

Explanatory Note on the Final Conclusions of the Experts Initiative on the Global Compact on Refugees

The Zolberg Institute on Migration and Mobility, The New School, convener

On October 2-3, 2017, the Zolberg Institute on Migration and Mobility of The New School convened a meeting of experts on refugee law and policy to deliberate on, and to make concrete recommendations for, the Global Compact on Refugees (GCR).¹ The Experts Group drafted a set of Conclusions (attached), which suggest specific language for the GCR. This document provides context and the rationale for the Conclusions.

The Conclusions take as their starting point the Comprehensive Refugee Response Framework, described in the New York Declaration on Migrants and Refugees and its Annex I. The Conclusions propose language for the GCR's Preamble, Programme of Work, and Conclusion. No recommendation is made to alter the CRRF, which the Expert Group views as an important baseline. The recommendations for the Programme of Work are keyed to three of the objectives identified in the UNHCR Roadmap: (1) ease pressure on host countries, (2) enhance refugee self-reliance, and (3) expand access to third-country solutions.

The Conclusions seek to further the fundamental objectives of the international system of refugee protection: enhancing protection, guaranteeing rights, promoting agency of displaced persons, establishing an equitable system of responsibility-sharing, and ensuring accountability. The recommendations of the Expert Group offer interpretations of, and seek to fill gaps in, existing norms, based on the

¹ The meeting was convened with support from the Open Society Policy Center and held at the offices of the Open Society Foundations in New York City. Participating in the meeting were: T. Alexander Aleinikoff, Emily Arnold-Fernandez, Kiran Banerjee, Joel Bell, Sarah Case, Sarah Cliffe, Elizabeth Collett, Cathryn Costello, Anna Crowley, David Donoghue, Michael Doyle, Jerome Elie, Thomas Gammeltoft-Hansen, Guy S. Goodwin-Gill, Kathleen Newland, Audrey Macklin, Susan Martin, James Milner, Sara Pantuliano, Sarnata Reynolds, Sarah Rosengaertner, Kate Rosin, Eric Schwartz, Amy Slaughter, Patrick Weil, and Leah Zamore. The Conclusions as a whole received widespread support among members of Expert's Group, but there was not necessarily a consensus on every recommendation. Ninette Kelley and Grainne O'Hara from UNHCR attended the meeting and provided important background information. Cayce Pack, Associate Director of the Zolberg Institute, and Arya Vaghayenagar provided administrative and technical support. This Explanatory Note was prepared by T. Aleinikoff Aleinikoff, Emily Arnold-Fernandez, Guy S. Goodwin-Gill, Eleni Karageorgiu, Thomas Gammeltoft-Hansen, and Leah Zamore.

recognition that currently most forced migrants who lack national protection are afforded protection and assistance under international and regional norms and field-based practice.

Overarching principles for inclusion in the Preamble or Conclusion

Protection and rights of displaced persons (recommendations 1 and 2)

The Conclusions provide an opportunity to recall and reaffirm the basic principles central to the international refugee protection regime. Many States today remain cautious about taking on new obligations, which is why it is critically important to set out clearly at least a part—the fundamental minimum—of what has already been agreed. From there, States, UNHCR and other stakeholders can move to fill the gaps with positive, purposive action.

The first two sections—on protection and rights of the displaced—locate the response framework securely within its long-standing international legal context. Responding to the challenges of displacement engages the sovereign competences of States, but every such legal competence must be exercised within and in accordance with the law.

Since the League of Nations appointed its first High Commissioner for Refugees in 1921, the international community has recognized, in particular, its own special responsibility towards those without or denied the protection of a national government. That commitment was reaffirmed in the first years of the United Nations, and has been reiterated ever since.

