Part One: Putting Principles into Practice

1.1 Why offer a formal refugee resettlement program?

The origins of refugee resettlement

Contemporary refugee resettlement programs have their origins in the early years of the twentieth century when many thousands of persons affected by conflict in pre and post war Europe were offered refuge in countries across the globe. However, prior to the 1950s, distinctions were rarely made between refugees and displaced persons and other immigrants. Rather, people fleeing war and persecution were settled as part of the general immigration programs of these countries.

Following the second world war it became increasingly apparent to the international community that many people lived under the threat of various kinds of persecution and would not be protected if left to the mercy of their own governments. A number of treaties and conventions were subsequently developed with a view to securing a concerted and cooperative international response to human rights problems.

Significant among these were the *1951 United Nations Convention* and the *1967 Protocol Relating to the Status of Refugees.* One hundred and forty one countries are now signatories to one or both of these instruments. The Office of the United Nations High Commissioner for Refugees (UNHCR) was established in January 1951 with a mandate to provide international protection to refugees whose life, liberty and human rights were at risk and to seek durable solutions to their plight.

A refugee is defined in the United Nations Convention, as someone who has left his or her country and cannot return to it 'owing to a well founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion'.

At the start of the new millennium, it was estimated that there were around 12 million refugees and 20 - 25 million internally displaced persons around the world. Of these numbers, 21.1 million were refugees and displaced persons of concern to the UNHCR (reference). Representing one in every 284 persons on earth, a significant proportion were women and children.

Refugees come from a diverse range of countries, with refugee movements constantly changing in response to events around the world. In the post war period, persons fleeing Communist Eastern Europe constituted a large proportion of the world's refugees. In the 1960's and 70's, many refugees were fleeing political turmoil in Central and South America and Africa. In the latter part of this period and into the 1980s, there were large numbers of refugees from conflicts in Indo-China. Following the end of the Cold War, refugee flows resulted from a new series of conflicts, including those in Balkans, Asia and Africa. The global refugee population has become increasingly diverse, with the UNHCR currently providing protection and assistance to refugees from over 50 different source countries (see Table One).

Table One: What countries do refugees come from? (Top 12 countries)

	Number of refugees	
Country-of-origin	**Refugee Population Beginning 2001**	**Refugee Population End 2001**
Afghanistan	3,587,016	3,809,084
Burundi	568,406	553,943
Iraq	525,255	528,001
Sudan	493,845	489,558
Bosnia and Herzegovina	479,089	425,951
Somalia	474,495	440,224
Angola	433,767	470,488
Sierra Leone	402,776	178,921
Eritrea	376,588	333,073
Vietnam	370,601	353,101
Dem. Rep. of Congo	372,622	391,649
Croatia	330,652	288,641
Total	**8,415,112**	**8,262,634**

Source: 2001 UNHCR Population Statistics (Provisional), May 2002

Table Two – Demographic characteristics (gender) of asylum seekers, refugees and others of concern to UNHCR (Selected countries)

Country	**Female (%)**	**Male (%)**
Afghanistan	50%	50%
Burundi	55%	45%
Iraq	49%	51
Sudan	51%	49%
Bosnia and Herzegovina	47%	53%
Somalia	45%	55%
Angola	52%	48%
Sierra Leone	*	*
Eritrea	52%	48%
Vietnam	54%	46%
Dem. Rep. of Congo	51%	49%
Croatia	55%	45%

*Data not available
Source: 2001 UNHCR Population Statistics (Provisional), May 2002

Table Three – Demographic characteristics (age) of asylum seekers, refugees and others of concern to UNHCR (Selected countries)

Country	**Refugees by age group %**			
	0–4 years	**5–17 years**	**18–59 years**	**60 +**
Afghanistan	0%	17%	83%	0%
Burundi	23%	37%	39%	1%
Iraq	13%	41%	41%	4%
Sudan	21%	39%	40%	0%
Bosnia and Herzegovina	15%	33%	50%	2%
Somalia	15%	21%	65%	0%
Angola	15%	48%	35%	2%
Sierra Leone	*	*	*	*
Eritrea	17%	35%	42%	6%
Vietnam	*	*	*	*
Dem. Rep. of Congo	18%	38%	41%	3%
Croatia	2%	16%	55%	26%

*Data not available
Source: 2001 UNHCR Population Statistics (Provisional), May 2002

Durable solutions

In partnership with the international community, the UNHCR currently promotes three durable solutions to the plight of refugees, including:

- voluntary repatriation to the country of origin in conditions of safety and dignity;
- local integration in the country of first refuge (sometimes called 'local settlement'); and
- resettlement in a third country.

Resettlement has a critical and complementary role in the system of international protection, offering both protection and a durable solution to those refugees for whom neither voluntary repatriation or local integration is possible.

For countries currently offering formal refugee resettlement, these programs are part of a contribution to supporting the UNHCR to fulfil its mandate. For many they are also both a practical and symbolic expression of a commitment to the protection and promotion of human rights.

Voluntary repatriation

In practice most refugees wish to return to their homelands and rebuild their lives in a familiar environment in a safe and dignified manner (reference). The UNHCR and its international partners support voluntary repatriation through the establishment of protective legal frameworks and agreements and activities to safeguard refugees in the return and reintegration into their home countries. These activities are supported with a view to ensuring that refugees are not subject to further persecution and discrimination and that their right to national protection is re-established.

Local integration

However, for many, circumstances in their homelands are such that safe return is unlikely to be possible at least in the foreseeable future. Others, meanwhile, may have experienced such extreme trauma, that they cannot themselves imagine returning to the place of their persecution.

Many refugees without foreseeable voluntary repatriation prospects are able to settle in their country of refuge. They are granted asylum; have access to the resources to rebuild their lives (including education, housing, medical care and social services) and enjoy basic human rights such as freedom of movement, the right to marry, practice their religion and to own property. Once they are granted citizenship of their country of refuge, they no longer require the protection of the international community.

Third country resettlement - contributing to international protection and durable solutions

However, there are many refugees for whom neither repatriation nor local integration in their first country of asylum is possible. For these refugees, permanent resettlement in a third country may be the most appropriate, and in some cases the only, durable solution.

In recent years the opportunities for local integration in first countries of asylum have become more limited. A number of countries are not signatories to universal or regional instruments designed to protect refugees. Those fleeing to these countries risk prosecution, detention, deportation or forced repatriation to their countries of origin where their life and freedom may be endangered. Other countries may only offer protection on the condition that refugees are resettled elsewhere within a specified time frame. Clearly, in these circumstances, resettlement in a third country will be required both as an instrument of protection and a durable solution.

Countries of refuge may also have difficulties absorbing refugees, particularly large influxes, into the host community without resulting economic, social or political instability. In some of these countries refugees may be subject to gross violations of their legal and physical rights by hostile groups in the host community or other governments. Where countries of refuge are unwilling or unable to protect them, they will require the protection of a third country.

Refugees may also be subject to conditions in countries of refuge, which while not amounting to a contravention of their rights under the terms of the UN Refugee Convention, nonetheless seriously undermine their prospects for long term integration. For instance they may be excluded from employment owing to their status as refugees; denied the right or means to practice their political, religious or cultural beliefs; suffer social exclusion or endure a climate in which their legal and physical rights are neither stable nor guaranteed. For these refugees resettlement in a third country may be the only durable solution.

Third country resettlement may also be the most appropriate option for refugees who are at particular risk or have special resettlement needs, which cannot be met by their country of refuge owing to prevailing economic and social conditions. Among these are unaccompanied children and young people, refugees with serious disabling conditions, refugee elders, refugees with special medical needs, some refugee women and survivors of trauma and torture.

International responsibility sharing

Formalised refugee resettlement programs are also an important vehicle for ensuring that the responsibility for addressing the refugee problem is shared among countries across the globe and between the developed and developing world.

Currently a disproportionate share of this burden is borne by some of the world's poorest nations, with refugees often seeking asylum in neighbouring countries, many of which have low levels of economic and human development (reference). For example in the year 2000, eight of the top ten refugee receiving countries were among those 40 countries identified by the United Nations Human Development Program as the poorest in the world (reference). Already struggling to meet the needs of their citizens, many of these countries can ill-afford to offer long term, local settlement prospects to those seeking refuge within their borders.

Providing refuge is a generous step taken by many governments and is fundamental to the success of the system of international protection. If responsibility for refugees is not shared, however, there is the very real risk that both the practical capacity and commitment to offer asylum will be compromised in some countries.

There are a number of ways in which countries can and do contribute to global responsibility sharing, both within and outside of their formal partnership with the UNHCR. Among these are diplomatic efforts to promote the safe return of repatriated refugees and financial and in-kind contributions to humanitarian assistance, local settlement, and reconstruction and development programs. A formalised resettlement program complements these efforts, allowing countries to ease the pressures on countries of first asylum and to share responsibility for refugees in need of a durable solution.

Enhancing Overall Capacity and Diversity of Durable solutions

Expansion in the number of states willing to resettle refugees helps to strengthen the role of resettlement in the system of international protection and as a durable solution. This expansion not only increases the number of places available to the UNHCR for re-settling refugees under its mandate, but also provides a diverse range of resettlement options.

Increasing the diversity of states participating in resettlement both broadens the options available to refugees and enables the UNHCR to match those who have particular needs with appropriate resettlement countries. For example, many refugee source countries have a broader view of what constitutes immediate family than is the case in most industrialised

states (eg to include siblings and nieces and nephews). Engaging countries in resettlement who share this broader view enables extended families in need of settlement to be placed intact.

Countries in the process of establishing a resettlement program may not have the integration infrastructure other countries have developed in the course of many years of involvement in refugee resettlement. Nor, if they are developing economies, may they be able to commit the same level of resources to integration as their developed counterparts.

Nevertheless many of these countries have other, often less tangible assets. These may include, for example, a strong tradition of welcoming and extending hospitality to newcomers, or a high level of commitment to assisting others whose human rights have been violated, in some cases born of their own histories of conflict and persecution.

These conditions auger well for a country's capacity to offer a welcoming environment to resettled refugees and to make the best possible use of existing resources to support their integration. A prior history of civil conflict may also have contributed to the development of expertise in particular integration issues. For example in Chile, resettled refugees who are survivors of trauma and torture are offered assistance through some of the same programs established to support nationals affected by persecution in the context of the military coup in that country in 1975.

Some non-traditional resettlement countries, have developed expertise in refugee resettlement through their involvement in the informal local integration of refugees from neighbouring countries. Much of this expertise is readily transferable to the task of developing a formal resettlement program. Such countries may also have economic characteristics which match the attributes of particular refugee groups. For example, resettled refugees with certain professional qualifications (eg. medicine) may have better employment opportunities in developing countries where there may be a demand for these professional skills.

Enhancing receiving communities

While many countries resettling refugees are motivated by humanitarian concerns, they also believe that refugee migration (like other forms of migration) enriches them as nations.

No two refugee populations are alike. There are also differences in the extent to which policies and practices of receiving countries enable refugees to realise their full potential. While very little contemporary research on immigration distinguishes between refugee and other migrants, overall, it indicates that migration offers net benefits to countries of resettlement (reference).

