

## Global Compact on Refugees – Fourth Formal Consultations 08 – 10 May, Geneva

### Opening Remarks: Filippo Grandi, UN High Commissioner for Refugees

- This is my first at the consultation session. Apologies for not being there before. But through Volker, I have been following closely this important exercise. Thanks for the participation, ideas and constructive engagement by all. This is one of our key priorities.
- We already have a feeling this process is having tangible results already.
- To recall the objective of this exercise: we aim to develop more equitable and predictable instruments to share the burden and responsibilities of dealing with refugee crises especially large refugee movements and protracted situations; To craft more efficient and effective response, alongside other existing efforts, better manage overall migration.
- I remember 2.5 years ago, the then deputy Secretary General calling me, as High Commissioner elect, and sharing his views about the need to start this process. I wondered: What are we going to do, is this is a good idea, and is it good to open this discussion? 2.5 years later, the then Deputy SG was right. It was worth it, because it has opened up a very important discussion and new initiatives, which you will be discussing, and which I think have the potential to change the game in how we work with refugees.
- I travel a lot and I can see things changing. What I welcome is the very specific strong focus on the role of refugee-hosting countries, and we have said it many times, refugees hosting countries are the biggest donors. From the crowded schools visited in Jordan to the impact on forest and environment, the list is very long and we are constantly reminded of what refugee hosting countries do for refugees, by caring for them, stabilising them, not only for refugees, but also for regional global peace and security.
- I encourage host countries to continue carrying out this global role, and contributing to refugee work, and to encourage those that have embraced inclusive practices in refugee protection and support as they are described in the text you are about to debate.
- I am amazed at the legislation in Djibouti and amazed by open practices in hosting large numbers of refugees in countries like Ethiopia and Uganda, and I am encouraged by increased access of refugees to public services in Mexico, inclusive practices on education in the Islamic Republic of Iran. But my message here is that this generosity, which I encourage, cannot be taken for granted and needs to be supported.
- Sometimes I go to wealthy countries, where I am told, there are progressive asylum laws but also the need to be prudent because of difficult political dynamics (e.g. elections). What makes us think that developing countries do not have to face political challenges as well? We need to take that into consideration, and also be ready to pay a political price.
- I would like to single out the World Bank, and its leadership, for the work they have done on this matter. Yesterday, there was a briefing on the World Bank, and I am sure it was clear and there are many questions about the additionality the World Bank can bring. But frankly, they have really been a leader as an institution approaching this in new ways. IDA 18 for low income countries, and the GCFF for middle-income countries, which can also be used in other situations, are big game changers and already part of the progress made.
- The World Bank is not alone. Many bilateral and multi-lateral institutions like the EU through e.g. DEVCO. The EU has invested half-billion dollars already in the CRRF. Germany, Denmark, Korea and Japan are also contributing.

- And I would like to encourage everybody else to partner. Other countries are also being encouraged not only to invest resources, but to help us devise new ways of financing additional to humanitarian financing and targeting long-term needs such as education, environment, and so forth.
- Sweden, institutions such as the global partnership for education, ILO, GAVI and NGOs are also partnering in this effort. Coalitions of like-minded States and organisations are forming, which will allow us to work together towards tangible results.
- I am just back from London, where I participated in biannual meetings on reforms the UNSG is carrying out in the development system, and of the UN management in a structured and organised manner. What we are proposing here is very fitting, adapted, and matches efforts of the broader UN system. We can establish an important precedent.
- I would like to highlight 4 final points:
  1. As mentioned, development efforts are already happening in very substantive ways alongside humanitarian responses as part of new approaches the compact wants to institutionalise. These must be accelerated, and I hear growing expectations that this needs to yield practical results. Forgive the impatient humanitarian worker speaking here, who is used to seeing quick results. We understand fully other mechanisms, but we want the impact to be visible soon. It is in that tangible result that we will find the proof that what we are discussing can change how things are done.
  2. I am concerned about an important element of the future compact, which is shrinking, and is not expanding: resettlement and other complementary pathways. That is in spite of efforts by the EU and new resettlement countries in South America. Resettlement places are shrinking. Although resettlement is a small solution, it is one which is very important, and gives a strong message of responsibility sharing to host countries.
  3. The focus on solutions is there and continues to be extremely important. 2 regional frameworks, like the IGAD for Somali refugees, and MIRPS in central America, are also very much solutions-oriented. However, solutions continue to be quite elusive and this is an issue of great concern. I cannot do anything but flag those concerns. We need to continue to think of solutions for the sake also of host countries and countries of origin. Look at the Afghan situation, look at the Nigerian situation, to reflect not only on responses, but also solutions.
  4. Last, but not least, I have heard this is a vastly improved draft, much more focused, stronger, clearer and bolder, and of course it has to take into account all the constituencies represented here, not just host or donors. Among host and donors also, there are different demands and needs, and Volker and his team have to do a difficult balancing exercise. I commend them and thanks to all of you for understanding this has to be a balanced text that everybody embraces subsequently. How to fine-tune granular details? The more clarity we can bring, the better it is, especially on the support platform, asylum capacity support group, solidarity conferences and global refugee forums. This is a fairly robust follow-up mechanism we are proposing after the compact is established, to monitor the ideas that the compact will have developed. The first high-level meeting will be held in 2019. Perhaps in substitution of that year's the High Commissioner's Protection Dialogue, which we hold every year in December. This could be a first conference at the ministerial level to reconfirm our commitments.
- The Geneva diplomatic community has another 2.5 months to make maximum progress as I am obliged to report to the General Assembly by the end of July, and attach the compact to my annual report. There is not much time but you have made a lot of progress

and with continued commitment from the Geneva diplomatic community, we will have a product that will obtain in New York the consensus and political blessing needed to make this a milestone in refugee work.

The High Commissioner's full Opening Remarks are available [here](#).

The Assistant High Commissioner for Protection, Volker Turk's, speech is available [here](#).

## **Agenda item 1 – Introduction**

### **Brazil (on behalf of GRULAC)**

Thank UNHCR for the changes introduced in the text. We comment on all parts of draft 2.

#### Part 1:

- On para 4, we call attention to the use of the word 'dedicated', which could lead to misunderstanding and could mean 'earmarked'.
- Welcome inclusion of guiding principles, while reiterating the UN resolution 46/182 as a guide to humanitarian and refugee response. Would like to know if there are any particular reason on why elimination of racial discrimination was not included along with references to other human rights instruments.
- Support alignment with objectives of para 18 of Annex 1, NY Declaration. Measuring progress on the basis of para 7 could be further investigated during discussions on developing indicators.

#### Part 3 A:

- Part 3 B could serve as areas for pledges, but must encompass pledges leading to commitments reflected in the New York Declaration.
- The composition and working method of national arrangements should be determined by host States.
- Regional approaches are crucial, and should be promoted for global responsibility-sharing.
- Reiterate development response should be provided over and above current levels of regular programmes, and request that development and humanitarian assistance should not be tied to conditionality.
- On data and evidence, welcome focus on data protection; welcome also references to measuring the impact of hosting, protecting and assisting refugees. Suggest including that resulting information will be assessed and discussed on the occasion of the refugee forum.

#### Part 3 B:

- Reiterate that Part 3 B needs to be read in conjunction with Part 3 A as these cannot be measured without international cooperation efforts.
- List of areas in need of support should be non-exhaustive and international cooperation must be based on needs identified by host countries.
- On asylum capacity support group, we would request further information on selection of pool of technical experts and their funding.
- Support section on children; important to address their needs including promoting their best interest and protocols for unaccompanied and separated children and alternatives to detention. This section also addresses adolescents. Also suggest replacing the title of section 2.10, '*social cohesion*' with '*measures to prevent xenophobia and discrimination*'.

