stocktaking at the Forums will be informed by the results of the process coordinated by UNHCR to measure the impact arising from hosting, protecting and assisting refugees (para 48), and a mechanism for tracking implementation of pledges and contributions, as well as measuring the impact of the global compact, established by UNHCR in close consultation with States and other relevant stakeholders.

104. **Biannual high-level officials' meetings on the global compact** will take place between Forums. They will be organized in conjunction with the High Commissioner's Dialogue on Protection Challenges. They will be open to all United Nations Member States and relevant stakeholders, and allow for "mid-term review" of progress, facilitate regular stocktaking and sustain momentum. The first meeting involving relevant officials at high level will take place in 2021.

105. The United Nations High Commissioner for Refugees will provide the **annual update**, in his/her regular report to the United Nations General Assembly, on progress made towards the achievement of the objectives of the global compact.

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

107. The global compact has the potential to mobilize all relevant 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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### **Legislative History and Basic Policies**

The Episcopal Church has adopted and published positions and policies regarding Israel and Palestine since the establishment of the State of Israel in 1948. General Convention articulated several core principles fairly early and these have continued largely unchanged. Additional statements have been adopted over the years in response to changes in the international political situation.

The General Conventions of 1949 and 1952 were attentive to the post-1948 status of Jerusalem and concerns regarding Arab refugees, both Muslim and Christian. After 1952, the Church turned attention to the area of relief work and began giving more earnestly to the Diocese of Jerusalem. Only a few Middle East peace-related resolutions were considered in this period (and none were adopted) until 1979, the year the Israeli-Egyptian Peace Treaty was signed.

From 1979 forward, virtually every General Convention session discussed or adopted resolutions relating to Israel, Palestine, and Middle East conflict and peace (*see* Appendices). Core principles, expressed and reinforced repeatedly over the years since then include:

- **Free access to Jerusalem by people of all faiths.** This was first expressed by the General Convention in a 1949 resolution that called for the “internationalization” of Jerusalem.<sup>1</sup> More recent resolutions have called for safeguarding the city of Jerusalem as an inter-religious municipality.<sup>2</sup> Although not the most frequent resolution topic, it is a consistent policy element.
- **Justice and a homeland for Palestinians.** The 1949 resolution on Jerusalem advocated for relief and justice measures for Palestine, including the fixation of boundaries. In 1952 the General Convention discussed, but did not adopt, resolutions relating to peace in the Middle East and justice for the displaced Christian and Muslim Arabs. The proposed resolutions touched on permanent resettlement, compensation for the dispossessed, involvement of the UN and the US on behalf of those who were displaced, and the cooperation of Iraq, Syria, and Jordan. In the end, however, only the House of Bishops adopted a resolution setting a long-range goal for achieving justice for Arab refugees.<sup>3</sup> Since 1979, General Convention has passed multiple resolutions stating support for the establishment of an independent State of Palestine.<sup>4</sup>
- **Support for the Christian community.** General Convention has consistently supported the wellbeing and rights of Christians who live in the region, many of them Anglicans, and many of them of Arab descent. In the context of Israel’s identity as a Jewish state, Christians represent a very specific minority in the region and within Israel. This topic has been on occasion raised as an independent concern, but it also appears within the context of the Good Friday offering rather than within policy resolutions on the topic of Israel and Palestine. The Good Friday Offering is specifically earmarked for the Diocese of Jerusalem and work in the Middle East.<sup>5</sup>
- **The State of Israel.** The General Convention has consistently expressed support for recognition of the State of Israel and its right to be secure in its borders.<sup>6</sup>

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<sup>1</sup>Journal, 1949, p.264-265; 1979 D089; 1994-A107A.

<sup>2</sup>*Acts of Convention*, 1991-A147

<sup>3</sup>Journal, 1952, p. 37; 147-148.

<sup>4</sup>See especially *Acts of Convention*: 1979-D089, 2000-B016.

<sup>5</sup>Journal, 1961, p. 37. The resolution instructs the National Council to report on the needs of the Anglican Church and the Orthodox Church in the Middle East and to recommend ways to meet those needs either through the Good Friday Offering or other means. Subsequent resolutions in 1964 iterated use of the Offering for Jerusalem, the East Mission and work in the Middle East (Journal 1964, p. 303). See also *Acts of Convention*: 1976-A044; 1988-D119, D182a; 2006-A015; 1991-A150.