Refugees generally arrive with a high level of motivation not only to rebuild their own lives but also to make a meaningful social and economic contribution to the receiving society. The fact that they have survived often horrific experiences is testimony to the strength of their motivation and to their survival skills. In their countries of origin many lived lives distinguished by a commitment to achieve high standards in their workplace and community. Many refugees come from cultures in which particular value is placed on personal industriousness and enterprise.

Refugees contribute a wealth of personal attributes and skills to the social and economic fabric of receiving societies. Among these are language skills, cultural knowledge and an understanding of how other countries and societies function**.**

Refugees make an important economic contribution to receiving societies by creating new businesses and jobs, filling labour market gaps, and helping to improve productivity**.** Indeed, both refugee and general migration are now recognised as critical factors in the economic success of a number of advanced industrialised nations among them, the US, Australia and Canada (reference). As the populations of these nations age, many will continue to rely on migration to meet labour force demands and maintain their revenue base (reference).

The social benefits of refugee migration are much harder to quantify and measure. However experience suggests that refugees have made a significant contribution to the growth of intellectual, social and cultural capital in receiving countries (reference). Having been offered a refuge from persecution and the opportunity to build a new life, resettled refugees have a high level of motivation to 'give-back' to receiving societies. While for some this has been through exemplary achievements in the arts, medical science, industry and public life, many others have contributed through their day-to-day participation in communities, families, work places and social institutions.

***NB:** The following material will be laid out as a 'timeline' on the bottom of each page in this section with a view to highlighting the achievements and contribution of refugees.*

Refugee Achievements and Contributions

1830 – Polish composer, Frederic Chopin performs his last concert in Warsaw before going into exile in Paris.

1933 – Acclaimed scientist Albert Einstein is accused of high treason by the Third Reich in Germany. He seeks refuge in Belgium, Great Britain and finally the United States.

1941 – Peter Lorre, actor and refugee from Hungary, is cast in a starring role in the film, *"The Maltese Falcon".*

1942 – Austro-Hungarian refugee Paul Henreid plays a resistance leader in *Casablanca*.

1944 – Dr Anita Donaldson is born to Latvian parents in a children's refugee camp in Germany. In 1993 she becomes the Dean of Performing Arts at Adelaide University, Australia.

1947 – Jewish-German W. Michael Blumenthal arrives in San Francisco with sixty dollars in his pocket. In 1977 he is sworn in as the 64th US Secretary of the Treasury under President Carter.

1950 – Hungarian Refugee Samuel "Billy" Wilder directs Academy Award winning film *Sunset Boulevard.*

1950 – Joe Schleslinger is admitted to Canada as a Displaced Person from Czechoslovakia. He goes on to become head of CBC TV News (Canada's national broadcaster) in the late 1960's and later the network's chief political correspondent.

1954 – Film director and producer Otto Preminger, in exile from Austria, produces the first film with an exclusively African-American cast, *Carmen Jones.*

1955 – Julius Rundel becomes Director of the New York City Opera having arrived in the US in 1938 as a refugee from Austria.

1956 – The first shopping centre to be fully enclosed opens in Minneapolis, USA. It has been designed by architect and Austrian refugee Victor Gruen

1957 – Judit Korner arrives in Australia from Hungary. Today she is the Director of a group of companies, which includes five beauty training colleges and numerous salons.

1961 – Hungarian refugee, Judy Cassab, wins Australia's Archibald Prize for portraiture.

1968 – South African refugee and jazz musician Hugh Masakela's song *Grazing in the Grass* tops the charts and sells four million copies worldwide.

1972 – Yasmin Alibhai-Brown flees Uganda following Idi Amin's rise to power. Twenty five years later she becomes a Research Fellow at the Institute of Public Policy Research.

1973 – Max Frankel is awarded the Pulitzer Prize for his unique coverage of Richard Nixon's visit to China. A refugee from Germany, Frankel will go on to be the executive editor of *The New York Times* from 1986 – 1994.

1974 – Congressman Sam Gejdenson becomes the first child of Holocaust survivors elected to the US House of Representatives.

1975 – Ethiopian Alem Desta is granted asylum in the UK. Later, in the Netherlands she establishes and becomes president of the Refugee Organisation Netherlands, an umbrella organisation for 230 local and national refugee support organisations.

1975 – Czechoslovakian refugee, Milos Forman receives accolades for his direction of the film *One Flew Over the Cuckoo's Nest.*

1977 – Sir Gustav Nossal, renowned scientist and refugee from Austria, is knighted. He will later be appointed Australian of the Year for his work in medical research.

1981 – Eleven year old Nyamko Sabuni arrives in Sweden with her mother and six siblings from the Democratic Republic of Congo following time in exile in Burundi. In 2002 she plans to run as a candidate in the Swedish Parliamentary elections.

1981 – Estonian refugee, Ennio Hallek becomes a professor of painting at the Art Academy of Stockholm. His murals adorn the University of Stockholm and the Astrid Lindgren Children's Hospital. In 1989 he returned with a delegation to Estonia to give advice on the restoration of churches.

1981 – Makau Matau flees Kenya for the USA following arrests and detention for student activism. He is now a Professor of Law at the State University of New York.

1983 – Kim Dae-Jung, South Korean in exile in the US, works as an advisor at a centre for survivors of torture in Minnesota. In 1997 he is elected President of the Republic of Korea and in 2000 is awarded a Nobel Peace Prize.

1984 – The writing of Czech in exile in France, Milan Kundera comes to prominence in the Western world with the publication of *The Unbearable Lightness of Being.*

1984 – Haing Ngor wins an Academy Award for his role in the portrayal of the Cambodian genocide, *The Killing Fields*.

1987 – Soviet writer in exile in the USA, Joseph Brodsky, is awarded the Nobel Prize for Literature for *The Condition We Call Exile.*

1989 – A refugee from Nigeria 15 years earlier, Philip Emeagwali wins the Gordon Bell Prize, computing's Nobel Prize for solving a problem classified as one of the twenty most difficult in the computing world.

1990 – Maria Guadalupe Garcia Hernandez, a Guatemalan refugee then aged 28, founds *Mama Maquin,* a human rights organisation which today promotes sustainable development projects, women's human rights, and provides literacy and health education.

1991 – A South African in self-exile in the USA, writer Nadine Gordimer is awarded a Nobel Prize for Literature.

1991 – Batulo Mohamed Essak arrives in Finland as a refugee from Somalia. She now works as a translator and assists Somali women to integrate in the Finnish community.

1992 – Guatemalan refugee, Rigoberta Menchu Tum, accepts the Nobel Peace Prize in the name of all indigenous people.

1993 – Cambodian refugee Niborom Young records an oral history project featuring the testimonies of ten Cambodian refugee women which is now stored at the New Zealand National Archives.
1993 – Sonia Pressman Fuentes, a refugee from Germany, retires having served as the first woman attorney in the United States General Counsel's Office at the Equal Empoyment Opportunity Commission and also the founder of the US National Organisation for Women.

1994 – Formerly Education Minister of Mozambique, Graca Machel, who had spent many years in exile in Switzerland and later Tanzania, is appointed to chair the UN Study on the Impact of Armed Conflict on Children. In 1995 she was awarded the UNHCR Nansen Medal for her outstanding contribution on behalf of refugee children.

1996 – Together with his fellow East Timorese countryman Bishop Carlos Belo, Jose Ramos Horta is awarded the Nobel Peace Prize for his dedication to human rights.

1997 – Phan Thi Kim Phuc, a Vietnamese refugee resettled in Canada, is appointed goodwill ambassador for the United Nations Educational Scientifical and Cultural Organisation (UNESCO).

1998 – Renowned poet, writer and artist from the former USSR, Tatyana Mamonova, receives the US World Heroine Prize for her contributions as a founder of the Russian Women's movement.

1998 – Aged 19, Bosnian refugee, Irena Janjic commences employment in a restaurant, seven weeks after her arrival in the United States.

1998 – Tan Le, aged 21 years, is awarded the Young Australian of the Year, having fled to Australia from Vietnam in 1981. Today she is the Chief Commercial Officer of a telecommunications company.

1999 – Romanian refugee and writer, Ana Maria Narti, is elected to the Swedish Parliament.

1999 – Adrienne Clarkson becomes the first overseas born person to be appointed as Canada's Governor General. She had arrived in Canada as a refugee from China with her family in 1941.

1999 – Vaira Vike-Freiberga is sworn in as the first President of Latvia after spending forty four years as a refugee in Canada. She is the first female head of state in post-communist Eastern Europe.

1999 – Following the opening in Kiev, Ukraine of the first social centre for refugees, Afghani refugee Akbar Khurasani, begins teaching art to local Kiev and refugee children. His paintings can be found in private collections all over the world.

2000 – Community educator, Spokesperson for the USA Campaign for a Landmine Free World and Cambodian refugee Loung Ung, has her book, *First they Killed My Father: A Daughter of Cambodia Remembers* published.

2000 – Argentinian pianist, Miguel Angel Estrella, in exile in France, receives the Nansen Refugee Award for his extraordinary work in support of refugees.

2000 – Ugandan refugee, Lesley Akora, is employed as a Community Services Settlement Officer in a Migrant Resource Centre in Perth, Australia having arrived only nine years earlier.

2000 – Fazil Kawani, Iraqi refugee works as the Communications Director at the Refugee Council in London

2002 – The work of picture archivist and German refugee Otto Bettman is recognised as a vital source of picture material for editors, designers and multi-media specialists all over the world.

Refugee Achievements and Contributions (Part One)
has been adapted from the UNHCR Gallery of Prominent Refugees
http://www.unhcr-50.org/gallery/igallery.html

1.2 Introducing this Handbook

In the post war period ten countries developed official refugee resettlement programs. A further seven countries have since established, or are in the process of establishing, programs with varying degrees of formality. Many other countries, such as France, Germany and Britain, have offered resettlement on an *ad hoc* basis in response to specific humanitarian crises.

Table Four:

Countries with established refugee resettlement programs	Countries with emerging* refugee resettlement programs
❑ Australia ❑ Canada ❑ Denmark ❑ Finland ❑ The Netherlands ❑ New Zealand ❑ Norway ❑ Sweden ❑ Switzerland ❑ USA	❑ Benin ❑ Brazil ❑ Burkina Faso ❑ Chile ❑ Iceland ❑ Ireland ❑ Spain

**Emerging resettlement countries are those that may have been accepting refugees in various capacities for many years and are now formalising their resettlement programs.*

Both the UNHCR and its resettlement partners in these countries recognise that if resettlement is to be both a tool of international protection and a durable solution, it does not end at the point of the acceptance of refugees for resettlement and the provision of safe passage to a receiving country.

Unlike other migrants, refugees are compelled to leave their homelands. Their departure is often hurried and unplanned and they are likely to have few resources at their disposal to build a new life. Many have endured deprivation and trauma prior to their arrival.

The fact that refugees have survived these events is a testament to their skills and strengths. The experience of existing resettlement countries is that the great majority of those offered resettlement establish productive, if not exemplary, lives in receiving societies. However, if their potential is to be realised refugees will require some support both to overcome the negative consequences of their pre-migration experiences and to rebuild their lives in a new country. Taking steps to optimise integration potential also has benefits for receiving societies, ensuring that refugees are well placed to contribute the skills and attributes they bring.