#### Part 4:

- On resettlement, seeing decline of responsibility-sharing and the slowdown of resettlement pledges, suggest including language on the need of additional resettlement partners.
- Reiterate our support for local solutions, which is an option to be exercised according to the capacity of the country of origin and context.

#### Part 5:

- Indicators should be developed through an inter-governmental process to ensure ownership of Member States.
- Support the establishment of mechanisms to track pledges; such mechanisms will play a crucial role in determining efficiency during the global refugee forum.

#### **Uganda (on behalf of the Africa Group)**

- Commend the secretariat for preparing this 2nd draft, which has benefited from comments during previous consultations and concerns that were raised.
- We take note of, and commend, the following issues: reference to recognition of national realities and levels of development of each country in relation to its refugee responsibility; recognition of international human rights law; need to include durable solutions at the outset; inclusion of concerns of the countries of origin and addressing root causes; regional approaches to finding durable solutions.
- Take note of mechanisms to implement non-*refoulement*, but highlight need for strengthening application and observance among States.
- Take note of calls for accession to international refugee instruments in para 6; suggest er could collectively define a strategy and action to promote ratification.
- Welcome affirmation of the 4 CRRF objectives, and remain convinced these should be applied without asymmetry.
- Welcome the new section on guiding principles, which will bring clarity on the role of States. But the guiding principles should mention UN resolution 46/182 in the main text. This will include the principle of national sovereignty and national ownership and respect national goals, frameworks and policies and avoid conditionality.
- Humanitarian assistance should not affect development aid and strengthening of coordination of humanitarian assistance.
- Guiding principles should also include the fact that the GCR will be implemented without prejudice to action undertaken by UNHCR and will be implemented in good faith and common trust.
- Background forms part of the preamble para., and should include a para. on the unprecedented forced displacement of refugees and trends witnessed over the past 2 decades, including situations of protracted refugee situations that see dwindling international support, and challenges faced by host communities as a result of the shortfall.
- Clearly indicate that the GCR does not create parallel protection, which will affect principle of solidarity and international cooperation based on the 1951 Refugee Convention.

#### **European Union**

- Thank UNHCR for having carefully listened to different interventions, integrated many comments, and presenting a balanced and well-articulated 2nd draft with better linkages with Part A and B. The revised draft is solid and implementable.
- Make sure the length does not increase, taking into account that this will go with the CRRF and the introductory part of the compact.

- Satisfied with the revised text, notably the global refugee forum, clarifications on support platform and review and follow-up arrangements.
- On Solutions, new formulation is satisfactory and equitable.
- Pleased to see the Agenda 2030 maintained, although those could be more visible.
- Regret that references to the Grand Bargain have been removed; aware that not all States are part of it, but at the same time it is important to strengthen response.
- Welcome age, gender and diversity focus. Although still some gaps.
- The NY Declaration requires to be grounded in political will and renewed commitment, but the programme of action is not legally-binding and is meant for practical purposes.
- NY Declaration could be mentioned in the introduction as the basis of the 2 compacts.
- In a spirit of togetherness, we can only live up to our collective ambition. Call out States not to shy away. The GCR is not meant to impose additional standards, and does not open up the Refugee Convention, but meant to implement development and complementary responses with a view to improving responsibility-sharing agreed in the NY Declaration.
- We understand the legitimate concerns of developing countries, and the risk of reducing development aid to refugees. Let us be clear that the global compact should aim for additionality. But it is also important that development support be delivered when refugees are included in national policies and plans.
- We are committed to providing development assistance and we will continue to provide humanitarian assistance in line with wider commitments made at the WHS, the Grand Bargain, and equally willing to support countries of origin to tackle root causes and ensure adequate living conditions.
- We encourage mobilising all the UN family. Inclusion of regional financial institutions and the UN reform process are key references to be maintained.
- While recognition of States mobilising all actors is crucial, including private actors is indispensable for multi-stakeholder approaches.

## Ethiopia

- Thank the HC for the address and leadership. This draft is based on States' comments.
- We welcome the inclusion of CRRF objectives, call for ratification of international refugee instruments, the new section on guiding principles, references to human rights and humanitarian law and the inclusion of private sector, which make the text more balanced.
- The bigger role for regional and sub-regional organisations to prevent and find long-lasting solutions is also important.
- The refined text on responsibility- and burden-sharing helps to clear some grey areas and possible overlaps.
- Human rights references in the footnote should accrue without distinction to further reinforce our long-term commitment for the dignity of refugees.
- Cardinal non-*refoulement* principle should be included to safeguard the rights of refugees.
- Welcome interlinkages between environmental factors; the document must go beyond to include cross-border displacement because of climate change and natural disasters.
- In para. 2, where translating pledges into action is mentioned, primacy to be given to practical mechanism that ensure full realisation of international solidarity and hence we propose referring to concrete and practical action.
- Believe in para. 1, in addition to forced displacement of refugees, there needs to be inclusion of challenges of protracted displacement and dwindling international support.

- Guiding principles must place clear emphasis on additional needs of refugees in terms of the responsibility of the international community.
- Appreciate protection measures against discrimination, but we should go beyond social inclusion, as xenophobia is on the rise and a clear threat to long-held assimilation values.

### **Norway**

- Thank UNHCR for contribution and hard work on the GCR. Given the opposing views, not easy to find common ground. Believe UNHCR has handled this in a constructive manner,
- Helpful to receive summary of changes; encourage UNHCR to do this for the next draft.
- 2 general comments:
  - crucial that this is a common effort and joint endeavour and combination of different and relevant actor necessary to bring responsibility-sharing.
  - For this, favour complementarity between humanitarian and development actors for both refugees and hosts.
- Propose in para. 9 that sentence includes climate change.
- Welcome para. 10: mentions that GCR complements other efforts including on migration.

### **Mexico**

- Welcome the 2nd draft which contains important elements, and brings us close to a solid document in terms of protection and shared responsibility.
- New section on guiding principles could mention humanitarian principles and relevant UN Charter principles that reminds of international solidarity, which should guide our work. Those affected by protracted situations should not be left behind.
- Similarly, welcome alignment of goals of the compact with CRRF, which will enable to ensure institutional and operational consistency between the three areas proposed.
- Consistence is vital to ensure we achieve measurement through indicators. Need to make sure this is value added.
- Recognise the gender age and diversity dimensions as well as inclusion of disability, and care for stateless persons.
- On para. 9, we welcome addition of environmental degradation, and agree with Ethiopia and Denmark on importance to specifically recognise vulnerability of those displaced by natural disasters.

### **Germany**

- Welcome the stronger consideration of women and youth and streamlining of diversity.
- Language on the 2030 Agenda could be further strengthened. We can suggest language in this regard.
- Achievement of more responsibility-sharing has clearly been considered, and we appreciate that.
- Welcome the invitation to Member States to be party to the Refugee Convention. This is the core of the compact.
- Need to ensure coherence of terminology with regard to the Refugee Convention and Protocol and ensure that regional instruments only apply to regions.
- Para. 5 must be the opening of the CRRF.
- The GCR is non-political and non-partisan. Primary purpose is to assist host communities and the compact should not put additional burden. But at the same time, only joint effort will ensure the achievement of objectives.