Through its subsidiary body, UNHCR, the General Assembly has advanced the interlinked goals of protection and solutions, often irrespective of the precise drivers of flight, and has always underlined the fundamental principle of non-return of those without protection to where life, freedom and human rights are at risk. Regional agreements have likewise recognized the need for protection of the forcibly displaced, both those who cross international borders and those who remain within their countries of origin. Practice on the ground has generally offered international protection and assistance to those forced to flee, whether from targeted persecution, civil disorder, environmental events or other causes, and the return of such persons has not been sought until the conditions causing flight have been ameliorated.

Both safety from harm in the home state and the fundamental guarantee of *non-refoulement* are undermined if persons are not able to access procedures for determining the need for international protection in a fair and expeditious manner.

The Guiding Principles on Internal Displacement have received widespread recognition but have not been officially adopted by the General Assembly. A statement in the GCR would affirm the General Assembly's commitment to the Guiding Principles.

The guarantee and promotion of the rights of displaced persons is the responsibility of the international community (including international and regional organizations) and individual states. These rights follow from the fact of displacement and also pertain to all individuals as rights-bearing human beings. Governance structures of hosting, transit and resettlement need to take full account of such rights.

Participation of displaced persons (recommendation 3)

It is widely recognized that the voices of displaced persons must be included in international, regional, and national fora. But few policies or practices guarantee a formal role for, or effective participation, of displaced persons in the development, implementation and evaluation of policies and practices that affect their lives and the well-being of their families and communities. The Conclusions make a number of recommendations for promoting and ensuring participation at all levels of governance and practice.

Accountability (recommendation 4)

Norms of accountability should apply to all actors in the system of protection and assistance for displaced persons. At present, however, the system lacks a formal accountability structure: there is no mechanism for assessing treaty compliance by States party, no means of ensuring adherence to human rights norms by countries of first asylum, no oversight of the functionality of refugee status determination procedures by the UNHCR or by States, no audit of the efficiency of humanitarian operations, no means of holding states that fund UNHCR to their annual pledges. A formal accountability structure would ensure that the system (and the various actors within it) is doing what it was devised to do; and, if transparent, it would enhance legitimacy in the eyes of stakeholders and wider publics. Accountability mechanisms would also generate information that can facilitate incremental adjustments and improvements. Frequently accountability is understood in a narrow sense—as a way to provide information on activities to those contributing funds to relief programs. But primary accountability must run to displaced persons, for which States, multilateral organizations, NGOs and the private sector are responsible.

Responsibility-sharing (recommendation 5)

Recognizing the increasing interconnectedness of States and peoples in a globalizing world, the international community has repeatedly stressed that displacement is not a responsibility to be borne alone, but one, every aspect of which depends on international cooperation, if lasting solutions commensurate with human dignity and human rights are to be achieved.

Hence the importance of a rights-based approach, on the one hand, and a meaningful cooperative framework, on the other—one that is robust enough to cope with the tragic realities of experience. These remind us that the displacement of people is too often indefinite in duration; that while it is not necessarily permanent, it is also not “temporary” in any predictable way; that people will flee when the drivers of desperation, such as persecution or conflict, become acute; that they do no wrong by doing so; and that their situation can be most effectively addressed through a protection-based agenda, oriented to internationally-supported solutions.

Recommendations for the Programme of Action

Ease pressure on host states (recommendation 1)

The CRRF calls upon the international community to provide resources to host states and host communities—as well as displaced populations—in a prompt, predictable, consistent, and flexible manner. It suggests a number of potential funding mechanisms, including finance lending schemes, development funding mechanisms, financing for infrastructure, and increased support for cash-based delivery mechanisms. The Framework further commits all stakeholders to address both the immediate and the longer-term needs of refugees and host communities.

These commitments accord with the robust consensus among policymakers and practitioners today that displacement constitutes a development challenge as well as a humanitarian one. They call upon the world community to mobilize ample and additional development support for host states.