If resettlement is to be a true durable solution for both resettled refugees and receiving countries, it is important that it is viewed as a continuum beginning with the identification and assessment of cases, extending to a reception on arrival and including longer term integration into receiving communities.

The UNHCR's *Resettlement Handbook* articulates well defined and commonly endorsed criteria and processes for selecting refugees for resettlement (reference). However, there has been growing awareness of the need for a more focussed effort by the UNHCR and the international community to discuss and evaluate approaches to the reception and integration of refugees in countries of resettlement. To this end the *Integration Initiative* was established in 1999 (see p-). This Handbook has been developed as part of this initiative.

The Purpose of the Handbook

This Handbook has been developed as both a planning and professional development resource targeted primarily to those with responsibility for, or an interest in, planning, promoting, developing, implementing and monitoring programs and strategies to facilitate the integration of resettled refugees.

It is anticipated that it will:

- Contribute to supporting new and strengthening established integration programs.
- enhance understanding of the processes and benefits of resettlement and integration at governmental and community levels and among international organisations with an interest in refugee protection and resettlement.
- serve as a source of information for those countries considering a role in refugee resettlement.

The Handbook has been written with a broad audience in mind, recognising that refugee integration is typically a partnership of government and non-government organisations and the refugee and wider communities.

It is not intended as a guide to practice for those in direct support roles with resettled refugees. However, many of the principles and approaches outlined in it may be useful in a direct service setting.

The emphasis in the Handbook is on the integration of refugees offered resettlement through a formal program. While it is recognised that many countries also have large asylum seeker populations, very different planning considerations apply in addressing their plight. Nevertheless, since they share many needs and experiences in common with resettled refugees, some of the ideas in this book may be useful in planning program responses for this group.

Accommodating and respecting global diversity

Refugee resettlement programs have and will continue to be developed in a diverse global context. Countries offering resettlement have very different governmental structures and social and economic environments and varying levels of prior experience in supporting culturally diverse migration.

In the interests of both accommodating and respecting this diversity this Handbook does not set out to provide detailed instruction on the procedures and processes involved in establishing an integration program, nor does it seek to prescribe 'right' and 'wrong' ways of going about the task of refugee resettlement. Rather, its aim is to provide information and ideas to guide integration practice. It does this by articulating the broad conditions required for successful resettlement and by identifying some of the critical issues that need to be considered in the planning process.

The Handbook draws extensively on the experience of existing countries of resettlement and presents a number of specific ideas and approaches developed in these countries. Where there are alternative international perspectives, these are presented, along with discussion about their costs and benefits. Readers are encouraged to evaluate the applicability of these approaches with regard for their local environment.

Given that the global refugee population is both diverse and changing, it does not provide information on specific refugee communities or refugee source countries. However, a list of resources providing this information is included (see p-)

How was the Handbook Developed?

A key component of the *Integration Initiative* was the *International Conference on the Reception and Integration of Resettled Refugees* held in Norrkoping, Sweden in April 2001 and hosted by the Swedish National Integration Office.

The conference brought together, for the first time, some 246 participants from refugee communities, government and non-government agencies in both established and emerging resettlement countries, with representatives also attending from the United Kingdom and Germany.

The conference provided an important forum for fostering networks and the exchange of good practices for integration between countries. It also served as a focus for the development of a number of materials, among them a global overview of the integration programs of participating countries; 20 framework papers contributed by recognised integration experts internationally and conference proceedings.

Importantly, conference participants developed and endorsed a set of principles to guide integration of resettled refugees, applicable across resettlement countries, regardless of the level of funding available to resource integration (see box).

This Handbook was developed on the basis of these materials, with further input from an international Task Group and a range of international integration experts. (see p-)

Using this Handbook

Each section of the Handbook has been written so as to be as self contained as possible so that it can be read either in part or in its entirety. It is divided into three parts:

- **Part one** is designed to set the context for planning resettlement programs. It discusses the nature and consequences of the refugee and resettlement experiences and their implications for planning, and defines broad planning goals. The features distinguishing planning environments and resettlement programs internationally are also described to provide readers with a context for considering some overriding planning issues as well as to evaluate the relevance of specific ideas in the Handbook in their local environment. This Part concludes with a section describing the basic steps involved in establishing a new resettlement program.

- **Part Two** is divided into 12 chapters dealing with each of the individual components that together make up a resettlement program (see Table of Contents). Each begins with a checklist which foreshadows the content of the chapter while at the same time providing a summary of the key activities to consider in planning each of the components. Each concludes with a list of 'good practice features'.

- **Part Three** explores some of the particular issues that need to be taken into account to ensure that the needs of all resettled refugees are considered in the planning process. It has been included recognising that, as is the case with the general community, there is significant diversity within refugee populations in terms of gender, age and past experience.

Layout Note: *Please layout following as a box in this section. Double page spread probably required. If space allows positive photo would be good.*

Reviewer Note: *Please note that it is intended that the following text (ICRIRR principles) will also be distributed throughout the text where appropriate in the layout/design process*

Refugee Selection, Reception and Integration: Guiding Principles

This Handbook is based on the following principles developed and endorsed at the International Conference on the Reception and Integration of Resettled refugees held in Sweden April 2001 (see p-):

Preamble

Refugees strengthen societies through their cultural diversity and the contributions, which they bring. We affirm that resettlement of refugees works. Most refugees integrate successfully into their host communities and most of the support and services provided by governments, refugee communities, non-governmental organisations and the public makes a difference.

Resettlement is an important tool of refugee protection and a durable solution for many refugees. It is not a substitute for asylum, but rather a complementary way of providing protection to people in need. Resettlement offers refugees the possibility to begin new lives and to become fully participating members of society. Given global needs and the success of resettlement as a durable solution, we believe that the use of resettlement should be expanded in the future.

The challenge for states and for UNHCR is to ensure that resettlement selection is carried out in a fair, transparent, and equitable manner based on refugee needs for protection and for durable solutions. A particular challenge for states is to be inclusive in their resettlement criteria and not automatically to exclude groups or countries from consideration. While we acknowledge that resettlement may not be appropriate in every situation, it should be seen as an integral component of a comprehensive international response.

Experience with resettlement varies from country to country. Some countries have long resettlement histories while others are new to the process. But all resettlement countries are committed to facilitating refugee integration, to nurturing a hospitable environment for refugees, and are willing to learn from one another. While integration occurs within a framework of national policy and in a particular cultural context, it is fundamentally a personal process through which refugees develop a sense of belonging, make friendships, and enjoy mutual respect in their new society.
The following general principles will serve as a guide to our efforts to promote refugee integration.

Integration

1. Integration is a mutual, dynamic, multi-faceted and on-going process. "From a refugee perspective, integration requires a preparedness to adapt to the lifestyle of the host society without having to lose one's own cultural identity. From the point of view of the host society, it requires a willingness for communities to be welcoming and responsive to refugees and for public institutions to meet the needs of a diverse population."[1]

2. Integration is "multi-dimensional in that it relates both to the conditions for and actual participation in all aspects of the economic, social, cultural, civil and political life of the country of resettlement as well as to refugees' own perceptions of, acceptance by and membership in the host society."[2]

[1] Adapted from the European Council on Refugees and Exiles, "Policy on Integration," 1999.
[2] ECRE, "Policy on Integration," 1999.

3. Opportunities for resettled refugees to become citizens and to enjoy full and equal participation in society represent an overarching commitment by governments to refugee integration.

4. Family reunification is crucial to refugee integration. Similarly, relatives and ethnic community networks can play key roles in successful refugee integration.

5. A multi-dimensional, comprehensive and cohesive approach that involves families, communities and other systems can help refugees to restore hope and to re-build their lives.

Refugees at the Centre

6. Refugees bring resources and skills to the countries in which they resettle. Host societies are strengthened and enriched by the contributions of refugees.

7. Refugee participation and leadership are essential in the development, implementation and evaluation of both refugees' own individual resettlement and integration programs.

8. Underlying the practical, tangible needs which refugees have are more fundamental needs for dignity, security, social connectedness, and identity. Both these more fundamental needs and immediate material needs must be addressed.

9. Enabling refugees to use their own resources and skills to help each other is a priority.

10. Responding to the range of needs specific to the refugee experience will improve resettlement programs and enhance integration.

Strengthening Receiving Communities

11. Building community capacity for equitable partnership in refugee reception and integration involves all sectors of the community.

12. Refugees integrate themselves. The responsibility of the public, private and community sectors is to work alongside refugees as facilitators to create an environment in which people can be empowered.

13. The public should receive accurate and timely information about refugee situations. Receiving communities require additional specific information in preparing for the arrival of refugees in their communities. In both cases, the media have an important role to play.

Strengthening Partnerships

14. Multi-faceted partnerships need to be continually developed and strengthened among governments, refugees, communities, non-governmental organisations, and volunteers.

15. Strengthening relationships between those working to identify refugees in need of resettlement and the communities where they will be resettled is important to the resettlement process.

1.3 Laying the foundations for refugee rebuilding: Planning goals

The Nature of the Refugee and Integration Experiences: Implications for Planning

There is considerable variability in conditions in refugee source countries and countries of refuge and in the experiences of both individuals and groups of refugees. Nevertheless, research and the lived experience of refugees and those working with them suggest that there are a number of elements often present in refugee source countries. These elements, documented in the first column of Figure One (overleaf) give rise to common experiences responsible for producing refugee flows (see column two). Many of these experiences will also have been a feature of the lives of refugees in countries of refuge. While the personal and psychological consequences of these experiences will clearly differ for individual refugees, a number of common patterns can be discerned (see column three).

This understanding, explored in greater detail below, provides a broad framework, for anticipating the conditions refugees are likely to have been exposed to prior to their arrival in resettlement countries, and the implications of these for planning and providing integration support. It provides the basis for developing specific goals for planning refugee integration in countries of resettlement (see column four).

NB Please note that the following Figure and Table Six make better sense in their layout from. We have had them laid out for this review process. They are attached as a separate document.