- Appreciate that objectives have been aligned with the CRRF.
- We need to widen the support base if we are to mobilise political will of the international community to maintain protection and strongly recommend reintroducing the emphasis on strengthening national protection systems.
- To achieve the objectives, partnerships will be required while ensuring that humanitarian assistance is delivered according to humanitarian principles.
- Welcome strengthened language on prevention, but regret that the Platform on Disaster Displacement and the Nansen Initiative have been lost. These do not give rise to refugee status in international law.

### Kenya

- Need to connect this with ongoing development with refugees in the real world.
- Commend secretariat for the development of this draft, which is more balanced.
- Welcome increased equitable and predictable responsibility- and burden-sharing, and hope once at implementation stage, opportunities and solutions will follow through in good faith. This continues to be work-in-progress.
- Welcome the strengthening of the introduction section and alignment with the objectives of the CRRF to ensure coherence.
- Welcome language to address root causes and protracted situation in para. 9. Especially important as protracted situations have been going on for three decades.
- Para. 10: language is different for development assistance to countries of origin and seek clarification why this change was made in the formulation as compared to the first draft, which was directed towards calling on the international community for sustainable and voluntary return. The formulation in the section does not oblige the international community to privilege development assistance for countries of origin.

### Sweden

- In our consultations, we need to square circles as we have a few asymmetries to deal with.
- Important to realise why we are here: To find new and equitable ways of working for refugees. In this regard, the commitment of the NY Declaration must not be forgotten.
- Introduction reminds us of the guiding principles, not least the principle of *non-refoulement*. International human rights could be clearly mentioned as well and not just as what the compact draws on.
- Centrality of protection is important and must not be forgotten.
- Alluding to Volker, another principle: less is more. We should not have too long a text.
- New paras on children and social cohesion are welcome.
- Welcome references to complexity of displacement, which links with environmental degradation and natural disasters; emphasis on multi-stakeholder approach; age, gender and diversity mainstreaming; and gathering and sharing of good practices; as well as clarification on regional instruments and responsibility- / burden-sharing to track pledges.
- Thank colleagues for sharing their views. Chance to share positive narratives, as well as challenges that we need to face together. Let's continue towards this collective path.

### Turkey

- Thank the HC and UNHCR team for reflecting a variety of views.

- Since the adoption of the NY Declaration, a strong aspiration toward strengthening solidarity between refugees, to take this window of opportunity for concrete action to reach equitable and predictable responsibility- and burden-sharing.
- In the background, root causes paving the way for refugee movement are addressed. Persecution, armed conflict are grounds for refugee status, however, serious public disorder does not enjoy consensus. This needs to be brought in line with 1951 Convention.
- It is important to stick to NY Declaration language and include terrorism as cause of seeking refuge.
- Indeed, all instruments further reinforce the human-centred approach, but the working and substance of para. 6 moves into another dimension, goes beyond the non-binding nature. We recommend deleting para. 6.
- Another focus in the guiding principles could be the GCM. The 2 compacts present international cooperation frameworks that fulfil the mandate laid out in the NY Declaration.
- Streamlining the objectives of the GCR is appreciated and will be useful for follow-up also.
- We still stress the need to include the new way of working and complementarity between humanitarian and development action in the 2nd bullet of para. 8.
- References to UN reforms welcome as well as references to SDG are welcome. The GCR is key to achieving reduction of forced displacement.

## USA

- Pleased with the draft programme of action and appreciate the tone.
- Refugees and host countries are in need of support, and we need a collective push to expand the base of support and engage non-traditional donors, development and private actors to improve the way we respond to refugee emergencies worldwide, and also for equitable and predictable responsibility-sharing.
- Para. 4 is not legally binding, but finds balance between existing refugee protection regime and the need for more contributions.
- Updated document now provides clear principles and gives us a shared vocabulary. Appreciate that Para. 5 includes humanitarian principles and regional refugee instrument.
- Para. 7 heeds the call to add language from CRRF. We actively engage with host countries which put in place CRRF.
- Support objectives including easing pressure, promoting refugee self-reliance, expand third country solutions and support countries of origin for voluntary repatriation.
- Seek focus on effectiveness and efficiency on refugee response that does not increase bureaucracy and does not add burden and create overlapping processes, but offers new tools for better response.
- Urge more on protection from sexual exploitation and abuse and trafficking.
- Support the process. This is becoming a useful roadmap to implement refugee response.

## South Africa

- Express thanks to the HC for the opening address and Volker Türk for presenting the draft.
- On the background, appreciate relevant references to international refugee instruments and regional instruments like the OAU Convention. They encapsulate the fundamental principle of *non-refoulement*.
- We note with concern reference to regional laws in para. 1. This must be replaced with regional instruments to avoid confusion.



- Para. 3 could be contextualised with existing laws and experience gained through operational CRRF experience. Underscore the relevance of international law when dealing with this para.
- Request the deletion of the word '*dedicated*' in para. 4.
- Welcome guiding principles; these could be further strengthened by alluding to principles in the NY Declaration that all measures must take into account national priorities, policies and laws. The GCR should respect national sovereignty at all times.
- Welcome inclusion of the 4 CRRF pillars. For South Africa, the success hinges on progress made on all 4 pillars. This should measure and support all 3 bullet points in para. 7.
- In para. 10, welcome references to end discrimination based on race among others. However, relevant international conventions (e.g. Durban Declaration and Programme of Action) should also be included in the footnote.

### **France**

- Thank the HC and comments made by Member States in the previous consultations.
- This is a more balanced draft, which will promote collective responses.
- Satisfied with efforts made to clarify the GCR is based on established legal principles; welcome strong reference to non-*refoulement* and fundamental legal instrument that promote protection.
- Engagement of all stakeholders is crucial in para. 3, and welcome that this encompasses a number of stakeholders including the Red Cross, refugees and hosts.
- References to the need to look beyond States historically contributing should be further strengthened.
- On voluntary contributions, would like to recall that this is a non-partisan and non-legally binding document. Implementation will depend on the political engagement of States.
- Welcome new formulation on para. 9 to prevent and address root causes. Note references to IDPs and environmental degradation and natural disasters, which might interact with root causes, but are not the cause, and not an excuse for not respecting UNHCR mandate.
- Welcome the fight against discrimination; this is indispensable. Protection of human rights should be pursued.

### **Ecuador**

- Pleased to see the new draft covers various proposals made by States. It is stronger and based on international and regional protection regimes.
- On-going concern: we have already insisted on the reference to harmonise the 2 global compacts, and again forced to address this as we have not seen in both text how complementarity will be guaranteed. There are interlinkages that need to be considered in a complementary way to address the needs of migrants and refugees.
- They address different aspects of mobility regardless of reasons of voluntary or forced nature of displacement. Migrants have the right to enjoy human rights.
- Recognition of refugee status is a special protection guaranteed in the 1951 Convention. Asylum-seekers use the same means to access host States and lack of designation hampers the effectiveness of both documents. Both documents need to identify that they require protection.
- The 2 compacts are complementary and therefore harmonisation will allow need to address xenophobia and discrimination. It will also provide greater protection for children

and women, and those vulnerable. We reiterate the need for explicit complementarity between both compacts, and this should be reflected in both texts.

### **Italy**

- Appreciate the focus on fundamental principle of solidarity and humanity, and the centrality of protection as recalled in para. 5 in the people-centred approach.
- Welcome objectives in para. 7, and believe these are well-balanced. Highlight the need to alleviate burden on host communities and enhance protection and socio-economic conditions of refugees.
- Appreciate strengthened links and complementarity between humanitarian and development assistance and the need to further broaden the support base. Welcome increased focus on host States that has been adopted.