In identifying ways to “operationalize” these commitments, the Expert Group recommendations emphasize the importance of macroeconomic relief. Host states provide a global public service that merits the generous support of the international community. Such support is crucial not only on equitable grounds but also functionally: most refugees live in developing countries, oftentimes in extremely impoverished and marginalized areas. Those areas face structural constraints to development and protection that cannot be addressed solely through programming at the local level. Aid at the macro-level is vital if self-reliance and inclusion of displaced persons are to mean more than inclusion into structural poverty.

The Expert Group recommendations include a number of proposals for addressing such constraints, with the goal of each being to help stimulate the economies and strengthen the welfare systems of host states. The feasibility and appropriateness of each proposal will no doubt vary by context. But they all point in similar directions: generate new inflows of public and private finance (SDRs, solidarity levies, merchant bank); ensure that host states do not need to cut vital social spending (debt relief, additional budget support); lessen host states' vulnerability to external shocks (loans in local currencies); and strengthen host states' ability to cope with such shocks (counter-cyclical loans). In each case, the guiding principles are additionality, equity, and anti-austerity.

In addition, the financing recommendations call for a sustained focus on issues of aid *quality*. Thus, it is important that aid is adequate and additional and also predictable, concessional and multi-year. Financial support must also be rights-oriented, participatory, and nationally owned. These recommendations accord with several current best practices within the development community. But progress on the ground varies by context as well as by donor.

Undergirding the recommendations is skepticism about the efficacy of strategies of "conditionality" as traditionally implemented. Conditions are acceptable only if they promote and further the overall goals of the system of protection. Thus, it would be appropriate to make additional assistance contingent upon commitments and efforts by host states to respect the rights of displaced persons and to include the displaced in labor markets and welfare systems. This may require that host states remove formal barriers to inclusion (such as by adopting new legislation or by eliminating reservations to the Refugee Convention). It will also require efforts to combat de facto barriers, such as ignorance of the rights of refugees, discrimination, language barriers, and others.

Enhance refugee self-reliance (recommendation 2)

With an unprecedented number of people forcibly displaced around the world, humanitarian funding cannot keep pace with human needs. Moreover, reliance on humanitarian assistance to meet the needs of displaced persons overlooks the skills, resources, abilities and desires that displaced persons bring to countries of refuge.

Research has shown that countries that enable refugees' economic participation reap significant benefits. From Uganda, where 40% of those employed by refugees in Kampala are Ugandan citizens, to the United States, where 40% of Fortune 500 companies were founded by immigrants or refugees or their children, refugees create jobs and wealth in their countries of refuge, benefitting citizens and non-citizens alike. Refugee spending also tends to have a "multiplier" effect on economic growth.

Refugee self-reliance, therefore, is a key piece of response to, and solutions for, displacement. Refugee self-reliance can benefit both refugees and their host countries while ameliorating the disparity between humanitarian resources and refugees' needs.

Elements of an enabling environment for refugee self-reliance

Several important factors in enabling self-reliance have not received sufficient attention.

First, it is important to address the range of permissions and safeguards (collectively, rights) needed to make self-reliance feasible. Beyond permission to work—a positive step and one various countries are embracing or piloting now—refugees also must have permission to move in order to access employment in the markets where jobs exist and to access education that can prepare them for employment. Similarly, refugees must not be asked to choose between bodily integrity and self-reliance: Workplace safety, including safety from sexual assault and harassment, must be guaranteed in host country policies and safeguarded by host country institutions and practices. Protection against other exploitative practices like wage theft, and guarantees of sexual and reproductive rights necessary to enable women to participate equally in the workforce, also are needed to make self-reliance feasible.

Second, because the majority of displaced persons—including children, the elderly, persons with disabilities, care-givers—either should not or cannot be asked to undertake gainful employment, social and welfare systems must be supported so that their basic needs can be met. Enabling self-reliance and ensuring social and welfare solutions for those unable to become self-reliant complement each other: As self-reliant refugees participate in the labor economy, including paying income and business taxes, the national resource base increases, easing the cost implications of including refugees and other displaced persons in national social and welfare systems.