Figure One: A Framework for Planning Refugee Integration Programs

Conditions in refugee producing countries	Conditions characterising experiences in countries of origin and refuge	Possible personal and emotional consequences	Rebuilding goals for integration in countries of resettlement
Economic/structural			
▪ Economic, social service and essential physical infrastructure broken down ▪ Inequitable distribution of resources ▪ Poor economic growth/structural poverty	▪ Deprivation of food, shelter, employment, health care ▪ Unsanitary/ harsh conditions ▪ Loss of livelihood ▪ No/disrupted education	***Emotional*** ▪ Depression ▪ Helplessness ▪ Future orientation impaired ▪ Identity/ sense of meaning and purpose undermined ***Personal/Social*** ▪ Social and economic dependency ▪ Loss of control ▪ Poor health ▪ Education/employment skills impaired	▪ To restore safety, control and social and economic independence by meeting basic needs, facilitating communication and fostering the understanding of the receiving society. ▪ To promote the capacity to rebuild a positive future in the receiving society.
Political			
▪ Poorly developed systems for maintenance of governance, civil order and rule of law ▪ Fragile political systems; often characterised by corruption ▪ Abuse of political processes, infrastructure and government authority ▪ Lack of transparency and fairness in political processes.	▪ Violence, human rights violations ▪ Climate of fear and chronic alarm ▪ Loss of freedom of speech, movement or association ▪ Separation from/loss of family members ▪ Imprisonment, summary detention and torture ▪ Breakdown of political process ▪ Loss of state protection	***Emotional*** ▪ Fear, anxiety, grief, depression, guilt and shame ▪ Basic assumptions of human existence shattered ▪ Capacity for intimacy impaired ***Personal/social*** ▪ Lack/loss of family support ▪ Changed family	▪ To promote the reunion of family members and restore supportive relationships within families. ▪ To promote connections with volunteers and professionals able to provide support ▪ To restore confidence in

		relationships ▪ Loss of trust ▪ Personal boundaries invaded ▪ Lack of privacy ▪ Impaired attachments /relationships	political systems and institutions and arms of government and to reinforce the concept of human rights and the rule of law.
Socio-cultural			
▪ Ethnic, racial, cultural, clan, gender or religious tensions ▪ Poor social cohesion ▪ Systematic oppression and discrimination ▪ Undermining/destruction of cultural and religious systems and institutions.	▪ Social exclusion ▪ Disrupted attachments to community, cultural, religious and social and economic institutions and systems ▪ Undermining of religious, racial and cultural integrity and identification ▪ Forced displacement	***Emotional*** ▪ Identity undermined ***Personal/social*** ▪ Loss of a sense of place and belonging ▪ Cultural, racial or religious integrity undermined ▪ Lack/Loss of social and community support ▪ Lack loss of social connections	▪ To promote cultural and religious integrity and to restore attachments to, and promote participation in, community, social, cultural and economic systems by valuing diversity ▪ To support the development of strong, cohesive refugee communities and refugee leadership. ▪ To counter racism, discrimination and xenophobia and build welcoming and hospitable communities.

Conditions and experiences in refugee source countries and countries of refuge and their consequences for resettled refugees

Economic and material conditions in refugee source countries and countries of refuge

Loss of livelihood and shelter and exposure to harsh and unsanitary conditions are an almost inevitable consequence of forced displacement. Many people will have endured a long and hazardous escape from their countries of origin, during which they lacked access to food and water and faced threats to their personal safety.

> "The gravity of problems reached the point where we did not have any alternative but to flee the country. Our voyage lasted seven days and seven nights. We reached the point that we had only one egg to eat every day."
> **Refugee resettling in Australia.**

For most refugees, however, forced displacement and flight are likely to have been preceded by a prolonged period of deprivation of the basic resources required both for human existence and to build a positive future. In many countries education and health systems as well as essential physical infrastructure such as housing, water supply and sanitation are poorly developed or have been broken down or destroyed in the context of conflict

These conditions have a particular impact on women and girls with gender acting as an additional barrier to accessing resources in many refugee source countries.

In their countries of refuge, many people will have endured a 'hand-to-mouth' existence in the general community or lived in a refugee camp, where they may have been dependent on government and non-government agencies for basic necessities, have had limited access to education and endured an existence of intense monotony and boredom.

> "In a refugee camp you don't have a life. You're empty."
> **Refugee resettling in Sweden**

Emotional and personal impact

As a result of these exposures, resettled refugees may be in poor health on arrival in a resettlement country. Many will have achieved high levels of education and professional or vocational experience in their countries of origin. However, disruption to employment may have had an effect on their capacity to maintain and develop their knowledge and skills and to progress in their chosen field. Those who have had limited or disrupted education may have low levels of educational attainment or lack literacy and numeracy skills.

> "As my parents are illiterate, I don't know when I was born. I myself am 'almost 30' they keep telling me. One thing I know is that I hadn't started school when we fled in 1979".
> **Refugee resettling in Sweden**

These experiences may also have a emotional impact. Loss of control over the very basic resources required for survival can create feelings of fear, helplessness and dependency. Without access to these resources, people have limited capacity to maintain a sense of a meaning and purpose in their day-to-day lives or to plan for or perceive of a positive future for themselves and their families. Loss of the opportunity to work, or to work in one's chosen field, carries with it a loss of social status and the very means by which we define ourselves and shape our identity. This is true whether work is in the public sphere or, as is the case for many women, in the home.

"The women sat in their tents all the time and hardly ever went out. There was nothing for them to do out there, and also it was dangerous to go out…when they washed, a tent was set up within the tent using pieces of cloth"
Refugee resettling in Sweden
"I can't give my children love because I am always thinking about my brother left behind in the camp"
Refugee resettling in Sweden

Political conditions and experiences in refugee source countries and countries of refuge

Many refugees originate from countries where systems for maintaining governance, civil order and the rule of law are poorly developed, compromised or have completely broken down (reference). Prior to fleeing their countries of origin, many will have been exposed to a prolonged climate of violence and human rights violations, being subject or witness to events such as:

- Killings, assaults and rape, often on a massive scale
- Torture.
- Disappearances
- Summary executions
- Restrictions on freedom of speech and movement
- Imprisonment
- Enforced separation from families and communities
- The destruction of their homes
- Forced displacement
- Killings of family members and friends
- Enforced conscription

Around one in three of the world's refugees have had at least one experience of torture (reference). Studies of refugees offered permanent resettlement indicate that one in four have been subject to torture or severe human rights violations, with almost three in four being subject to other traumatic events such as prolonged political repression and the loss of family members in violent circumstances (reference)

In countries of asylum, refugees may be vulnerable to further violence or abuses of their human rights. People may have lived a difficult and uncertain life where they will have faced the hostility of local communities. Some will have spent a prolonged period in a refugee camp, where they may have endured violence and a lack personal safety.

Emotional and personal impact

Exposure to extreme and indiscriminate human cruelty, such as mass rapes and the killing of children, can serve to undermine those assumptions that are fundamental to our human existence. In the face of overwhelming destruction and death, people may also struggle to maintain a view of the future and question the meaning and purpose of life.

Events such as rape, torture and imprisonment which involve violation of personal boundaries may lead to intense feelings of guilt, shame and a loss of dignity. This is graphically illustrated in the silence often maintained by women raped in the course of their refugee experience.

In the discussions, refugee women emphasised that in all cultures, rape is a taboo that silences women. In some cultures, rape survivors are forced to marry the man who raped them or face rejection".
Respect Our Rights: Partnership for Equality – UNHCR Report on the Dialogue with Refugee Women, Geneva, June 2001, pp. 17

In a climate of violence and human rights abuses, trust in others is frequently undermined. In many regimes, violence is state sanctioned being perpetrated or supervised by officials who, in civil societies, are entrusted with the responsibility of upholding peace, human rights and human dignity (eg doctors, lawyers, law enforcement personnel). As a consequence, refugees may have distrust and fear of others, in particular those in positions of power and authority.

Violence and human rights abuses have a profound effect not only on those directly exposed to them, but also generate a climate of fear and chronic alarm in the wider community, compromising feelings of safety and predictability.

Some refugees will have lost or become separated from family members, often in violent circumstances. In some persecutory regimes purposeful strategies are adopted to isolate people from family support (for example through harassment of family members associating or supporting targets of persecution). These losses may lead to intense and prolonged grief (reference) and difficulties in forming future relationships and attachments (a particular concern for child refugees).

"As a child she watched as her younger sister and father were brutally murdered. Her mother and extended family escaped to another country in Africa. Today…citizenship is a priority as a passport would allow her to visit her mother who she has just found after many years."
Refugee resettling in Australia

People forced to leave family members and friends behind in unsafe or difficult conditions in their countries of origin or asylum may also feel a profound sense of guilt. For others guilt may result from a self perception that they should have done more to prevent the events to which they or family and friends were exposed (reference).

Refugees separated from family members also lose the support these relationships otherwise provide, support now understood to be critical to both physical and mental well-being and social stability (reference). Those families who have lost a breadwinner, unaccompanied minors and single women separated from male relatives will have been particularly vulnerable to deprivation and violence in the course of their refugee experiences (references).

While many families survive intact, they may be fundamentally changed by their exposure to violence and human rights abuses, with the capacity to parent and maintain intimate relationships often being impaired (reference).

Socio-cultural conditions and experiences

In the past, refugee flows were commonly the consequence of inter-country conflict. Many contemporary crises, however, are driven by internal conflicts which have their origins in historical and deep seated religious, ethnic, political, racial or clan based tensions. This pattern has a powerful influence on determining the nature and consequences of the refugee experience.

Prior to fleeing their countries of origin, many refugees will have been exposed to a prolonged climate in which their religious, racial, political or cultural integrity was systematically undermined or destroyed. They may have faced:

- Prohibitions on their religious or cultural practices.
- Forced adoption of cultural practices of the dominant culture
- Social exclusion on the grounds of their religion, race, culture, ethnicity or political associations
- Discrimination in access to important resources such as housing, employment and education.
- The destruction of their religious and cultural symbols and icons (eg churches, mosques)
- Racially, culturally or ethnically motivated violence
- Forced displacement from their homes and communities

Many of these conditions persist in countries of asylum, where they are often unwelcome minorities in the dominant culture of the host country. Viewed as competitors for scarce resources, asylum seekers may be ready targets for racially or ethnically based violence. In many countries they are again excluded from the wider community, often being denied access to employment and education or forcibly detained or accommodated in remote locations in refugee camps.

Emotional and personal impact

Conflict of this nature has the effect of undermining social and community cohesion, by breaking down trusting and supportive relationships within communities. As a consequence, refugees may have endured a long period during which their access to the protective effects of social support and connections with their communities was compromised. They may also have internalised distrust and suspicion of others as fundamental to their survival.

Many refugees will have been subject to social exclusion. In some regimes this may have taken the form of constraints on their access to education, employment or participation in public life. In others it may have been through practices such as imprisonment, the creation of ethnic or racial 'ghettos' or mass population displacement. As well as having implications for people's sense of belonging, social exclusion compromises their capacity to access material and social resources, and if prolonged, to develop the skills required to participate in public and cultural life.

The undermining of religious, ethnic or racial integrity has a negative impact on one's identity and sense of belonging and may lead to people feeling a sense of shame and humiliation about their heritage. This is a particular concern for young people for whom the refugee experience coincides with a critical stage of identity formation (reference). Since cultural and religious systems and beliefs play an important part in regulating roles, relationships and behaviours, reduced cultural and religious identification may also compromise family and broader community stability.

"Life in the refugee camp is something that you can really only experience in order to adequately describe it".
Refugee resettling in the US

The Experience of Integration

Resettlement in a safe country offers refugees the opportunity to rebuild a positive future. However, in the early resettlement period at least, there are some potential barriers to this process (Figure Two).