<sup>6</sup>*Acts of Convention*, 1988-D053.

- **The State of Palestine.** Resolutions have maintained that the two-state solution can be achieved through peaceful, bilateral negotiations between Israel and Palestine with Jerusalem as the shared capital of both States.<sup>7</sup> The Episcopal Church has been clear that a solution achieved unilaterally, by force, or by outside forces is not acceptable.

More recent positions and policies include:

- **Christian-Jewish Relations.** From the 1970s forward, improved relations between Christians and Jews has been an unvarying pursuit of The Episcopal Church. Discussion begun in 1973 led by the Joint Commission on Ecumenical Relations came to recognize that there were both religious and political-social dimensions in Jewish-Christian dialogues. As a result, the presiding officers agreed on the formation of an Advisory Committee to the Presiding Bishop on Christian-Jewish Relations.<sup>8</sup> Since then, Convention has passed multiple resolutions on the topic of encouraging and improving interfaith dialogue and understanding.<sup>9</sup>
- **U.S. Foreign Aid.** Calls for transparency and accountability for the use of U.S. foreign aid, particularly with regard to any use of such funds that might be viewed as supporting Israel's occupation of the Occupied Territories.<sup>10</sup>
- **West Bank Settlements.** General Convention has supported the international call on Israel to cease the Jewish settlements in the Occupied Territories and the demolition of Palestinian homes and property.<sup>11</sup>
- **The Wall.** The Convention has opposed Israel's construction of the West Bank separation wall.<sup>12</sup>
- **Right of Return.** Legislation has incorporated a long-standing Palestinian claim to a right of return to their homeland for Palestinians and to restitution or compensation for the losses incurred in the diaspora.<sup>13</sup>

One of the Church's most powerful advocacy tools is its ability to invest (or divest) funds. Not surprisingly, the Church's one recent attempt at a comprehensive policy statement regarding Israel and Palestine was developed by a 2005 report by the Social Responsibility in Investments Committee, which captured the policies that have guided Church policies on investments in the region.<sup>14</sup> The report iterates many of the points noted above, but draws attention to the following specific resolutions:

- Reiterates support of a just peace that guarantees Israel's security and Palestinian aspirations for a viable sovereign state with Jerusalem as the shared capital of both Israel and Palestine (EC06/02).
- Recognizes that the Israeli demolition of Palestinian homes is illegal under international law and is a deterrent to the peace process (GC 2003).
- Recognizes the Israeli separation wall under construction as an impediment to a final and comprehensive negotiated settlement of the Israeli-Palestinian conflict (GC2003).

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<sup>7</sup>*Acts of Convention*: 1991-A147; 2000-B016; 2012-B019; Executive Council minutes, June 2002.

<sup>8</sup>*Journal of the General Convention*, 1973, pp. 504-505; Episcopal News Service (ENS) release June 15, 1973.

<sup>9</sup>*Acts of Convention*: 1976-D081; 1979-D079, A044; 1991-D181; 1994-A102; 1997-D055; 2015-A018.

<sup>10</sup>*Acts of Convention*: 1991-A149; 1991-D008; 2012-A015.

<sup>11</sup>*Acts of Convention*: 1994-D065; 2003-D008.

<sup>12</sup>*Acts of Convention*, 2003-D081.

<sup>13</sup>*Acts of Convention*, 2000-B016.

<sup>14</sup>*Corporate Engagement by the Episcopal Church on Issues Related to Israel and the Palestinian Territories, A Report with Recommendations*, Social Responsibility in Investments Committee of Executive Council, October 3, 2005.

- Condemns the violence of suicide bombers and the violence of the Occupation and plead with both sides to pursue all avenues of negotiation based on United Nations Security Council Resolutions 242 and 338 (EC 06/02).
- Recognizes the Israeli policy of building settlements in the Occupied Territories thwarts the peace process. All settlement activities should cease immediately (EC 06/02).
- Calls on Israel to remove road blocks to free access to Jerusalem for Palestinians and to allow Palestinians equal rights to build housing and institutions in Jerusalem (GC 1997).
- States that any resolution of the question of Jerusalem must equally respect the claims of Judaism, Islam, and Christianity and result in a shared city (EC 06/95).
- Urges congregations to develop mutual understanding and respect with Jews and Muslims, and to discuss the Middle East (GC 1994).
- Affirms the right of return principle for every Palestinian and the right of Palestinians and Israelis to self determination, independence and sovereignty (GC 2000).