Third, permissions and safeguards that enable self-reliance and inclusion in social and welfare systems are meaningful only when displaced persons are provided adequate information about such rights. More broadly, it is recognized that access to information, education and technology is a necessary part of ending the isolation of displaced persons, helping them rebuild their lives, and enabling them to participate in and contribute to local and national communities.

Data-driven planning and accountability

The GCR provides an opportunity for new approaches to displacement that have the potential to yield sustainable solutions. Because such approaches are by definition new and untested at the global scale envisioned by the Compact, it is important to build in specific provisions for data-gathering and analysis in order to reduce risk and increase likelihood of success and ensure accountability for results.

Specifically, it is recommended that CRR participants in each particular displacement situation jointly assess the prospects for refugee self-reliance. These include skills and resources of the displaced community itself, the extent of an enabling environment in the host state, and constraints on the host state as a result of supranational factors. By using such data as a baseline, CRR participants can more effectively build a successful plan to generate positive movement beyond that baseline. Equally important is that UNHCR, in collaboration with other stakeholders, measure displaced persons' progress toward self-reliance, agency, and autonomy; and disseminate and support effective models.

Expand access to third-country solutions (recommendation 3)

Cooperation, solidarity, and responsibility-sharing are core principles of the refugee regime and have been repeatedly endorsed in the 1951 Convention/1967 Protocol relating to the Status of Refugees, successive conclusions of the UNHCR Executive Committee, regional instruments, such as the 1969 OAU Convention on the Specific Aspects of Refugee Problems in Africa and the 1984 Cartagena Declaration on Refugees, and by the General Assembly itself.

In the New York Declaration, States declared:

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

Yet there are no positive obligations to share "responsibilities" for refugee protection in any binding international law instrument nor is there any formal global structure for facilitating global responsibility-sharing. As a result, efforts to implement principles of solidarity and responsibility-sharing have lacked capacity, predictability and fairness. Sixty per cent of the world's refugees are currently hosted in just 10 countries, and less than one per cent is submitted for resettlement.

The primary form of responsibility-sharing occurs through provision of financial and material support to host states and civil society organizations that assist displaced persons. To a much lesser degree, countries have participated in the physical redistribution of refugees amongst states (such as through resettlement, relocation schemes, protected entry procedures and humanitarian admission programmes). Plainly these forms of responsibility-sharing need to be enhanced. The recommendations of the Expert Group note that there are a number of other elements of robust responsibility-sharing that should be pursued, such as planning

in anticipation of movement, making annual and multi-year funding predictable, and promoting the mobility of displaced persons to seek opportunities for employment, study, and family unification, including through the issue of internationally-recognized travel documentation where necessary.

To ensure a formal and regular global approach to responsibility-sharing the Expert Group proposes that a formal structure—a Global Action Platform on Forced Displacement—be established. Such a platform could provide comprehensive global responses in emergencies and also in situations of protracted displacement.

New York City
November 2017

**Expert Group Meeting on the Global Compact on Refugees
(Zolberg Institute for Migration and Mobility, The New School, convener)**

**Conclusions and Recommendations
November 2017**

Contextual considerations

1. This document proposes language for inclusion in the Preamble, Conclusion, and the Programme of Action of the Global Compact on Refugees (GCR). Some suggestions also relate to the Monitoring Framework and Indicators for the Applications of the Comprehensive Refugee Response Framework (CRRF). This document does not propose changes to the CRRF. We see the CRRF as the basis upon which the GCR will build.
2. The Conclusions recommended here do not propose new norms; rather they aim to reinforce the foundational principles of the international protection regime; to interpret and fill gaps in existing norms; and, as appropriate, to suggest the progressive development of existing practices.
3. It is the consensus of the Experts Group that several overarching and interrelated goals should inform the drafting of the GCR: enhancing protection, promoting agency, establishing an equitable system of responsibility-sharing, and ensuring accountability.