Figure Two: The experience of integration

Potential sources of stress in the integration environment	Possible personal and emotional consequences
❑ Ongoing danger in country-of-origin ❑ Continuing separation from family members ❑ Lack of understanding/hostility by government officials ❑ Injustices	❑ Fear and Anxiety ❑ Loss of trust ❑ Grief ❑ Lack of family support ❑ Guilt
❑ Minority status in a dominant culture ❑ Limited community support networks ❑ Prejudice and hostility on the grounds of ethnicity, race, religion ❑ Limited access to cultural and religious institutions ❑ Poor social status	❑ Loss of a sense of belonging ❑ Cultural, racial or religious integrity undermined ❑ Identity undermined ❑ Lack/loss of social support ❑ Family conflict and tension

❑ Gender role and status adjustment ❑ Inter-generational adjustment	
❑ Unemployment ❑ Underemployment ❑ Difficulties in accessing education and health care ❑ Insecure housing ❑ New and unfamiliar environment ❑ Lack of proficiency in the language of the receiving society	❑ Fear about the future and of not coping ❑ Capacity to plan the future altered ❑ Social and economic dependency ❑ Poor health

The early resettlement period involves enormous adjustments and challenges, among them adapting to a different culture and way of life and gaining mastery over a host of practical tasks from establishing a household and using public transport, to negotiating new and complex education, income support and health systems. Many resettled refugees may also need to learn a new language. These tasks may be experienced as overwhelming for many people, perpetuating feelings of anxiety and loss of control.

Without support, resettled refugees may also have difficulties in accessing basic resources for survival and rebuilding, such as housing, health care and education. As well as having obvious consequences for immediate material well-being, limitations on access to these resources may effect people's sense of safety and control. Those originating from relatively affluent backgrounds in their countries of origin may face the additional difficulty of adjusting to a lower social status.

As minorities in the dominant culture of the receiving community, refugees face the challenge of developing a sense of belonging and identity. Lack of understanding, and in some cases active discrimination and hostility in the receiving country may work against this and serve to further undermine their sense of physical security and self esteem.

The early resettlement period is also a time when people may have limited access to family support. While many will have lost or become separated from family members in the course of their refugee experience, even in intact families, the stresses and adjustments involved in resettlement may compromise the availability and quality of support (see box).

Uncertainty about the welfare and safety of family members left behind in unsafe or difficult circumstances in their countries of origin or asylum may also be an ongoing source of anxiety and guilt.

The impact of the refugee and resettlement experiences on refugee families

The refugee and resettlement experiences have a significant impact on refugee families and relationships within them.

- The emotional effects of pre-migration trauma and the practical demands of resettlement may effect refugee families ability to provide support, particularly to dependent family members, such as children and young people, elders and those with disabilities

- Many refugee families may not be intact on arrival, having lost members through death or separation. This is a particular concern for those families who have lost a breadwinner.

- Some resettled refugees may be rejoining family members from whom they have been separated and it may take time for them to re-establish mutual understanding and supportive relationships.

- There may be significant differences between refugee source countries and countries of resettlement in gender roles and status. In many receiving societies women have a greater range of rights and freedoms (particularly in relation to marital and property

matters) and are more likely to be employed outside of the home. As well as involving some adjustment for women themselves, tensions may arise between refugee men and women as women begin to embrace new possibilities in the receiving society.

- There may be some adjustment involved for refugee parents in receiving societies in which there may be very different approaches to child welfare and discipline. Children and young people are also likely to be accorded a greater range of rights and freedoms in these countries.

- Refugee families have a high level of motivation to support their children and often place a very high value on education. However they may lack the language skills, accumulated knowledge and cultural capital to support them in their adjustment process; to understand and negotiate unfamiliar systems on their behalf and if necessary to act as children's advocates. High expectations of success may place stresses on children, particularly if they have had highly disrupted education prior to arrival, and become a source of tension between them and their parents.

- Children and young people tend to acquire the language of the receiving country, to learn about its systems and ways and to adopt its culture more readily and rapidly than adults. As a consequence, refugee children and young people may often be called upon to translate, interpret and to mediate with systems in the receiving society on behalf of their families. This has the potential to fundamentally alter power and dependency relationships between refugee children and young people and their parents and grandparents. Children and young people's more rapid adaptation to the culture of the receiving society may also lead to inter generational conflicts and tensions.

- Parents may lack an understanding of the impact of the refugee and resettlement experiences on their children and/or may be unaware of the ways in which they can support them in their settlement. They may share the commonly held belief that children and young people will forget their past experiences. Others may be unable to deal with the painful realisation that their children continue to suffer, with the result that they may be inadvertently left alone to deal with fear, grief and guilt.

- Some resettled refugees arrive without the support of a family, a particular concern for unattached refugee minors. Many resettled refugees are single men who may have been accustomed to being part of an extended family in which they had natural male role models and access to emotional support. They may be unfamiliar with domestic tasks such as cooking and cleaning, with these having been the responsibility of female relatives in their countries of origin.

Cultural and language differences may make it difficult for resettled refugees to establish social connections and secure support within the receiving community. Feelings of shame and guilt may undermine the belief that they are worthy of the support of others, affecting their capacity to access both formal and informal sources of support. For those refugees whose experience involved extreme hardship and trauma, feelings such as anxiety or mistrust, may persist for some time after arrival. A small but significant proportion may have psychological problems sufficiently severe as to interfere with daily functioning (reference)

Resettled refugees may also have to learn new ways of coping and behaving. Coping strategies that served them well in a situation of dependency on a refugee camp or in a corrupt and oppressive political regime may be counter productive in the receiving society.

Established refugee communities have an important role to play in supporting new comers. However resettled refugees may have limited connections with these communities or they may not be well established in the receiving society. As indicated above, conditions in refugee source countries and countries of refuge can have the effect of undermining cohesion and trusting and supportive relationships within communities. Establishing refugee communities may themselves be in the process of developing effective leadership and

support systems and this in turn may compromise their capacity to extend support to new comers.

Rebuilding goals for Integration in Countries of Resettlement

If resettled refugees are to have the very best prospects for realising their potential, most will require some support in the period immediately following their arrival. This is important both to redress the personal, social and economic disadvantage which may be engendered by the refugee experience and to deal with the intensive demands of adjusting to a new society.

Countries of resettlement also have a role in ensuring that opportunities are available to resettling refugees to access the resources in the receiving society required for their longer term stability and adjustment. Among these are housing, employment and education. Finally, they can foster a social environment in which resettling refugees feel welcome and understood, in which they can be assured that their rights will be observed and in which they can develop social connections and contribute to civic life.

While providing integration support involves a level of investment by receiving countries it is effort well spent. Promoting optimal conditions for integration enables refugees to achieve independence and to settle harmoniously and ensures that countries reap the benefits of the skills and attributes they bring.

The process of adapting to a new country

Despite diversity among both refugees and the countries in which they settle, research suggests that the process of adapting to a new country is very similar for most individuals (reference). Four stages can be discerned and are presented in a necessarily simplified form below. Clearly, in practice the process for individuals is not a simple linear one. Rather, most will move back and forward and there may be times when reactions lie somewhere between the stages.

Integration support will be most important in the confrontation and adaptation stages. These are not only stressful points of the resettlement process, but are stages at which intervention can help to ensure a positive outcome, thereby enhancing long term resettlement prospects.

The time involved in adaptation will differ depending on the characteristics of individual resettled refugees, their pre-migration experiences and factors in the resettlement environment.

The Honeymoon Stage

This occurs prior to arrival, during migration and in the immediate post arrival period. Depending on their individual circumstances resettled refugees may have extreme positive or negative reactions (eg euphoria, excitement, thankfulness or exhaustion and anxiety). They may cling to unrealistic ideas about the receiving society as a survival mechanism (ie to avoid facing challenges they are not yet ready to handle). Physical symptoms are common (eg sleep problems from jetlag, and climatic and dietary change; memory loss and poor concentration from psychological trauma)

Confrontation

Confrontation occurs as newcomers begin to interact with and attempt to come to terms with the receiving society (eg finding housing and employment). Many previously held assumptions about self and others may be shattered at this time and newcomers may be forced to re-evaluate their perceptions, values and identity. Common responses include frustration, dissatisfaction, embarrassment, fear, anger, guilt, nostalgia and irritability. It is not uncommon for newcomers to attribute complex issues to singular causes such as unemployment and separation from family members.

Adjustment

Adjustment occurs as newcomers begin to face the daily reality of living in the receiving society. At this time they develop an increased awareness that established behavioural patterns and coping mechanisms do not work in their new situation. Feelings of failure and self doubt may result. Commonly, newcomers respond by developing new coping styles and behavioural patterns. However, others may react to these challenges with responses such as dependency on others, or escapism (eg addiction). Periodic withdrawal to gain strength and courage from self reflection are not uncommon during this stage.

Reconstruction

In this final stage, the newcomer builds on their inner strength and begins to feel more comfortable in their new society. They gain a sense of control over their lives in their new situation and begin to feel attached to friends, activities and objects in their new country.

Adapted with permission from Murphy C and Zend D (1994) *Linking Paths: A Guide for Orienting Newcomers to Ontario*

"Everything was new for me and I have experienced a lot of joyful happenings. I didn't confront any problems yet"
Refugee resettling in the Netherlands

An Integration analogy…resettling in Canada

"Integration means for me to feel in a new country like at home. For me integration is like a triathlon race.

The first leg of the race is cycling. The best thing to do is to cycle in a group. It is the same with integration. In the beginning the most important thing is to learn language, learn and understand education, employment, economic and social systems of the new country. To a newcomer it means that he or she is part of new society, a member of a community or group with the opportunities and good perspectives.

Once language knowledge is at a comfortable level, education and employment barriers are solved, new friends are met, and the second leg of the race is beginning. It is the swimming leg. While swimming you hardly hear or see others, you concentrate on yourself. This period in integration is obviously very individual. Basics are already met and it is time to reflect and assess how far one has come and how far you could go. At this point the realisation has come that it is a completely new world that one is living in and with it many, many new fine tunings that have to be done…

So you swam your part well and there is not much to go. The last part of the race is the running part. But this is also the most difficult one. You feel a little tired and the finish line seems further away not closer. It is a period in integration when one thinks that he or she has already done so much. And the newcomer does not expect many more challenges. At least the feeling of real integration is there. But from time to time, a completely new word will come up, a holiday or custom that is still unknown, or a little administrative thing that everyone seems to know about.

So, the one who still runs is the one who is integrated."

Refugee resettling in Canada

Participants at the *International Conference on the Reception and Integration of Resettled Refugees* developed and endorsed a set of general principles to guide the efforts of countries of resettlement to support refugee integration (see p-).

The goals (outlined in greater detail below and summarised in Figure One above) have been developed with a view to placing these principles into operation. The goals describe the practical elements of an integration program and the basic material resources that will be required by resettled refugees to assist them in their resettlement. However they also seek to define ways of implementing integration which support resettled refugees to reattain emotional and personal well-being and which ensure that the process is a mutual one to which both refugees and receiving societies contribute and from which they both benefit.

Integration Goal One

- To restore safety, control and social and economic independence by meeting basic needs, facilitating communication and fostering understanding of the receiving society.

Meeting basic needs

A secure environment with adequate access to income, accommodation and health care are among the basic rights of people. As well as being fundamental to refugees' survival in a new country, these resources assist them to reattain the sense of safety, predictability and control which may have been lost in the course of their refugee experiences.

Owing to the unplanned nature of their departure, most refugees will arrive in countries of resettlement with few personal effects and limited if any financial reserves. It is important, therefore, that arrangements are made for the provision of immediate accommodation, and financial support.

Access to health care will also be important at this time to ensure that resettled refugees have the optimal physical and mental health required to deal with the challenges of resettlement.