### **Recent Legislation Affecting Policies and Advocacy**

The policy direction set in place by the 2005 report of the Social Responsibility in Investments Committee became the dominant formulation on the Israel-Palestine question for the next decade. The policy was reaffirmed between 2011 and 2015, beginning with Presiding Bishop Schori's October, 2011 pastoral letter on Israeli-Palestinian peace.<sup>15</sup> Her pastoral letter was prompted by a deterioration in Israeli-Palestinian relations due to the settlement issue and the increased agitation for a different strategy from concerned Church members. The letter was followed the next month by a "fact sheet" published by the Office of Government Relations focusing on the issues of borders, security, water, the rights of Palestinian refugees, and the Israeli settlements.<sup>16</sup> The pastoral letter and fact sheet reaffirmed the Church's previous policies, especially on bilateral negotiations to achieve a just and lasting peace.

A contentious debate in 2012 led to an omnibus resolution that combined 12 resolutions in 2012-B019, that was adopted with a package of advocacy measures which built on previous policies and practices.<sup>17</sup> These included a call for renewal of peace negotiations, interfaith dialogue, local action within dioceses regarding relations with local Jewish and Muslim congregations, development of resource lists, and continued pilgrimage and study. Perhaps the most significant measures related to financial investments in the West Bank and the Gaza Strip, financial support for the Episcopal Diocese of Jerusalem, and a loan of at least \$200,000 to strengthen the economic infrastructure of the Palestinian territories.

The importance of resolution 2012-B019 was highlighted by the appointment of the Executive Council B019 Coordinating Committee to assure effective implementation of the measures. The Coordinating Committee consisted of the Presiding Bishop and the President of the House of Deputies, the Chair of the Joint Standing Committee on Advocacy and Networking for Mission, the Chair of the Standing

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<sup>15</sup>Presiding Bishop Schori's Pastoral Letter, October 3, 2011: <https://www.episcopalchurch.org/posts/publicaffairs/episcopal-church-presiding-bishop-issues-pastoral-letter-israeli-palestinian>

<sup>16</sup>More Info: Questions and Answers about Major Issues in the Arab-Israeli-Palestinian Conflict, November 7, 2011: <https://www.episcopalchurch.org/library/article/more-info-questions-and-answers-about-major-issues-arab-israeli-palestinian-conflict>

<sup>17</sup>*Acts of Convention, 2012-B019*. This resolution was oddly matched by a divestment resolution D060 that was defeated in the House of Deputies on a paper ballot vote. D060 was amended by the same Legislative Committee as B019, and may have been reported to the floor as a goodwill gesture as it was accompanied by a Minority Report that severely lamented the Convention's failure to recognize the voice of Palestinians in the divestment argument.



Commission on Anglican and International Peace with Justice Concerns, the Chair of the Standing Commission on Ecumenical and Interreligious Relations, one member of the House of Bishops' Theology Committee, and DFMS staff.

The B019 Coordinating Committee's report to General Convention in 2015 noted areas of progress as well as areas that did not move forward as intended.<sup>18</sup> Greater than anticipated progress was made with positive investment in the Palestinian territories when the Economic Justice Loan Committee invested savings of \$500,000 in the Bank of Palestine, which in turn supported community-level business opportunities and economic development in the Occupied Territories. The Office of Justice and Advocacy Ministries (JAM) moved forward promptly to produce a seven-part educational series for Episcopalians and engaged in direct advocacy with Congress, the White House, and the State Department to promote the Church's positions. The Presiding Bishop's office sponsored leadership-level interfaith dialogue, inviting prominent Muslim and Jewish leaders to spend time with the House of Bishops during the triennium and receiving similar invitations from two major Jewish organizations.<sup>19</sup>

Lack of funding and personnel support impeded progress in other areas. Due to lack of resources, the House of Bishops Theology Committee declined to take on the task of producing an educational resource in the form of an annotated bibliography. Likewise, funding was not forthcoming from the DFMS Program area to support local Church peace studies or to gather intelligence on diocesan and local efforts for a report back to General Convention.<sup>20</sup>