Overarching principles for inclusion in the Preamble or Conclusion

1. Protection of displaced persons

- a. “It is recognized that the international community and member states are obliged to provide protection and assistance to persons who are forced to flee their homes and communities. Such persons may be displaced within their country of origin or across international borders, and may be displaced due to conflict and civil disorder, natural disasters, environmental causes (including the effects of climate change), and other forms of violence and upheaval. It is appropriate that international protection be provided to all displaced persons for whom national protection is not available. All such persons should be considered ‘persons of concern’ to UNHCR.”
- b. “The right to leave one’s home country, the right to seek and to enjoy asylum, and the norm of *non-refoulement* (a norm of customary international law) are at the foundation of the system of international protection. The norm of *non-refoulement* extends to all persons, regardless of status, facing return to circumstances that are a threat to life, safety, or freedom, or that otherwise constitute a serious violation of their human rights.”

c. “In accordance with international law and established practice, all those seeking protection should be admitted to state territory in order that their claims for protection may be determined and appropriate solutions found. International cooperation is essential to the achievement of this common purpose. Access to asylum, recognition of legal status, fair determination procedures, and provision of identity and travel documents constitute gateways to other rights guaranteed to persons displaced from their home states.”

d. “Recognizing that a significant number of displaced persons for whom national protection is not available are internally displaced, we reaffirm the importance of the Guiding Principles on Internal Displacement which provide authoritative guidance in this respect.”

2. Rights of displaced persons

a. “International law guarantees rights that are fundamental to the effective protection and well-being of displaced persons, as provided for by the Refugee Convention and many other instruments, including, *inter alia*, the International Covenants on Economic, Social, and Cultural Rights and on Civil and Political Rights, ILO’s Conventions and its Decent Work Agenda, and ILO-UNHCR Memorandums of Understanding. It is essential that national policies and practices provide for such rights, and that international protection, development, and assistance efforts put them front and center.”

3. Participation of displaced persons

a. “UNHCR and its partners have long recognized the vital importance of including persons of concern in planning comprehensive responses to displacement. Such participation is an essential means for enhancing the dignity and autonomy of displaced persons, ensuring that responses to displacement are tailored to displaced persons’ rights, needs, and aspirations, and strengthening accountability toward the displaced.”

b. “Existing participatory practices could be enhanced by more formal processes, such as convening at the global level a democratically selected group of displaced persons; providing for representation and a recognized speaking role for displaced populations at UNHCR Executive Committee and Standing Committee meetings; conducting an annual survey of displaced populations; and ensuring displaced persons are represented on CRR planning teams and are able to participate actively in committees and other governance structures at the field level. States and UNHCR are encouraged to take all steps necessary to enable displaced persons to participate, such as travel assistance, provision of interpretation and translation services, and use of technology to overcome barriers to displaced persons’ movement and travel. In addition, states and UNHCR are urged to strengthen ties with national civil society organizations in host countries.”

4. Accountability

- a. “A well-functioning system of international protection requires accountability at all levels. States, multilateral organizations, NGOs, and others are responsible for the successful development and implementation of comprehensive responses to displacement. They are also accountable for procedures and practices that unduly restrict or burden opportunities for displaced persons to access international protection and assistance; violate the fundamental rights of displaced persons; or impose or transfer burdens to other states, to host communities, or to displaced persons themselves.”
- b. “Robust structures of monitoring and accountability (including monitoring of pledges of financial support) are vital. Such structures can take a variety of forms. Scorecards and indicators, for instance, can be effective methods of enhancing accountability by generating greater transparency and by enabling concrete measures of the effects of state and non-state actions and policies.”