Communicating in the receiving country

The ability to communicate in the receiving country is a critical condition for achieving control and independence, gaining access to resources, participating in the social and economic institutions of the receiving country and establishing social connections.

It is therefore important that new refugee arrivals have access to interpreting and translating services and other forms of language assistance as well as opportunities to learn the language of the receiving country.

Orientation to the systems of the receiving country

New arrivals' ability to establish a new life and to access resettlement resources will be critically dependent on them understanding and being able to negotiate basic systems, programs and entitlements in the receiving country. Among these are procedures for banking, transportation, registering for employment, accessing health care and enrolling for school and language tuition.

An effective integration program, therefore, will incorporate formal means for informing new arrivals about and orienting them to basic systems of the receiving country and the benefits and programs available to them.

Integration Goal Two
- To support the capacity to build a positive future in the receiving society.

Planning for the future

Long term housing, employment and education are essential for planning a positive future, for achieving long term economic stability and for establishing one's sense of place and identity. Accordingly, it is important that arrangements are made for new refugee arrivals to access these resources, either through specialist programs or support in accessing services and systems available to nationals.

Integration Goal Three:
- To promote the reunion of family members and restore supportive relationships within families.

Family reunification

As indicated above, many refugees experience grief, anxiety and guilt associated with having left close family members behind in countries of origin or asylum (reference). Offering resettled refugees the opportunity to apply to have family members join them in the receiving country plays a powerful role in addressing these feelings. Family support is also important for both mental health and well-being and longer term economic and social stability. In the early resettlement period it can serve as a buffer against the stresses which may be involved in the integration process.

For this reason most existing integration programs make some formal provision for refugees offered permanent resettlement to sponsor immediate family members.

Restoring Supportive relationships within families

The refugee and resettlement experiences involve adjustments for refugee families (see box above) and may have a significant impact on the availability and quality of family support. Most countries of resettlement currently aim to provide integration programs in ways which take account of this impact both on individual family members and on the family as a unit.

Integration Goal Four:
- To promote connections with volunteers and professionals able to provide support.

Systems of support

The tasks of settling in a new country can be difficult and complex, particularly for those in poor physical and mental health. Owing to the recency of their arrival, refugees are unlikely to have connections with people able to support them with these tasks. Guilt and the erosion of trust, dignity and self esteem which may result from traumatic refugee experiences, may undermine people's capacity to access both formal and informal support networks and services.

For these reasons, it is important that steps are taken to connect new refugee arrivals with individuals who are able to offer individualised support in the early post arrival period. In the context of these relationships new arrivals can be offered practical assistance, information and help to understand and negotiate their new culture and society. The opportunity to form a trusting relationship can also help people to re-establish their sense of dignity and respect and their trust in others. Lessons learned through these key relationships can be transferred to the refugee's experience with others in the receiving society.

Most existing integration programs have established some mechanism for assessing the needs of refugee arrivals and ensuring that they receive an appropriate level of individualised support in the early resettlement period. This may be provided by professionals in government or non-government agencies, volunteers and community groups or through refugee sponsorship programs or by a combination of these providers.

Also important are strategies to enhance the capacity of key professionals in the wider society identify and support new refugee arrivals (eg doctors, teachers).

Integration Goal Five
- To restore confidence in political systems and institutions and arms of government and to reinforce the concept of human rights and the rule of law.

Many resettled refugees will have originated from countries where governments failed to protect their human and civil rights or where violence and human rights abuses were perpetrated by the state.

Countries of resettlement can help resettled refugees to restore their confidence in government by ensuring that refugee resettlement programs are provided in ways that demonstrate respect for their freedom, human rights and dignity. Also important in this regard will be measures to ensure that resettled refugees have equitable access to government services and programs available to the wider community.

A broader commitment to the protection and promotion of human rights at both the domestic and international levels, meanwhile, can help to demonstrate to resettled refugees their government's abhorrence of human rights abuses and reassure them that their rights will be observed in their new homeland.

Resettled refugees will have day-to-day contact with a range of Government personnel from law enforcement officers to government officials responsible for administering income support

payments, employment schemes, family reunion programs and the like. Many of these personnel are in positions of authority in relation to important resettlement resources.

For those refugees subjected to state-sanctioned violence and human rights abuses in their countries of origin, interactions with people in positions of authority can be stressful. It is important, therefore that professional development and awareness raising programs are offered to relevant officials to enhance their understanding of and sensitivity to the nature and consequences of the refugee experience.

Also important will be measures to ensure that refugees offered resettlement are granted permanent residence in the receiving society and the opportunity to become citizens as soon as possible. Legal permanent residence and the right to citizenship are important expressions of the resettlement government's willingness to welcome resettled refugees to full participation in, and the protection of, the receiving society.

Integration Goal Six

- To promote cultural and religious integrity and to restore attachments to, and promote participation in, community, social, cultural and economic systems by valuing diversity.

There is increasing recognition among countries currently offering refugee resettlement that integration is more likely to be successful in an environment in which new arrivals are able to maintain their cultural, racial, religious or ethnic integrity while at the same time being encouraged to participate in, and access the resources of, the receiving society. This is also understood to have benefits for receiving societies, since they are able to benefit from the unique skills and attributes of resettled refugees.

In this context, integration becomes a 'two-way street' with the receiving society both learning from and adapting to the needs of newcomers and resettled refugees learning from and adapting to the receiving society.

Accordingly most countries take steps to ensure that integration programs (such as language training and orientation) are delivered in ways which value and respect the culture and customs of refugees offered resettlement. Many also aim to foster a climate in which diversity is valued at both governmental and community levels and to support the development of strong ethno-cultural communities (see below)

Promoting a climate in which diversity is valued is particularly important for refugee arrivals, many of whom will have been exposed to discrimination and hostility in their countries of origin and asylum. As well as demonstrating that they are welcome in the receiving country, the promotion of diversity enhances opportunities for people to reconnect with cultural and religious communities, practices and institutions and to re-establish or maintain their identity.

At the same time it is important that refugees are able to participate in the civic, economic and social institutions of the receiving country and to foster social connections within it. For this reason, refugees will also require opportunities to learn about laws, customs, role expectations and communication patterns in the receiving country.

"To me integration means bringing one's personality, skills, knowledge and culture into a new society and also receiving all the positive values from the same society."
Refugee resettling in Canada

Integration Goal Seven:
To counter racism, discrimination and xenophobia and build welcoming and hospitable communities

Countering discrimination, racism and xenophobia

Refugee communities may be particularly vulnerable to racism and xenophobia in countries of resettlement. This can compromise their safety and contribute to heightened anxiety. In some

receiving societies, negative or inaccurate portrayal of refugees and refugee issues in the media may fuel anti-refugee sentiment and affect the extent to which resettled refugees feel welcome in the receiving societies. They may also suffer discrimination in their access to important social and economic resources such as housing, employment and education.

Countries with established integration programs have sought to counter this through a range of strategies including legislation, community education and the provision of advocacy programs for refugees and others from culturally diverse backgrounds.

Creating welcoming and hospitable communities

The environment refugees encounter in the neighbourhoods, work places, social venues and classrooms of the receiving society will have a significant bearing on their capacity to rebuild their lives and to be self-determining.

A welcoming environment not only helps refugees to restore their faith in others, but will enable them to develop friendships and build informal networks. These are important both for day-to-day support and to enhance their access to other resources such as employment, and recreation and to provide opportunities for participation in public life.

Due to loss of trust and cultural and language differences refugees may experience some difficulties in interacting and developing connections in the community. In turn, this may be exacerbated by a lack of understanding in the wider community.

This suggests the importance of providing information and education programs to receiving communities to enhance their understanding of the refugee experience and their capacity to extend friendship and support to new arrivals.

Strategies to counter racism and xenophobia and build welcoming and hospitable communities are also in the interests of receiving societies, ensuring that they are well placed to benefit from the skills and attributes of resettled refugees.

Integration Goal Eight
To support the development of strong cohesive refugee communities and credible refugee leadership.

In those countries with a history of culturally diverse migration, established or establishing refugee and ethnic communities have an important role in extending hospitality and support to new refugee arrivals. In addition these communities provide a focus for refugees to connect with cultural and religious institutions and practices. Established refugee communities can also serve as bridges between new arrivals and the receiving country, interpreting the practices and values of the receiving society to new arrivals and promoting understanding of the needs of refugees in the wider community.

Strong refugee communities also contribute to supporting integration as a ‘two-way’ street, providing a base from which resettled refugees can interact on a more equal footing with the receiving society.

Given the impact of experiences in countries of origin and resettlement on relationships within communities, strong refugee communities and effective leadership, may take some time to develop.

In many countries of resettlement, the contribution of refugee communities to supporting integration is fostered by providing funding and other forms of support to strengthen refugee capacity.

Integration Goal Nine
To foster conditions that support the integration potential of all resettled refugees taking into account the impact of age, gender, family status and pre-migration experience.

While resettled refugees share many experiences and issues in common, as is the case in the general population, particular groups of refugees face different concerns as a result of their age, gender, family status or past experiences. These are factors which need to be taken into account to support the integration potential of all resettled refugees, in particular refugee children and young people, refugee elders, survivors of trauma and torture and resettled refugees from developing countries.

Gender role and status differences in both refugee source countries and countries of settlement also have a powerful impact on the experience of being a refugee and integrating into a new country, making it important that planning considers the particular issues of both men and women are considered in the planning process.

Figure Three: Implementing the Goals: Key Planning Activities

Integration Goals	Planning Activities	For further information Chapter
1. To restore safety, control and social and economic independence by meeting basic needs, facilitating communication and fostering understanding of the receiving society. 2. To support the capacity to rebuild a positive future in the receiving society.	❑ Immediate accommodation ❑ Orientation to systems and resources ❑ Assessment and early settlement support ❑ Income support ❑ Support to access employment, education and training ❑ Long term housing ❑ Household formation ❑ Language assistance (eg; interpreting and translating services, bilingual workers) ❑ Target language instruction	2.2 2.7 2.3 2.4 2.9 2.8 2.4 2.5 2.6
3. To promote the reunion of family members and restore supportive relationships within families. 4. To promote connections with volunteers and professionals able to provide support. *5.* To restore confidence in political systems and institutions and arms of government and to reinforce the concept of human rights and the rule of law.	❑ Family reunion ❑ Volunteer and community support networks ❑ Services for survivors of trauma and torture ❑ Health assessment and care ❑ Strategies to enhance the capacity of professionals in the wider society to provide support to resettled refugees ❑ Legislative initiatives to promote equal opportunity and prevent discrimination ❑ Being signatory to key instruments to protect and promote human rights ❑ Sensitisation of key governmental systems and personnel ❑ Permanent residency and citizenship provisions	2.3 2.3, 2.10 2.3, 2.10 3.1 2.10 2.11 2.11 2.11 2.11
6. To promote cultural and religious integrity and to restore attachments to, and participation in, community, social, cultural and economic systems by valuing diversity 7. To counter racism, discrimination and xenophobia and build welcoming and hospitable communities. 8. To support the development of strong, cohesive refugee communities and credible refugee leadership	❑ Strategies to promote cultural diversity and counter racism and xenophobia ❑ Media liaison ❑ Capacity building in ethno-cultural and wider communities ❑ Cultural orientation ❑ Sensitisation of key systems and personnel	2.11 2.11 2.3, 2.11 2.7 2.11
9. To foster conditions that support the integration potential of all resettled refugees taking into account the impact of age, gender, family status and pre-migration experience		Part Three