### **Pakistan**

- Thank UNHCR for convening the consultations, and welcome the much-improved draft that incorporates various views. Our hope is that collective efforts will bring predictable and equitable protection and assistance to refugees.
- As the draft evolves, strong need for consistency and coherence arises, as divergences reduce its strength.
- In para. 1, our preference is for opening line from the previous draft. Appreciate strong reference to challenges faced by host countries.
- Could refer to experience gained through CRRF.
- In general, support para. 4, but could add, “in keeping with national regulatory frameworks” regarding engagement with stakeholders.
- In para. 5, reiterate responsibility- and burden-sharing must be predictable.
- In para. 7, welcome the 4 CRRF pillars. Objective of filling funding gaps could be introduced to measure achievement of objectives.
- In para. 7, last bullet point, ‘voluntary repatriation’ could be added after ‘durable solution’.
- In para. 8, 2nd bullet point is not taking into account additionality of development cooperation. This should be added.
- Placing environmental degradation and climate change under countries of origin suggests these are root causes of refugee movements.

### **UK**

- Welcome clarification on responsibility-sharing mechanisms and the current approaches continues to be the right one. UNHCR is managing to incorporate this.
- Important to support host communities, not increasing demand on them, and vital for international support to direct resources.
- Not to lose sight of comparative approaches. Delivering collective outcomes will be key to the success of the compact.
- Welcome the focus on partnership which will be useful for refugee protection. Vital to engage non-traditional donors, and draft has set the base to do this.
- Need to be clear on definitions and terminology in framing the scope of the GCR.
- Welcome age, diversity considerations as well as focus on women and disability.
- Good focus on fragile countries and urge to follow this.

- Need to broaden the support base means need to include regional financial institutions and private sector. World Bank engagement on forced displacement is a major important first step.
- Important to capitalise on local and national systems as well as initiatives that benefit host countries. Where countries are deeply indebted, financing should be provided in grants.
- Not just about more support, but also better support in terms of long term and unearmarked funding. Therefore, the compact must speak to humanitarian and development action within framework in which both operate.

## Colombia

- Attentive to UNHCR's work and this reflects in the improved 2nd version of the draft.
- We have 3 comments:
  - Para. 4: important to establish greater clarity to implement the GCR. This is non-binding and voluntary, but this does not mean we do not generate specific contributions and require international community to commit.
  - Objectives in para. 7: grateful that these are along the lines of CRRF. But language on measuring progress might in some way be a reformulation of shared objectives. Measuring progress would be more related to follow-up and indicators in chapter 4.
  - Para. 8: new references to humanitarian and development assistance is fundamental as is also done in para. 71. Essential to clarify that additional resources from development should not bring conditionality.

## Japan

- Clear references to objectives and measures to be mobilised through GCR, and additions reflect comments from previous consultations. Appreciate the summary paper.
- Overall reflection: appreciate addressing root causes, and welcome cooperation and complementarity between humanitarian, development and peace-building.
- Welcome calls on all States to engage in such cooperation.
- Appreciate that gender and children dimensions are further strengthened.
- Establishes responsibility- and burden-sharing mechanisms. We consider the document non-binding, but important that it reflects strong aspiration of the international community.
- Objectives can only be achieved by collective efforts of all.

## Sudan

- Endorses statement by Uganda and efforts that led to this new version, which welcomes the efforts of host countries in terms of potential and capacity. This means there are differences in needs, and these must be borne in mind, because it is not possible to put all countries at different stages of development on the same level.
- New commitment should bear in mind the rights of refugees in a way that takes into account the priorities of transit and host countries.
- Good to open discussion on lasting solutions to urgent situations and existing crises.
- There continues to be ambiguous provisions in the GCR, for example, policies of non-*refoulement*, legislation and national sovereignty, all of this requires specific definition for it to be applied in light of the voluntary nature of the compact.
- There are mentions of obstacles to effective solutions to refugee crises, related to root causes that may lead to displacement, which might include climate change and political

factors. But addressing root causes is not UNHCR's work. Thus, large parts of our discussions are focused on 2ndary effects dealing with consequences of refugee flows.

- Another problem is the voluntary nature of the GCR, which means this will not lead to new legislation or mechanisms, and we will go around in circles. The most realistic objective to reinforce existing laws and regimes that govern the situation of refugees is to make this more effective and coherent.

### **Denmark**

- Take note on many important changes in the draft including references to track obligations, and seek to better balance between Part A and B. But some valuable elements have been left out in the process.
- Underline the NY Declaration's call to foster collective responses and outcomes for refugees and host communities.
- Would also want more details on how to monitor responsibility- and burden-sharing and quality and efficiency of refugee response.
- Welcome references to CRRF; suggest clarifying if this will be fully incorporated in the GCR.
- The key aspiration of the GCR should not just cover the international community and must refer to comprehensive measures that are required by all stakeholders.
- We welcome references to specific refugee protection instruments and humanitarian principles. However, the NY Declaration and current GCR draft call for comprehensive responses that cut across the humanitarian, development and peacebuilding divide.
- Important to have cooperation among Member States, and with local and international actors. We must engage all parts of the international community to secure the necessary burden-sharing.
- Welcome age, gender and diversity considerations and efforts to mainstream gender, although some gaps remain.
- Critical that refugee participation is better reflected.
- Welcome references to urban refugees, although this must be unpacked to reflect reality in many displacement situations.

### **Venezuela**

- Note the new section on guiding principles.
- Treatment of migrants and refugees is governed by separate legal frameworks, and by 2 compacts. GCR is not about mixed flows and reference to these situations contained in paras 12, 29, 57 should be deleted.
- While the compact is non-political, it is important to put in place a mechanism for fair distribution of burden-sharing.
- Concerned by balance between internal and external factors in refugee movements. Note there is no express reference to external reasons such as foreign aggression and lack of compliance with UN charter.
- Ask that resolution 46/182 is also incorporated in the text.
- Coordination between humanitarian and development actors should be part of guiding principles.

### **Estonia**

- Find the revised draft clearer, and appreciate more elaboration of responsibility-sharing mechanisms and new sections on children, gender and social cohesion.
- Welcome the follow-up section and the clear role of UNHCR.
- In section 1, appreciate reformulation that supports clear definition.
- Para. 4: appreciate the legally non-binding nature and that contributions will take into account national realities, and encourage further language on the mutual nature of efforts throughout the text.
- Appreciate the renewed structure, and reference to humanitarian principles.
- Suggest further reflecting the nature of the GCR to mirror the political will to address refugee needs with a renewed commitment.
- Under objectives, note loss of national protection systems, this could be strengthened to reflect the people-centred approach and integrate refugees in strengthening.
- Welcome that references to the 2030 Agenda were maintained, but could be strengthened.
- Welcome focus on prevention and root causes, and this is in line with UN reforms too. But important to ensure coherence with reforms, and more should be said related to this.
- Promotion of human rights could also be strengthened.