5. Responsibility-Sharing

- a. “Equitable and predictable responsibility-sharing is a necessary element of a well-functioning international protection regime. Responsibility-sharing begins from the recognition that displacement is a global phenomenon that requires global solutions; that most refugees reside in developing countries near to their countries of origin; that those countries, many of which face significant social and economic hardships, act on behalf of the international community by hosting refugees; and that an equitable and predictable sharing of responsibilities is essential, both functionally and morally, if the international community is to live up to the commitments it has made to displaced persons and to those that host them – commitments it has consistently affirmed since the first days of the United Nations.”

Proposals for inclusion in the Programme of Action

1. Ease pressure on host countries

- a. “An overwhelming majority of displaced persons reside in developing countries, often in impoverished and marginalized areas. Development programs play a crucial role both by helping displaced persons rebuild their lives in exile and by easing pressure on, and providing support to, host states and host communities.”
- b. “Development and other actors are encouraged to increase such support to host states and communities and to ensure that it is adequate, additional, predictable, flexible, concessional, and multi-year. Pursuant to current best practices, they are further encouraged to ensure, or continue ensuring, that such support underwrites and enables programs that are rights-oriented and participatory and that assist host states and communities to pursue development strategies consistent with national priorities.”

c. “In light of the economic challenges facing displaced persons and host communities, and in accordance with the principle of responsibility-sharing, CRR plans could also consider actions, in addition to official development assistance, that would further aid host states in providing for displaced populations. Depending on the circumstances in the host country and other factors, these could include: a moratorium on debt service or other forms of additional direct budget relief, so as to free up scarce resources for development and social protection; the provision of special drawing rights to host states to ease the pressure to divert resources toward foreign reserve accumulation; and the use of “counter-cyclical” loans (loans where repayment is indexed to, e.g., GDP or to commodity prices) or loans in local rather than foreign currencies. The international community could also consider other funding streams, such as the creation of a publicly-supported ‘merchant bank’ that could assist in ‘de-risking’ private sector investments in communities that include displaced persons, and establishment of a ‘Tobin tax’ or expansion of existing solidarity levies (for instance, on airfares) to raise funds that could be provided to host states to respond to displacement situations.”

d. “In all cases, it is important that the provision of additional development or other assistance to host states be made contingent upon commitments and efforts on the part of host states to respect rights and to include displaced persons in local and national economies and welfare systems. Effective implementation of CRR plans and opportunities for inclusion of displaced populations can be enhanced through the establishment or revision of national governance frameworks in host states and in third states; such governance frameworks should include supportive policies, practices, and institutions that give effect to the rights of displaced persons as well as the inclusion of displaced persons in national development plans. It is important that states and other actors undertake to support host states in such efforts, not only financially, but through technical, diplomatic, and other responsibility-sharing means, as appropriate.”

e. “It is recognized that displaced persons are obliged to comply with the laws and regulations of the states and communities that are hosting them, provided those laws and regulations are consistent with displaced persons’ fundamental rights.”

2. Enhance refugee self-reliance

a. “Self-reliance for displaced persons depends upon recognition, and effective enforcement, of rights, including the right to work, rights at work (including union and labor rights and rights to just compensation, to equal treatment and against exploitation), sexual and reproductive rights, and freedom of movement to pursue economic and educational opportunities. Rights to and at work, freedom of movement, as well as welfare rights, are also subjects on which groups of states may collectively reach agreements. In these respects, it is recognized that the Refugee Convention and other documents provide a minimum floor.”

b. “Self-reliance is a fundamental objective of international protection and assistance; but it is also recognized that for many displaced persons (particularly, children, disabled

persons, elderly persons, pregnant and lactating women, and care-givers) inclusion in social and welfare systems will be necessary for their well-being. It is further recognized that the Refugee Convention, among other instruments, guarantees to displaced persons fundamental welfare rights and that these should in all cases be respected.”