1.4 Implementing refugee integration in contrasting international settings

This Handbook draws on the experiences of over 17 countries currently offering formal refugee resettlement programs. While these programs share many features in common, they have developed in the context of very different governmental systems and social and economic conditions. In particular there are significant differences between countries currently offering refugee resettlement in:

- *The availability of existing service and program infrastructure to support integration.* This includes employment placement programs, health care services, education and training facilities and income support and safety net services for those outside of the labour force. This infrastructure may not be well developed in receiving countries with poor or moderate levels of economic development. Some countries have a strong tradition of public provision of these services and these are widely available to nationals. In others, greater emphasis is placed on individual responsibility, with governments seeking to minimise reliance on publicly funded services and programs.
- *The extent of historical and contemporary involvement in culturally diverse migration.* This has a significant influence on the availability of ethnic community support and prevailing community understanding of and support for migration. Countries with a large and well established refugee and immigrant population are more likely to have a policy and service infrastructure and the workforce capacity to support integration. They may also benefit from economies of scale, being better placed to develop specialist programs and services.
- *The level of economic capacity to support integration.* Resettlement countries with poor or moderate levels of economic development may find it difficult to meet some of the up-front costs of integration, in particular income support payments until such time as resettled refugees are economically self sufficient
- *The level of non-government and community sector involvement in government planning and service delivery*. In some countries non-government participation is fostered and indeed there may be specific expectations that the support of people with special needs, among them resettled refugees, will be a shared responsibility of the government and non-government sectors. In other countries, these roles are seen to be primarily those of government.
- *Governmental structures and constitutional arrangements governing relationships between tiers of government*

This diversity in conditions in resettlement countries has produced contrasting approaches to some key integration planning issues. These varied approaches provide a basis from which resettlement countries can learn from one another. However an appreciation of the different conditions in which they have developed is important since a practice which is very effective in one country may meet with limited success if applied in a different social, economic or political environment.

Contrasting international contexts and approaches also raises important questions for those concerned with overall planning or evaluation of integration programs. The ways in which these questions are addressed influence the overall goals of an integration program and affect planning across program areas in the individual chapters of this handbook. For example as indicated below, language training and income support programs are structured very differently in countries with high expectations of early self sufficiency, than in those countries where greater emphasis is placed on supporting resettled refugees to accomplish other integration tasks prior to entering the workforce.

Being Mindful of the Role of Resettled Refugees

This chapter is concerned with how receiving societies, in particular governments, understand integration and the choices they make in integration planning. While clearly, receiving societies have an important role in creating an environment for successful resettlement, in practice of course, it is ultimately resettled refugees who undertake the task of integration. Regardless of how integration programs are delivered in receiving societies, it is important that there is scope for individual resettled refugees to plan and follow their own resettlement pathways.

Countries offering resettlement programs have a common goal of supporting refugees to achieve independence in the receiving society and to share the same rights and responsibilities as nationals.

Nevertheless, it is recognised in the early settlement period at least, most will require a period of targeted and more intensive support. Typically, this includes reception housing, early assessment and settlement support, orientation and basic health care, as well as a period of income support until such time as resettled refugees become economically sufficient.

This support is provided with a view to meeting both immediate needs and to facilitate resettled refugee's access to the resources they will require for their long term settlement, such as permanent housing, employment and education.

Most participating countries also recognise the need to invest specific planning and other resources in building the capacity of government and the wider community to support the long term integration of resettled refugees.

Different approaches can be distinguished internationally in the ways in which countries fund and organise refugee reception services, engage other levels of government and the receiving society in the task of reception and integration and support resettled refugees in their resettlement.

Funding arrangements for integration

As indicated above, most countries offer a period of intensive support in the early settlement period in the form of a reception program. While the period this is available for varies between countries, it is generally time limited with the aim being to facilitate resettled refugees' access to services available to nationals and to supports in the wider community.

In most countries, these aspects of integration are funded, though not necessarily implemented by national governments.

In some countries, very few specialist services are funded by national governments beyond this stage. In others, however, it is recognised that resettled refugees will have some particular needs beyond the reception phase which are unlikely to be met by services provided to nationals. Examples include interpreting and translating services, specialist services for the survivors of trauma and torture and language training programs.

A number of governments also provide funding to enhance the capacity of existing systems to promote refugee integration. For example in the US and New Zealand, special grants are available to school boards with a large number of refugee children. The Australian government, meanwhile, has a community grants program aimed at promoting cultural diversity and tolerance.

The roles of tiers of government

While in most countries of resettlement refugee selection and resettlement is the responsibility of central governments, in practice integration occurs at the local level. Moreover, many integration resources (such as housing and education) are commonly

administered by other tiers of government and in some cases, non-governmental agencies. Consequently, in most existing countries of resettlement, integration is conceptualised as a shared responsibility of central and other tiers of government and specific planning fora and processes are established to facilitate partnership arrangements between them.

Different approaches can be distinguished internationally, however, in the extent to which other tiers of government are engaged in administering dedicated reception and income support programs (see above). While in some countries, national governments undertake these aspects of integration, in others municipal state or provincial governments are engaged in implementation, with national governments assuming responsibility for overall funding, planning, coordination and monitoring. In these countries formal funding transfers between national and other levels of government are made for these purposes.

These distinguishing approaches have their origins in part in prevailing constitutional divisions. For example, in some countries responsibility for income support programs for nationals lies with state, provincial or municipal governments. These countries have more compelling reasons for involving these levels of government in income support programs for resettled refugees than is the case in countries such as Australia where both refugee selection and income support systems are administered by central governments.

There are considerable variations internationally in constitutional arrangements governing relationships between tiers of government. For example in a number of the Nordic countries, significant powers of governance are vested in municipal governments, making it possible to implement integration at a relatively localised level (see box). In contrast in the US and Australia, responsibilities are divided primarily between central and state governments, with local governments playing a less significant role. In these countries, larger scale state or provincial governments are primary governmental integration partners.

Implementing Integration Locally in Denmark

While Denmark has a long history of offering resettlement to refugees, historically the national government had assumed primary responsibility for all aspects of integration. In 1999 Denmark passed a new law delegating responsibility for implementing refugee resettlement to municipal governments. When refugees are settled in the municipalities, they develop an individual integration plan in cooperation with a municipal officer.

The legislation also defined a strong role for local communities. If more than 50 people together request it in writing, municipalities are required to establish a local integration board comprising members from local refugee and wider communities.

The new Danish resettlement program has been successful in engaging communities and supporting integration at a very local level. Some of the factors which need to be considered in adopting this approach are discussed in chapter 2.1.

Taking a Strategic Approach in Australia – the Integrated Humanitarian Settlement Strategy (IHSS)

At the governmental level in Australia, integration is implemented as a partnership of the national and eight state and territory governments. The National government is constitutionally responsible for income support programs and for financing health care (through a national health insurance scheme, Medicare) and resettled refugees are entitled to these programs on arrival. The National Government funds specialist integration support through the Integrated Humanitarian Settlement Strategy. However this program has the strategic objective of ensuring that resettled refugees have access to support from family, friends and governmental and non-governmental services and programs provided to nationals in the states and territories in which they settle.

The level of support provided through the IHSS is determined on the basis of an assessment of the resettled refugee's needs and support available from family and friends in Australia. Through this program resettled refugees are offered temporary accommodation, if required, and support to better understand their environment and to make links with essential services such as, health, education, employment and income support; assisted to secure longer term housing; and are provided with basic items to establish a household. This assistance is provided by non-government agencies on a contractual basis and is generally available in the first six months following arrival. Consistent with the strategic approach of the program, where relevant these contractors also work with the community and other providers to enhance their responsiveness to resettled refugees.

To ensure that appropriate planning occurs at the state and territory level, each state and territory has a resettlement coordinating committee comprising senior officers of Ministries responsible for key aspects of integration (eg housing, education).

While the emphasis in Australia is on promoting access to existing services, the National government also fund a number of specialist services in recognition of the fact that resettled refugees have some specific needs which may not necessarily be met by general services. These include a National Translating and Interpreting service; a national language training program and programs for survivors of trauma and torture.

The role of the non-governmental sector

A significant feature distinguishing established integration programs is the extent to which the non-government and community sectors are engaged in refugee resettlement. In some countries, government assumes almost exclusive responsibility for all aspects of integration, while in others integration is seen as a partnership between government, non-governmental agencies and both refugee and wider communities.

The extent to which NGO's are formally engaged in the integration process varies between countries. In some, they play supplementary or advisory roles. In others, such as the US, NGO's are contracted to implement key aspects of integration from the provision of reception services and early settlement support, through to job placement and administering social support payments. Similarly while in some countries, volunteer and community support networks complement the role played by government, in others they are engaged through highly formalised arrangements such as private sponsorship programs.

The advantages of implementing integration as a partnership between the government, non-government and voluntary sectors

Many NGOs and community and ethno-cultural groups bring with them a wealth of expertise and knowledge in refugee resettlement and established networks and resources in the community. Their involvement can help to broaden awareness of refugee issues and build a base of political support for refugee resettlement, particularly given that many are linked with larger faith based constituencies. Being relatively independent of government, NGO's and community groups can also play an advocacy role in relation to refugee resettlement and integration.

In those countries where government service provision is highly regulated, NGOs, volunteers and community support networks may be able to offer a more flexible response. This is particularly the case in the area of staff recruitment where they may be better placed to attract bilingual and bi-cultural workers and volunteers who do not have the formal professional qualifications required in a government setting. The experience of established resettlement countries, however, is that these personnel often require extensive professional development and support and that this needs to be reflected in funding and contractual arrangements between NGOs, volunteer and community groups and government.

Nevertheless there is a strong consensus internationally that governments have a pivotal role in integration and that primary responsibility for funding, coordinating and monitoring ought to lie primarily with governments. Government involvement communicates to the non-governmental sector that their role is welcomed by officialdom and that their work is likely to be sustained by ongoing budgetary and statutory support. It is essential for delivering those aspects of integration (such as income support and health care) which are beyond the modest resource base of non-governmental organisations. Government involvement makes for more efficient and effective planning of those aspects of integration which transcend local communities (eg the development of national curricula for language training programs).

Governments can also provide a framework for ensuring that there is a coherent and predictable approach to resettlement, using the provision of funding support as leverage. NGOs are not governed by the same procedural and accountability requirements as their counterparts in the government sector, with the result that resettled refugees may lack access to a uniform range of integration supports and to the right of appeal in the event of poor quality or unfair treatment. This is a particular concern where NGO's or volunteer and community groups have delegated responsibility for administering or providing basic resources such as income support payments or housing.

Importantly, government support communicates to resettled refugees that they are an important constituency, providing reassurance that they are welcome and valued in the receiving society.

Expectations of early economic and social self sufficiency

While there is a consensus internationally that economic self sufficiency is a pivotal goal of integration, there are significant differences between resettlement countries in expectations about how soon after arrival this should be achieved and its overall role in the integration process. In this context, economic self sufficiency is defined as the capacity to live independently of government and other external sources of income support.