### **Debate over Divestment**

The 2005 report of the Social Responsibility in Investments Committee has held sway on the matter of divestment. The Church has pursued a policy of "corporate engagement" and "positive investment" rather than divestment, boycotts, or sanctions. Companies whose investments are viewed as unaligned with The Episcopal Church's policies are asked to engage with social responsibility in investment representatives. The B019 Coordinating Committee endorsed the existing policy of corporate dialogue and positive investment in its 2015 report to Convention. While acknowledging that some Episcopalians strongly advocated economic sanctions, it re-stated a 2013 Executive Council position that "this Church does not support boycott, divestment, and economic sanctions against the state of Israel nor any application of the Church's corporate-engagement policies toward such ends."<sup>21</sup>

In reaction to the General Convention's *status quo* response of 2012, Church members in other quarters began to advocate for the application of financial and investment pressures as a way of asserting the Church's positions. In 2013, bishops, priests, and deputies signed and circulated an influential letter entitled "A Prophetic Challenge to the Executive Council." The letter petitioned for a more vigorous implementation of existing policies, including 1991-A149, which requires accountability of the State of Israel for use of U.S. government aid in compliance with the Foreign Assistance Act, and the Church's corporate engagement policies, to ensure that Church financial resources were not being used to support the occupation.<sup>22</sup> A preliminary draft of the letter of petition was obtained a few days in advance of its release, which elicited a response from Presiding Bishop Schori and the Office of Government Relations. The response reaffirmed their commitment to the effectiveness and appropriateness of existing policies.<sup>23</sup>

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<sup>18</sup>Executive Council Coordinating Committee [Report](#) (ECCC Report), *Blue Book* 2015.

<sup>19</sup>*Ibid.*, p. 202.

<sup>20</sup>*Ibid.*

<sup>21</sup>*Ibid.*, p. 203.

<sup>22</sup>ENS release, January 21, 2013.

<sup>23</sup>ENS release, January 17, 2013.

Numerous proponents of divestment attended the 2015 Legislative Committee hearings and expressed their views.<sup>24</sup> The Convention adopted two resolutions, both of which aligned with existing policies regarding the Diocese of Jerusalem, the policy of positive investment, support of US government's negotiating efforts, education, and restorative justice. An omnibus resolution calling for withholding financial investment in the occupied territories failed to pass its initial referral in the House of Bishops.

## **Conclusion**

The Episcopal Church has consistently stated a set of core policies with regard to Israel and Palestine. Key advocacy measures in support of peace between Israel and Palestine have included ongoing financial support for the Diocese of Jerusalem; communicating the Church's position to US leaders; collaborating and coordinating with other groups that share similar advocacy visions (both within the Anglican Communion and ecumenical partners); and encouraging both study and financial support at the diocesan and congregational level. The Church's ongoing hope has been for a negotiated two-state solution for Israel and Palestine. Financial policies regarding Israel and Palestine have aligned with the practice of corporate engagement and positive investment. There has been increasing pressure for a change in that policy, but the 2015 General Convention affirmed the policy as the Church's most effective stance.

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<sup>24</sup>In light of the ecumenical contact regarding the issue in previous years, it should be noted that TEC's discussions took place against the backdrop of the Presbyterian Church USA's adoption in June 2014 of a divestment resolution (2014 item 04-04) on West Bank corporate investments (Minutes of the 221st General Assembly, pp. 58-60 and 260-262)

## **Appendix A. Select General Convention Resolutions relating to Israel and Palestine (1961 –2015)**

*Note: This selected list omits courtesy resolutions, most resolutions on Jerusalem Sunday and the Good Friday Offering, and resolutions not directly related to the relationship of Israel and Palestine.*