### Switzerland

- Welcome 2nd version, which is a good summary of comments.
- Welcome bolstering of gender and diversity, participation of refugee and hosts, references to humanitarian principles and local Red Cross as well as new para. on children and social cohesion; also welcome clearer and better language on burden- and responsibility-sharing and follow-up arrangements.
- The compact is becoming increasingly substantial and important for States to reaffirm legal instruments that form the basis of refugee protection.
- Refugees should be at the heart of the compact; the individual-centred approach has been weakened and this focuses more on States.
- Deletion of strengthening national protection systems is regrettable. Refugee protection should become an indicator of success for the GCR. CRRF affirms better protection and support for host communities and States. This language should be included in para. 7.
- While the GCR is not legally-binding and remains voluntary, this should not contribute to weakening the protection regime. *Non-refoulement* remains applicable whatever the capacity.
- Para. 1: regret the deletion of environmental degradation; rather than expand the definition, it reflected the actual realities on the ground.
- In last sentence of para. 10, prefer inclusive language with regard to discrimination rather than an exclusive list for the grounds of discrimination.
- We have all shared interest to benefit refugees and we will support the adoption of the compact by consensus.

### Iran

- Appreciate UNHCR efforts on draft 2, and recognise the positive amendments. However, we remain concerned and that our main views have no reflection in the current text.
- Para. 1 defines refugees in line with the 1951 Convention without confusion with regional instruments.

- Mentions that it is vital to translate international cooperation into concrete action, yet the text does not go from aspiration to determining the modalities for change. No real mechanism to systematise international solidarity and avoid politicisation. This issue must be addressed.
- If the GCR is not binding, then just like migration, refugee movements must be managed in an orderly and regular manner and we need to end existing double standards in refugee protection. The GCR would thus have to guarantee freedom of movement for all asylum-seekers or force all countries to host their fair share of refugees. If the GCR approves multilateral and bilateral means for circumventing the rules, then it should be specified that host countries can stop refugees at their discretion.
- Welcome reference to CRRF objectives, which are general and must be accompanied with a set of measurable targets. Without targets the GCR cannot bring any added value.

### **Korea**

- Welcome 4 points:
  - UNHCR endeavoured to integrate comments by all States, including avoiding duplication and burden.
  - Welcome emphasis on national ownership and ensuring sustainable responses to refugee crises.
  - Increased multi-stakeholder approach and clear role of relevant stakeholders and inclusion of parliamentarians and Red Cross.
  - Improved coherence reinforcing links between different sections between Part 3 A and 3 B.
- We recognise the introduction includes a clear demonstration of normative and legal norms and creates guiding principles on which the GCR draws while affirming humanitarian principles and non-*refoulement* and how responsibility-sharing mechanisms work including the support platform.
- We welcome assistance to countries of origin, which respect linkages between humanitarian assistance and enabling conditions for voluntary repatriation, also engages private sectors
- We welcome the 3-year strategy for resettlement. As a new resettlement country, we look to support and cooperate with UNCHR.
- Follow-up needs more development to secure our full support. We appreciate sharing of information regarding the development of indicators and outcome of GCR, and how quality socioeconomic conditions can be reflected in measuring those figures.

### **Netherlands**

- Draft 2 benefitted from joint comments, and many constructive ideas have found their way in the text, which has been strengthened. We feel this is a good step in the right direction.
- Hope these changes will help to achieve the common goals for responsibility-sharing.
- Appreciate the much broader set of stakeholders, and we are encouraged to see a growing number of States engaging.
- But some key elements (e.g. centrality of protection and mutually reinforcing contributions) have become less prominent. We warn against limiting language on human rights.
- UNHCR explanation on 'mutually reinforcing contributions' was useful. Genuine cooperation goals can be achieved in a mutually reinforcing manner through inclusive



policies matched with financial contributions. The ideal behind this term remains strongly embedded in the GCR.

### **Botswana**

- In introduction para. we welcome the focus on economic and development challenges of developing and middle-income countries hosting refugees. Appreciate additional language on the different capacities among States.
- Welcome guiding principles.
- On the programme of action, we require clarity on 'other contexts as may be appropriate'. Footnote 9 of Draft 1 must be re-introduced to remove ambiguities.
- Appreciate linkages to racial discrimination. Para. 12 of Draft 1 captured this and would like this to be retained.
- On para. 17, would like clarification on the term 'good faith and common trust'.
- On regional arrangements, would request to remove '*where appropriate*' in line 3 of para. 30 to ensure regional processes are not side-lined.
- Important that key tools of responsibility-sharing are inclusive of protracted situation and recommend keeping this in line with para. 28 of Draft 1.
- For durable solutions, good to use development assistance but should provide no conditions.
- On data and evidence, would like to see addition of protracted situation in assisting hosts.
- Unique challenges of protracted situations are included in ExCom Conclusion 109 (2009).

### **Austria**

- Welcome the revised GCR draft; continues to be a considerable improvement, and very comprehensive. We, however, may need to streamline the text to keep it readable.
- Pleased to see humanitarian principles as well as the centrality of protection in para. 5. Welcome para. 7, and that it corresponds to CRRF.
- Prevention of root causes is important, as is combatting discrimination based on gender, race and promoting fundamental freedoms for all.
- To tackle root causes upholding international human rights law and alleviating it in line with SDGs is important. This would merit additional language. One of the major root causes is the fact that today's wars are being fought in cities, in populated areas.
- To do this, not only UNHCR, but all UN agencies must be mobilised to make sure the GCR is mainstreamed across all policy areas.
- Agree with responsibility- / burden-sharing mechanisms including national and regional arrangements, global refugee forum, solidarity conferences. Pleased with revised language on funding, references to preventing fraud and ensuring interlinkages between humanitarian and development actors to support countries of origin and host countries.
- On solutions, adjustments on voluntary repatriation are welcome.

### **India**

- Thank UNHCR for the 2nd draft and organising this consultative process as well as the presence of High Commissioner and the summary document.
- The process of negotiation must remain State-led and transparent. Only this will ensure ownership and operationalising to bring about genuine responsibility sharing.
- Purpose is to respond to large refugee movement and ease pressure so the compact must be operationalised through voluntary and dedicated contributions, not just based on a

State's development capacity, but also in a manner consistent with States' rights under international law and taking into account different national priorities including development.

- Text could be further simplified; reduction in footnotes is appreciated.
- Do not appreciate inclusion of processes that are not endorsed by a majority of States.
- Grand Bargain commitment, particularly regarding local responders, must be retained, and these could be reflected in the guiding principles, especially on supporting local capacity.
- Most refugees are hosted in developing countries. Countries not part of the Refugee Convention also face protracted refugee situations and recognition of their role is welcome.
- Reiterate India's commitment, a generous host and not source of refugees. Will continue our constructive engagement.

### **Russia**

- Thank UNHCR for providing us with a more balanced draft 2 of GCR and for including many comments.
- Commend inclusion of humanitarian principles, and would like to see UNGA Resolution 46/182 in the body of the text, and not just in footnote.
- Need clear emphasis on State sovereignty consistent with international law, national ownership and leadership. Like mentions of national legal frameworks, policies and priorities.
- UNHCR must stick to its mandate established in UN resolution 428 in 1950.
- In para. 4, would like to insert 'voluntary in nature' after 'legally non-binding'.
- Do not understand the use of the word "dedicated", and propose to delete it.
- Request deletion of the 3 bullet points in para. 7. This must be discussed under indicators.
- In para. 9, no mention of external drivers of refugee movements like foreign aggression.
- Rule of law should not just reflect national legislation but also international law.