c. “UNHCR is encouraged, in coordination with the ILO, operational partners, development actors, and displaced and affected communities, to establish a commonly agreed method for measuring displaced persons’ progress towards achievement of self-reliance, agency, and autonomy, including via annual targets to encourage and track progress; and to identify, disseminate, and support expansion of effective program models for supporting agency and self-reliance. In so doing, all relevant stakeholders should take care that pursuit of the goal of ‘self-reliance’ is not used as a basis for premature withdrawal of aid or as a means of shifting the costs of international protection onto displaced persons or host communities.”

d. “In implementing a CRR plan for a particular displacement situation, CRR participants should jointly collect data, including through comprehensive surveys, regarding, *inter alia*, skills existing among members of the displaced population and needed in host communities; income (and debt) levels and other means of support; remittances to and from displaced populations; policies in the host state permitting work, business creation, and access to welfare, healthcare, and education and information; macroeconomic trends and indicators; as well as external constraints on host country poverty alleviation and development (such as global recessions, financial crises, commodity-price shocks, external debt levels). Such data should inform CRR planning and decision-making.”

e. “The right to information, and the tools to use information, are vital to the protection of displaced persons; to effective pursuit of self-reliance opportunities; to displaced persons’ understanding of legal norms and procedures; to ameliorating the isolation often experienced by displaced persons and communities; and in and of themselves are key components of human flourishing. It is particularly important that access to quality education and to the internet and mobile technology be effectively guaranteed.”

3. Expand access to third-country solutions

a. “The goal of responsibility-sharing is multi-dimensional. It encompasses not only the provision of protection to all those who are displaced, but also (1) material and political support for states and communities affected by such displacements, including through capacity-building, development, and infrastructural investment; (2) planning in anticipation of the movements of people, including environmental impact and risk assessment; (3) support for the creation of education and livelihoods opportunities, skills training, access to labor markets, the promotion of self-reliance for displaced persons, and the inclusion into welfare and social programs of all displaced persons, with a special emphasis on the majority of displaced persons who cannot work (children, disabled persons, elderly persons, pregnant and lactating women, and care-givers); (4) resettlement and complementary pathways to solutions for refugees and others without

effective protection; (5) adequate, stable, and predictable annual and multi-year funding to support states fulfilling responsibilities of the international community; and (6) mutual accountability and regular accountability assessments.”

b. “To promote the goal of international responsibility-sharing, the Secretary General is requested to constitute a Working Group to develop a plan for a Global Action Platform for Displaced Persons. The Working Group should include representatives of hosting and donor states and countries of transit, international humanitarian and development organizations, international financial institutions, civil society, the private sector, host communities, and displaced persons. A Global Action Platform for Displaced Persons could serve as global mechanism for preparedness and for the development of plans for response to displacement emergencies and protracted situations and could inform and support CRR plans established for particular countries and situations. UNHCR could function as the Secretariat of the Platform, and the High Commissioner could request the Platform be convened in order to develop a response to a displacement emergency. The Working Group’s plan should include recommendations for ensuring that the Platform is adequately and predictably funded. The Working Group should issue a report no later than December 2019.”

c. “In advancing the objective of equitable and predictable access to resettlement, UNHCR is urged to increase the number of nationalities referred for resettlement and the number of countries of asylum from which refugees are resettled, paying attention also to regional balance. Resettlement countries will work to ensure that all resettlement submissions from UNHCR are given full consideration. Consideration should be given to a target of referring for resettlement at least 1% of the refugee population in every host country and at least 5% of the total global refugee population.”

d. “Solutions to situations of displacement can be advanced by promoting the mobility of displaced persons to seek opportunities for employment, study, and family unification. The Secretary General is requested to convene a Working Group to consider and propose ideas regarding appropriate documentation and strategies for enhancing mobility among states. Arrangements at the regional level and between states of particular affinity may be especially conducive to mobility.”

e. “The distance between displaced populations and third states should not be used as a justification to avoid assuming a fair share of responsibilities. Neither should the lack of responsibility-sharing be a ground for denying displaced persons their fundamental rights or the protection or assistance they require in their present location.”