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- 2015-A018: Encourage Church-wide Engagement in Interfaith Competence
- [2015-B013](#): Reaffirm a Policy of Reconciliation and Restorative Justice in the Middle East
- 2015-C018: Affirm the Work of Christians in Israel and the Occupied Territories
- [2012-B019](#): Support Israeli-Palestinian Peace
- 2009-A037: Pray for the Wall Around Bethlehem to Come Down
- 2006-A015: Encourage a Renewed Commitment to the Diocese of Jerusalem and the Middle East
- [2003-D008](#): Urge Israel to End Policy of Demolition of Palestinian Homes
- [2003-D081](#): Oppose Construction of the Israeli Security Wall
- [2000-B016](#): Affirm Refugee Rights of Palestinians and Israelis
- [1997-A107](#): Recognize Jerusalem as the Capital of Both Israel and Palestine
- 1994-A102: Urge Congregations Into Conversations With Jews and Muslims
- [1994-A103](#): Affirm 1993 Israeli-PLO Declaration of Principles
- 1994-D065: Recognize Illegality of Israeli Settlements in Gaza and the West Bank
- [1991-A147](#): Support a Two-state Solution for Israel and the Palestinian People
- [1991-A149](#): Urge a Full Accounting of the Use of Foreign Aid in the Middle East
- 1991-A150: Support an Anglican Presence in the Middle East
- [1991-D008](#): Urge a Peaceful Resolution to the Israeli-Palestinian Conflict
- [1991-D007](#): Urge Study on Long-term Support for Church in Middle East
- 1991-D122: Distinguish Between Criticism of Israeli Policy and Expression of Anti-Jewish Prejudice
- 1991-D130: Affirm Commitment to Religious Liberty in Middle East
- [1988-D053](#): Affirm Goals of Justice, Peace and Reconciliation for Israelis and Palestinians
- 1988-D119: Urge Financial Relief of and Interest in the Diocese of Jerusalem
- 1985-B017: Oppose Moving the United States Embassy From Tel Aviv to Jerusalem
- [1982-B047](#): Call for Peace in the Middle East
- 1979-A044: Initiate a Study on Episcopal-Jewish Relations
- [1979-D089](#): Express Thankfulness for Israeli-Egyptian Peace Treaty
- 1979-D148: Designate Holy Week Offering for Use in the Middle East
- 1976-A044: Designate Good Friday Offering for the Episcopal Church in Jerusalem and the Middle East
- 1964:** (Journal, p. 303): A resolution that instructs the Executive Council to appropriate not less than \$15,000 annually to the Jerusalem and East Mission from the Good Friday Offering and to use any balance left after all appropriations have been made for work in the Middle East.
- 1961:** (Journal, p. 373): A resolution instructing the National Council to make a report to the next General Convention concerning the needs of the Anglican Church in the Holy Land and the Orthodox Church in the Middle East and make a recommendation for meeting those needs either through the Good Friday Offering or other means and ensure that publicity materials accurately reflect the scope of those needs.

## **Appendix B. Select Resolves of Council relating to Israel and Palestine (1981-2014)**

*Note: This selected list omits courtesy resolutions, most resolutions on Jerusalem Sunday and the Good Friday Offering, and resolutions not directly related to the relationship of Israel and Palestine.*

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- [EXC102014.36](#): Support for Peace Between Israel and Palestine
- EXC022013.21: Implementation of General Convention Resolution B019
- [EXC062011.06](#): Support for a Just and Lasting Peace Between Israel and Palestine
- [EXC022010.24](#): Support for Peace Between Israel and Palestine
- EXC022008.16: Support for the Palestine and Israel Joint Understanding
- EXC032007.04: Concern for Violence in the Middle East
- [EXC112006.25](#): Reaffirmation of Commitment to Peace in Israel/Palestine
- [EXC112006.26](#): Policies Regarding the Palestine/Israel Peace Process
- EXC102005.01: Commend Committee on Social Responsibility in Investments
- EXC062005.31: Devotion of a General Convention Evening to Israel-Palestine Issues
- EXC012003.05: Opposition of Bombing in Gaza
- [EXC062002.19](#): Support for Israel and Palestine Peace Process
- EXC102001.10: Response to September 11, 2001
- EXC022001.18: Support for Peace in the Holy Land
- [EXC102000.12](#): Support for Reconciliation Between Israel and Palestine
- [EXC061995.12](#): Support for Peace Process in Jerusalem
- [EXC041991.10](#): Reconciliation Between Palestine and Israel
- [EXC011991.19](#): Support for Palestinians
- EXC011991.16: Peace in the Middle East
- [EXC061990.30](#): Support for Dialogue Between Israelis and Palestinians
- [EXC021989.33](#): Support for Palestinian Refugees in Israel
- [EXC051988.33](#): Concern for the Situation in the Middle East
- EXC111987.27: Support for ACC Resolution on Palestine/Israel
- EXC111986.20: Request for Study on Palestinian Arab Christians
- EXC101984.08: Opposition to the Move of the U.S. Embassy in Israel
- [EXC021981.16](#): NCCUSA and DFMS Policy Statements on the Middle East