### **Somalia**

- Thank UNHCR for continuous support to Somalia and for a draft incorporating several views and contributions.
- GCR is a unique opportunity to address large movements, both protracted and new situations and therefore build a consensus document to lead in the right direction.
- Today movement of persons of concern is a significant challenge, and the draft's focus on reinforcing solidarity among States is a positive step.
- The GCR look at protection, assistance and integration with the ultimate goal to find durable solution, allow refugees to rebuild their lives, respond to their needs, support for countries of origin having significant number of returnees and limited capacity.
- Continuing to improve voluntary repatriation is welcome, and using tripartite agreement to support and ease the pressure is a positive step.
- We welcome age, gender and diversity concerns, and hope to tackle their specific needs.
- What is important aspect for refugees is the living standard, whether they are displaced in their host countries or returnees, inclusion without discrimination in host States with protection and access to basic services to become productive and self-sufficient is essential. This is a mechanism to progress and believe we are in the right trajectory.
- Addressing root causes is the main element that can support people to stay at home by improving situation in countries of origin through development efforts in their own countries so that they do not flee in the first place.

## Canada

- Welcome Draft 2 and value the effort.
- Value continued effort to achieve consensus of the goals of the NY Declaration.
- Pleased with references to CRRF, but would appreciate greater clarity on objectives and why strengthening national protection systems has been removed.
- Also support efforts of UNHCR pending durable solutions, and how these can be measured. Stand ready to support.
- Welcome guiding principles; we regret that ‘mutually reinforcing contributions’ has been removed and our view is that this lies at the heart of increasing international cooperation, and we hope alternative text can be found that can capture this idea.
- We welcome AGD considerations and how these have been mainstreamed.

## Jordan

- Thank HC for his remark and Volker for the explanations. Commend UNHCR for listening.
- The current text is improved. We are encouraged by the constructive spirit of engagement to develop more equitable and predictable burden-sharing in dealing with large crises and protracted situations. This should establish more effective responses.
- We appreciate that the HC mentioned that host countries are the biggest donors.
- On first part, para. 1, we note definition of refugee expands the actual definition. Jordan believes this should not expand beyond the 1951 Refugee Convention. We suggest adding after the 2nd sentence “require international cooperation and assistance” and refer to host communities in the last line of the para.
- Para. 2: add NY Declaration reference to States hosting large number of refugees.
- Para. 3: suggest including ‘intends to establish’ instead of ‘establishes’ in 2nd line; ask to delete ‘more equitable’ in 3rd line; suggest that local actors work in alignment with States.
- Para. 4: suggest adding ‘in line with national law and priorities’ and deleting ‘levels of development’.
- Paras 5 and 6: remove regional legal framework and qualify that they apply only to their own context. In line with national laws and priorities; with regard to the phrase ‘voluntary nature, while not legally binding, yet represents a strong aspiration’, we need to be careful not to insinuate that the principle of burden-sharing is simply an aspiration.
- In reference to stateless persons, suggest adding ‘where applicable’.
- Para. 7 is good, and suggest in 1<sup>st</sup> bullet to replace ‘hosting’ with ‘resettling refugees’ and adding ‘other humanitarian admissions’.
- Para 9: end of 4<sup>th</sup> line in 2nd sentence: suggest adding ‘as well as work on repatriation’; suggest deleting ‘environmental degradation and natural disasters interact with refugee movements’.

## Brazil

- Welcome reference to relevant actors in para. 3 given the need to ensure broad engagement, and suggest that it is not limited to interested stakeholders. Development challenges must be taken into consideration with regard to voluntary contribution, but do not support classification among developing countries.
- Welcome guiding principles; appreciate reference to the 1984 Cartagena Declaration.
- Reference to combatting all forms of racial discrimination should also be included, as called for in the NY Declaration.

- Support CRRF 4 pillars, which are a sound basis for the GCR.
- Believe further discussion are needed on defining indicators, which will reflect these objectives properly.
- Reference to environmental degradation and natural disasters could divert attention from other movements, and suggest including sustainable with development.
- Upholding international humanitarian law in particular prohibition of the use of force can also prevent refugee flows.

### **Bolivia**

- Believe guiding principles including references to the UN Charter and international humanitarian law is a step forward.
- However, reiterate that idea such as solidarity is a substantial part of the compact and welcome this is included but to ensure this is incorporated, we should clarify that the principle of solidarity is towards refugees and towards States and important to refer how international community can guarantee humanity.
- This international solidarity should be framed as States' shared responsibility and must differentiate the level of impact.
- Reiterate that refugees are not a burden and this should be deleted, and the GCR should simply use the phrase 'responsibility-sharing'.
- Grateful for the work done on root causes and see important reference to non-discrimination. However, important to note that xenophobia has a structural impact.
- Our proposals are based on the perspective of diplomacy of the people to continue to promote a global order based on solidarity among people and persons.

### **Algeria**

- Commend UNHCR for the 2nd draft.
- Some other areas of importance need to be taken into consideration to reach consensus. The draft is still selective in mentioning drivers of forced displacement, not reflecting accurately those in regional instruments, and goes beyond universal declaration. This will be a source of diversion. We need to refer to the 1951 Refugee Convention or the Omnibus Resolution and relevant regional refugee regimes as applicable.
- Request deleting the word 'dedicated' as it brings confusion.
- Support additions in para. 5 on guiding principles. Humanitarian action must be saved from the conditionality of development cooperation.
- The text should emphasize that countries are lending support despite environmental challenges and note the specificity of each refugee situation.
- Request the deletion of three sub-points in para. 7 as these are confusing.
- Para. 8: this is not consistent with para. 7; these have to be matched with GCR objectives.
- Para. 8 presents humanitarian and development as agreed approaches. 2nd bullet point should be deleted. Text should focus on international solidarity and the fact that development cannot be considered separate from humanitarian action.
- Any link to development should be consistent with the NY Declaration and also look at peacebuilding approaches. These dimensions must be equally treated; in para. 9 and 10 addressing root causes should be considered as the 4 pillars of the CRRF.

### **Belarus**

- Revised document covers proposals during previous consultations.

- Welcome introduction section, which appears to be logically structured and para. 4 presents improvements from Draft 1.
- Welcome guiding section and grateful that the 2 protocols related to trafficking and transnational organised crime are mentioned.
- Para. 9: 3<sup>rd</sup> sentence referring to ‘environmental degradation and natural disasters’ does not fit here as it does not mention other causes.

### **Costa Rica**

- Recognise the level of commitment in the process and grateful to UNHCR for including comments and concerns raised during previous consultations and also for providing a summary of the main changes.
- Welcome the new section on guiding principles; strengthening protection regime should be based on existing legal norms and human rights under the shared burden.
- Grateful for aligning GCR with CRRF, which will bring greater coherence.
- Para. 9 better reflects displacement, caused by climate change.
- Support platforms are added value of the compact and would like to see greater dialogue; it is fundamental we establish clear procedures and need to have more robust working.
- One element that should be included throughout is swift timelines for mechanisms since in many situations the international community arrives too late. In some situations, genocide have been repeated while we decide what to do.

### **Belgium**

- Welcome 2nd draft. Satisfied with the text, especially strengthened text on protection, humanitarian principles, complementarity between humanitarian and development assistance and data protection.
- However, cooperation between humanitarian and development actors, and references to SDGs could be further strengthened; add references to ‘leave no behind’ in para. 8.
- Para. 5, which states that the nature of the compact is entirely humanitarian remains confusing because of the specificities of humanitarian and development cooperation.

