

**DRAFT FOR ADOPTION****Annex I****30 July 2016****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 principle of international cooperation and on burden and responsibility-sharing, we are better able to protect and assist refugees and to support host States and communities involved.
2. This response will be developed and initiated by UNHCR, in close coordination with relevant States including host countries, and involving other relevant UN entities, for each situation involving large movements of refugees. A comprehensive refugee response should involve a multi-stakeholder approach, spanning 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 refugees themselves.
3. While each large movement of refugees will differ in nature, the elements noted below, in accordance with international law and best international practice and adapted to the specific context, provide a framework for a comprehensive and people-centred refugee response.
4. We envisage a comprehensive refugee response framework for each situation involving large movements of refugees, including in protracted situations, as an integral while distinct part of an overall humanitarian response where it exists, and which would normally contain the following elements:

***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 UNHCR, 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 essential needs of refugees, including, inter alia, providing access to adequate safe drinking water, sanitation, food, nutrition, shelter, psycho-social support and healthcare, including sexual and reproductive health, providing assistance to host countries and communities in this regard, as required;
- d) register individually and document, including in the first country where they seek asylum and as quickly as possible upon their arrival, those seeking protection as refugees. Assistance to achieve this may be needed, such as biometric technology coordinated by UNHCR with relevant actors and partners,) and other technical and financial support 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, including women at risk, children, especially unaccompanied children and children separated from their families, for child-headed and single-parent households, victims of trafficking, victims of trauma, and survivors of sexual violence, as well as for 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, e.g., marriage, divorce, death;
- g) put in place measures, with appropriate legal safeguards, which uphold refugees' human rights, with a view to ensuring the security of refugees, and also put in place 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 between countries of origin, transit and destination, to facilitate 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) mobilise 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 finance lending schemes, which 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 protect the environment and strengthen infrastructure affected by large movements of refugees in host countries;
  - 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. Hosting States, in cooperation with UNHCR and other UN 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, e.g., public authorities for health, education, social services, child protection;
  - c) encourage and empower refugees, at the outset of an emergency phase, to establish supportive systems and networks involving refugees and host communities, which are age and gender-sensitive, and 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, recognizing 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, UNHCR 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, 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 following.
  11. Reaffirming the primary goal of bringing about conditions that would help refugees return in safety and dignity to their countries, and emphasising 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,
 

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, UN 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 necessary legal safeguards that enable refugees to access legal, physical and other support mechanisms needed for 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 UNHCR, UNRWA where appropriate, and other UN entities, financial institutions, and other relevant partners, where appropriate, would:

- a) provide legal stay to those seeking and in need of international protection as refugees, recognising 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, healthcare and services, livelihood opportunities and labour markets, without discrimination 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, recognising 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 toward 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 share best practices, provide refugees with sufficient information to make informed decisions, and safeguard protection standards;
  - c) consider applying expanded 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 who have not yet established resettlement programmes are encouraged to do so at the earliest opportunity. Those who have already done so are encouraged to consider increases in 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 which would enable the annual resettlement needs identified by UNHCR to be met.

### ***The Way Forward***

17. We commit to implementing this Comprehensive Refugee Response Framework.
18. We invite UNHCR 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 would be informed by practical experience 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 UN High Commissioner for Refugees to include in his annual report to the General Assembly in 2018 such a proposed Global Compact on refugees, for consideration by States in conjunction with the annual resolution on the High Commissioner's Office during the 73<sup>rd</sup> session of the General Assembly.