### **Syria**

- Para. 1: notion that cause of refugee movement is purely internal is incorrect; cannot forget other causes including occupation, terrorism, violation of international law, interfering in the internal affairs of countries, imposing unilateral measures on countries. This should be included in para. 1 and treated on an equal footing.
- We also ask UNHCR to clarify what is meant para. 1 by ‘regional law’.
- Welcome subsection on guiding principles; but need clear cut reference that GCR will be guided and operationalised according to international law, UN charter, resolution 46, and other references that enjoy consensus.
- Since GCR is not a negotiated UN document, important to ensure politicisation will not impact work for refugees.
- Para 7: support proposals to delete all bullets.
- Para 9: need to add ‘forced’ in front of displacement in the last line.
- Para 10: after ‘uphold’ please add ‘international law and UN Charter’, and add ‘national and international level’ in the sentence.
- Para. 10 requires upholding rules of national and international law.

## **Poland**

- Join others in thanking UNHCR for a balanced and meaningful text that can bring genuine responsibility-sharing.
- Welcome clarification on refugee definition, which to a large extent determines the scope of commitment and keeps it in line with new para. 9.
- Keep the focus of the draft on its non-legally binding nature, and agree that there is need for broadening State participation. At the same time, scope and character of contributions should depend on States decision taking into account their respective realities.
- Compact should be humanitarian in nature and should not be biased by political interest.

## **Indonesia**

- Convey appreciation for better narrative on prevention and root causes, as well as for highlighting the economic and development challenges of hosting States.
- Principles of equitable and predictable burden-sharing narrative invite contributions.
- Host States are expected to provide certain number of contributions. Some States already have resources and capacity, but others do not.
- Role of UNHCR and IOM is prominent. UNHCR should further reflect the continued role of relevant organisations in certain countries and support to those organisations.
- Para. 6 is relevant for highlighting the continued involvement of international organisations to support host countries that have not developed initial capacity to respond to refugees.
- Coherence between humanitarian and development is important for sustained and smooth transition from relief to emergency recovery. Introduction needs clear narrative indicating that linking humanitarian and development assistance will not impose conditionality.
- Appreciate underlining the important challenges faced by host States, and tangible support required from the international community. But meant to ease burden on host countries so need to recognise the different normative and legal framework. It is recognised that each State has different normative framework and capacity and some aspects may not be feasible for implementation.

## **Hungary**

- Thank UNHCR for the 2nd draft, which reflects well comments. Welcome greater emphasis on host and refugee community, and the draft is more balanced.
- Text must keep reference to voluntary and non-binding nature.
- Also need language indicating that contributions will be determined by host States according to their national capacities.
- Welcome complementarity between humanitarian and development assistance in para. 8 and 36, and would like to reiterate States legitimate security concerns. Welcome primary responsibility of States and welcome also that counter-terrorism perspectives are included.
- Specific needs of children are well reflected. Every measure should take into consideration the best interest of child.
- As regard solutions, wish to state that any solution must be voluntary, and must take into consideration the capacity of each State as highlighted in the introduction part.

## **Mozambique**

- Thank UNHCR for the efforts and a draft that has improved a great deal.
- GCR should strive to link to SDGs and the 2030 Agenda to the extent possible. The draft now is almost silent on such linkages.



- Need to address global refugee forum vis-a-vis HC's Annual Dialogue.
- Indicators should assist in measuring progress and in identifying eventual gaps.
- Para. 1: in line with our comments, propose to add a line on the SDG and the 2030 Agenda.
- Para. 4: once again, at the end of this para., we should add: 'meanwhile unearmarked contributions will be highly encouraged'. To afford UNHCR and host community as a whole to allocate resources needed.

### **Argentina**

- Value the strong references on matters of age, gender and diversity.
- Good practices implemented by States to prioritise the processing of asylum applications can help develop clear requirements for protection and avoid spending resources unnecessarily as this harms the credibility of the asylum system.
- Request avoiding the extension of refugee status on which there is no currently no consensus especially on natural disasters.
- On Section 4, value the role of UNHCR and global refugee forum in the GCR follow-up.

### **Spain**

- Pleased to see progress and how the draft takes into account sensitivities. We all need to make concessions. Support promoting a fair share of responsibility and strengthening the CRRF application.
- Focus should be on refugees and the compact should not create new categories. We should protect the international refugee regime with established legal obligations.
- Pleased to see reference to humanitarian principles, and welcome objectives to reinforce protection for women, elderly, children and people with disability and those with specific needs with mention of protracted situation and fight against discrimination and rule of law.
- We would like to see an objective to strengthen national protection systems and safeguarding of refugee rights as well as reference to diversity.
- Support multi-stakeholder approach but underscore the primary responsibilities of States.
- Support including origin of the text, NY Declaration.
- Final version of the GCR should not be long.

### **Azerbaijan**

- Text is getting more balanced, based on deliberations. Stress that prevention and root cause are more inclusive to reducing factors that force people to flee homes.
- Complementarity between humanitarian, development and peace is important.
- Welcome reference to internal displacement and large-scale movement and this should be maintained in the text as internal displacement is a factor that forces further flows.
- Para. 4: Need to reflect that it builds on NY Declaration, otherwise we risk losing linkage.
- GCR should also be guided by the principles of international law.

### **Angola**

- Annex 1 (CRRF) is at this stage the main GCR objective. This should continue to alleviate pressure on host countries.
- We should avoid attempts to politicise the compact.

- ODA in some host countries is subject to conditionality that undermines poor countries. Instead, we need to adopt measures to strengthen international solidarity to reduce asymmetries within the framework of the UNCHR mandate.
- Angola shares the principle international solidarity, and this means the governments must intensify and increase efforts to provide immediate assistance and host countries need to ensure greater coordination among all stakeholders.
- Right to work and study is important to rebuild lives and conditions for safe return when they express such desire.

### **Montenegro**

- Welcome the new text, which reflects vast majority of comments made. Believe this round will bring us closer to a more balanced text and encouraged by the high level of participation and therefore hope that we will see the same level of cooperation.
- Pleased with further strengthening of the introduction part; much more concrete language and we are of the opinion this is well-balanced and are supportive of this.
- Paras 3-4: consider equitable and predictable responsibility-sharing of utmost importance.
- Welcome focus on older person, women, children and people with disability.
- Welcome objectives of protection and improving socio-economic conditions. This will enable complementarity between humanitarian and development assistance, taking into consideration the specific needs of each State and pleased to see specific language on the responsibility of countries of origin to address root causes.

### **Thailand**

- Recognise and welcome many changes including shorter and clearer objectives; more explicit references to human rights instruments; strong language on vulnerable people.
- Legal implications of the compact: although Thailand is not party to the Refugee Convention, we are committed to our humanitarian tradition and shelter a million person. Request a clear emphasis on the voluntary and non-binding nature of commitments.

### **Luxembourg**

- Revise text is balanced and should enable to commit on coherent and consensual basis.
- Welcome cross-cutting references to age, gender and diversity and reference to the right of the child as well as the affirmation of non-*refoulement*.
- Welcome specific para. on guiding principles.
- We believe important to include from the beginning relevant UN Agencies with a view to preparing the support platform and global refugee forum.
- Lastly, we believe we should not divert ODA funding, and this is non-negotiable principle.

### **Cuba**

- Appreciate improvements in different sections and express appreciations for the Secretariat efforts; recognise that work has been done in a constructive manner.
- Thank for inclusion of new sections. As recognised by all delegations, the introductory section will help to adopt the GCR by consensus and endorsed at the UNGA. This will help national authorities and the different multi-stakeholders to have a guide on how a legal regime and other instrument will encompass the whole compact.
- Section on guiding principles will need to be further shaped. We heard some delegations willing to avoid regional instruments and other countries which are not party to the Refugee

Convention. We need to keep guiding principles under relevant binding obligations and have more general language.

- We heard that an element that will be crucial to incorporate is the importance of developing complementarities between the 2 compacts and the 2 categories of refugees and migrants. For Cuba, it is important to incorporate this. The GCR is focused on refugee issues, but there are concerns regarding mixed flows in different parts of the GCR.
- IOM and UNHCR need to coordinate at operational level, taking into account their own mandate.
- We support all references to children, women, and sexual and reproductive health.
- Important that it is clear in the GCR that there are due processes to grant refugee status and to avoid misuse of this status and that there may be needs for other kinds of protection.

### **Zambia**

- Happy to see inclusion of comments during previous consultations and this makes the document more accommodating. Continues to follow the laid procedure in dealing with refugees and looking to your guidance on the final document.
- Wishes to commend UNHCR for enriching the introductory section, this practicable and equitable responsibility sharing and its non-binding nature leaves a lot of leverage to States for operationalisation.
- Term non-legally binding is strong and can be used to shed responsibility. The word 'legally' could be deleted, considering the guiding principles are sufficient to address concerns.
- We commend the clear insertion of CRRF objectives in the GCR.
- Para. 9 on prevention and addressing root causes: content comprehensive but lacking on implementation. Would be happy to ensure linkage between GCR and UNSG office especially on peacebuilding effort while maintaining UNHCR's non-political engagement.
- Lastly, wish to echo, on responsibility-sharing, the need to take into account the varying economic and development challenges faced by countries when it comes to providing assistance to host countries. GCR should be able to support this aspect.

### **World Bank**

- Congratulate UNHCR for management of a complex consultation process. Encouraged by the progress across a broad range of constituencies.
- Highlight five elements that we will key to success:
  - We have a shared responsibility to articulate a set of commitments as part of framework for collective action.
  - Importance of having a document that can speak to all constituencies including humanitarian and development communities, and reflect the philosophy of both as appropriate, as well as the primacy of country ownership as may be appropriate. Also need to strengthen synergy among both types of actors.
  - Strong sense of collective outcomes which need to be captured in indicators in the period to come so we can adjust in real time.
  - Call for more resources so we can collectively address needs and development resources to be additional, over and above country allocation.
  - Balance pragmatism with realism in host countries struggling in terms of implicit financial commitment. Where resources are constrained we should not call for minimalist approach but a practical approach.
- This is about people; both refugees and host communities who have to rebuild their lives.

## **OHCHR**

- Pleased by strengthened language on core human rights; age, gender and diversity; non-*refoulement*; welcome guiding principles; reference to binding international instruments.
- Language on para. 5 could be strengthened to reflect other human rights bodies;; propose a standalone para. on complementarity between international human rights law and humanitarian law.
- No hierarchical relation between refugee and human rights and humanitarian law; these are mutually reinforcing and do not forfeit one regime in regard to the other.
- Para 5: could remove qualification on refugee protection that draws only where applicable.
- Mentions only limited human rights instruments. The core human rights instruments and the nine covenants could be mentioned more directly.
- Such rights cannot be taken for granted, and we see refugee rights are routinely disregarded and call for increased complementarity between the 2 compacts so that no one falls through gaps. This should not be a mere aspiration.
- Human rights should remain cross-cutting issue; ready to support genuine mainstreaming.

## **WHO**

- Welcome the 2nd draft, and appreciate more comprehensive references to health.
- With regard to UN agencies, we could like to strengthen better mechanism for burden sharing in view of recognition of responsibility of promoting the health of refugee as per WHO Resolution 70.15 on promoting refugee and migrant health.
- Would welcome more complementarity between the 2 compacts considering health as a common guiding principle and acknowledging the one population concept.
- To support comprehensive response capacity and sharing of best practices, we see a role for WHO to work with UNHCR to reach inter-country collaboration.
- From the point of arrival, need strengthening screening and SOP and prioritise diagnosis of diseases like TB, cancer and malaria and establishing multi-country operations and in such countries that share borders need to promote networking and collaboration.
- Fully embrace network of cities and municipalities. Many refugees living in urban settings. Community cohesion is needed for inclusive and sustainable cities and resilient refugees.
- Important to have multi-stakeholder approach and reduce segregation based on the principle that all people have health rights.
- Paramount to avoid parallel activity in an already fragile environment, and prevent direct municipal authorities bypassing national authorities.
- Look forward to working with UNHCR for emergency preparedness and using existing tool kits to manage health system capacity for large movements of people.

**NGO statement** is available [here](#).

## **Volker Turk: closing remarks**

- In all, 57 interventions on this agenda item.
- We made good progress. I take that the text is balanced, but further work is required. Important to mention the urgency as we start getting into further iterations. But there is also some divergence on some points. We need to think on how we will resolve this.

- We need to square the circle on the voluntary and non-binding nature; we could just call it non-binding as Zambia suggested. How do we balance this and the request to reflect the meaning of ‘mutually reinforcing’?
- We will look carefully at how joint endeavours can be better reflected perhaps along the lines of collective outcomes, which engage all Member States where appropriate, which will allow to remove the word ‘dedicated’. GCR provides this framework for collective action to ensure and strengthen our collective response and achieve this sense of shared responsibility. We need to ensure through this process that more States are able to step up, that we leverage innovative financing, and support trade and other investment that broadens the type of support.
- Heard proposal to contextualise early on that the world is faced with displacement at an unprecedented scale and that the GCR should reflect this. Linking to the object and purpose of the GCR. We should remind us of what we are trying to achieve. To expand the support base, for equitable and predictable responsibility-sharing; although not sure we can address operational aspects.
- Para. 7: taken note of your comments. Clear call to ensure the obvious, that ultimately we work for strengthened refugee protection and this needs constant mutually-cooperative environment.
- On definition issue, we were asked to look at para. 5 as a potential opening and will have to further reflect international Law as it relates to the refugee protection regime. It contains hard core international law and consists of regional instruments where applicable and embedded in other area including international law and international humanitarian law, but also broader UN charter obligations which underpin what GCR is supposed to do in trans-border areas. We can maybe make this clearer in the guiding principles.
- How to look at environmental degradation and natural disasters. This is not in reference to root cause of refugee movement, and it is worded very carefully to note these often interact with causes that produce multiplying and have interlocking effect.
- National leadership and ownership has been strengthened. We also have treaty obligations in a way that inform national legislation and policy. So, need to keep that balancing act in this process. Suggestions about international rule of law important.
- Complementarity, in particular raised by Ecuador. We are in contact with the 2 GCM co-facilitators, Louise Arbour and IOM. The object and purpose of the 2 compacts are different. The starting point is different, which explains why we go into different type of discussions compared to the GCM. We have a solid legal framework for refugees and over 60 years of operational experience and we need to understand what issues we are trying to address, whether the compact is the right way to do this, or we need to seek other ways. The purposes are different and need to be mindful of this to ensure we can make progress on refugee and migration.
- Heard reactions on the SDGs. Point well taken. We made reference where we thought appropriate; will need to seek your guidance how much you would like this to be reflected.
- When talking of development cooperation, need to keep in mind this is about additionality over and above country resources. Important to reflect the work of humanitarian and development world and ensure that through this compact we address the nexus is coming together, while not changing the principles underlying them.
- We will come back to you how specific comments can be reflected. Introduction will become tighter and read in a way that captures what we are trying to achieve.