Economic self sufficiency goals vary in countries currently offering resettlement from 8 months in the US to up to five years in Norway.

In some countries resettled refugees are required to obtain employment very soon after arrival, with income support payments being available for a limited time. In others, income support and other safety net services are available for longer, allowing resettled refugees to accomplish other resettlement tasks prior to entering the work force.

In others, specific self sufficiency goals are not set. Rather, resettled refugees are subject to the same expectations and requirements as nationals. In these countries, however, specific strategies may be employed to ensure that the special needs of refugees are taken into account in assessing their eligibility for income and job placement support.

Allied to the question of economic self sufficiency are questions concerning the level of support resettled refugees require to integrate successfully. There is a clear international consensus that dedicated support in the early reception phase is a critical component of an integration program. However, very different approaches can be distinguished internationally regarding the role of intensive support in meeting longer term integration goals. In some countries, integration is largely the responsibility of resettled refugee themselves, being achieved primarily through the vehicle of economic self sufficiency (see above). In these countries very few specialised services are available to refugees following a brief initial reception phase.

In others, however, integration is thought to be best facilitated by offering resettled refugees relatively intensive support in the early resettlement period to overcome the negative impact of their refugee experiences and to prepare them for participation in the receiving society. While the range of programs offered varies between countries, they may include subsidised housing, intensive orientation, health care, language training programs and opportunities to participate in education and training.

From a planning perspective, it is important to clarify self sufficiency goals since they influence both the level of resources required for integration as well as how other critical components of an integration program are delivered (see below). Where refugee resettlement is implemented at the municipal, provincial or state level with funding from a central government, self sufficiency goals provide the basis for determining funding levels and regularising funding arrangements between tiers of government (particularly in relation to social support payments).

A number of factors influence self sufficiency goals, including:

- prevailing views about the role of employment in the overall integration process (see box);
- unemployment levels (with economic self sufficiency being an unrealistic goal in countries with high unemployment);
- expectations of economic self sufficiency among nationals.
- the capacity of the resettlement country to provide income support until such a time as self sufficiency has been achieved. This is a particular concern for less affluent countries of resettlement. In these countries planning for economic self sufficiency will be critical to ensure the long-term sustainability of a refugee resettlement program.

Employment and Integration: Contrasting International Perspectives

In those countries with a principal emphasis on early employment, it is understood that integration is best facilitated through the social and economic benefits accruing from participation in the labour force. Employment is viewed as the primary vehicle for integration with other integration tasks (such as language learning and cultural orientation), being achieved more readily and rapidly if undertaken concurrently with paid work. In these countries social support payments are paid for a limited period. Where the need for other integration resources (such as language programs and further training) is recognised these are provided through the work place.

High expectations of employment, communicated at an early stage, are also thought to reduce the risk of resettled refugees developing a long term dependency on social support payments and services.

Early economic self sufficiency is understood to have benefits for receiving countries by reducing dependence on social support payments and programs, filling labour force gaps and engaging new arrivals in contributing to the tax base at an early stage of their resettlement.

It is thought that by reducing the 'up-front' costs that would otherwise be incurred in integration, expectations of early economic self sufficiency allow countries to maintain a high refugee intake.

In contrast in other countries employment is encouraged. However, income support is offered for a longer period to enable new arrivals to participate in other integration programs such as health care, formalised language training, cultural orientation programs and in some cases, further education and training.

This approach is based on the belief that resettled refugees may require additional support and a period of respite from the pressures of paid employment to adjust to their pre-migration and resettlement experiences; orient themselves to their new country; attend to the practical tasks of resettlement and prepare for employment. The prospects of successful integration are thought to be better if resettled refugees are able to acquire the skills and information required to participate in the receiving society.

In countries adopting this approach there is a concern that high expectations of early economic self sufficiency may compel resettled refugees to accept poorly paid, low level entry jobs, the demands of which compromise their capacity to acquire the skills and resources for long-term social and economic integration.

By optimising opportunities for refugees to participate in and contribute their skills and attributes, this approach is also thought to have benefits for receiving societies. It is believed that refugees whose needs are respected and who are offered support to rebuild their lives will in turn have higher levels of motivation to contribute to the receiving society.

It is recognised that this approach involves a greater investment of time and resources in the early resettlement period. However this investment is thought to reap longer term rewards for both new arrivals and receiving countries and to avoid the social and economic costs that would otherwise accrue in the event of integration failure.

Assimilation or integration?

In the last fifty years there have been significant debates in countries of refugee resettlement about whether resettlement is best facilitated through a process of assimilation or integration. Those advocating assimilation argue the merits of new arrivals shedding the cultural and linguistic heritage of their countries of origin and adopting, as soon as possible, the ways of the receiving society.

In contrast those promoting integration maintain that resettlement is more likely to be successful in an environment in which diversity is valued and promoted. In this context, new arrivals are supported to maintain their cultural, racial, religious or ethnic integrity while at the same time being encouraged to participate in, and access the resources of, the wider society.

The merits of promoting integration

A growing body of research and experience indicate that resettlement is more likely to be achieved through integration as:

- If assimilation is a goal, the culture and ways of the newcomer are defined as inferior, with consequences for their identity, self esteem and dignity.
- If, as is often the case, assimilation is slow to occur, the newcomer is defined as the problem. As well as contributing to low self esteem among new arrivals themselves, this may fuel and give credence to racism and xenophobia in the wider community
- Resettlement is more likely to be successful if people are able to retain their cultural and religious integrity
- People's motivation to contribute to the wider society is likely to be higher if they are made welcome and are accepted and valued for who they are.

(references to be inserted here)

Countries currently offering formal resettlement programs occupy various places on the integration- assimilation continuum. Some place greater emphasis on new arrivals learning about and adapting to the receiving society (for example through highly formalised orientation programs) while others prioritise building the capacity of existing systems and services to accommodate the diverse needs of refugee and immigrant communities. There is also diversity within countries of resettlement. For example some countries may promote integration through their education system, yet have placement practices favouring assimilation. As indicated in chapter 1.3 and embodied in the principles of the ICRIRR Conference, most countries recognise that integration is a "two-way street" involving adaptation and benefits for both resettled refugees and receiving societies.

1.5 Establishing a New Refugee Resettlement Program

As indicated elsewhere in this handbook, the role of resettlement in the system of international protection and as a durable solution will depend on the increased availability of resettlement places.

This chapter is concerned primarily with the processes and issues involved in planning the early phases of a new refugee resettlement program. It does not deal in detail with specific program components, such as housing and employment. However, planning issues of particular concern in these areas in the establishment phase are foreshadowed, with further information being provided in the individual chapters of this Handbook. Some countries currently establishing resettlement programs have developing economies, with limited capacity to meet some of the 'up-front' and longer term costs of integration. Strategies for meeting integration resource requirements in these environments are also discussed in relevant chapters.

Starting Small and Optimising the Conditions for Success

The first years of operation of an integration program will be critical to its ongoing success. In most countries, there will be varying levels of support for refugee resettlement at both community and governmental levels. As with all new initiatives some 'teething problems' are inevitable. However, if the program flounders in its early years, it may experience difficulty in developing the basis of government and community support required for its long term survival.

The experience of those countries which have recently established resettlement programs is that in the early years, it is best to optimise the conditions for success by starting with a small, manageable and relatively homogenous case load and selecting communities for resettlement with maximum integration potential.

This approach is also in the interests of early refugee intakes, ensuring that they are offered the very best prospects for successful resettlement.

For the same reasons it is also important that resettlement programs are closely monitored in their establishment phases so that problems can be identified and addressed at an early stage.

Laying sound foundations – a capacity building approach

Refugee resettlement is one small area of government responsibility and will be required to compete with other pressing issues for the attention of government officers. In those countries with limited prior involvement in refugee resettlement, there may also be few personnel with relevant expertise either at the governmental level or in non-governmental agencies.

Resettlement programs require coordination, cooperation and collaboration. For some countries, the task of establishing a refugee resettlement program may be the first time so many different government ministries have been required to implement an initiative in a cooperative fashion. Similarly, there may have been limited prior non-government involvement in government program delivery and hence few opportunities for government and non-government personnel to gain a mutual understanding.

For these reasons it is important that effort is invested at an early stage to ensure that sound coordinating infrastructures and processes are established; that co-operative relationships are fostered between players and that relevant personnel have opportunities to develop their expertise in integration program development and implementation.

Similar effort will be involved at the local level to select communities for the placement of resettled refugees; develop their integration potential and to prepare receiving communities, many of whom may have little prior experience of refugee resettlement.

Critical to the success of these efforts will be opportunities to bring people together to build relationships and identify and address issues.

These tasks require an investment of time, resources and expertise, which may not be readily available to establishing countries. A number of these countries, Brazil, Burkina Faso and Benin being notable examples, have secured the assistance of personnel who have gained resettlement expertise in established resettlement countries to facilitate the process of establishing their resettlement program. Typically these officers have worked with establishing programs in their first two years.

Funding for such personnel may be secured through private or charitable organisations operating at the domestic or international levels. Countries with established resettlement programs may also be in a position to second an integration expert to an emerging country as part of their commitment to promoting resettlement opportunities internationally and to global responsibility sharing.

While the role of these experts varies, typically it has included assisting countries with overall planning; fostering collaborative relationships between key players; professional development; and the selection and early development of specific resettlement communities.

The importance of early selection and placement planning

While this Handbook is concerned primarily with the process of resettling refugees after they have been selected for formal resettlement, the experience of emerging countries of resettlement is that the size and composition of a program are critical in the establishment phase.

- Depending on the size of the resettlement program, engage in partnership with the UNHCR to identify a particular refugee caseload to target for the first year or two. Consistent with UNHCR resettlement policy, this should, however, be based on un-met resettlement needs. A relatively linguistically and culturally homogeneous caseload at this time will allow the new receiving country to focus on the development of the program with a limited number of variables. Clearly, this approach would not limit the possibility of resettling other refugee groups or caseloads in the future.

- Give careful consideration to the extent to which there is the capacity to respond to resettled refugees with very complex needs such as complex health needs. If appropriate resources are not available at this time, this may limit the ability of the receiving country to provide adequate support.

- Placement strategies within the resettlement country should consider the social and economic backgrounds of resettled refugees and the receiving community. Resettlement may be a more complex process for refugees where there are marked differences in the degree of industrialisation and urbanisation between their countries of origin and resettlement.

- When setting early case load quotas a significant factor for consideration will be whether resettled refugees can be supported by existing services and programs or whether there will be a need to establish new refugee specific services.

What are the steps involved in establishing an integration program?

The steps involved in establishing an integration program will depend on the particular characteristics of the receiving country concerned. However, the following are important:

- Securing the formal commitment of government to resettlement through legislation or other relevant instrument. This instrument is important since it will form the basis for engaging the cooperation of the range of government ministries typically involved in integration. As a symbolic expression of the country's commitment to integration, it is

also an important tool for communication with receiving communities and the media. This instrument should also provide for rapid naturalisation of those offered resettlement as a fundamental aspect of integration (see p…)

- Establishing a formal arrangement with the UNHCR as an implementing partner

- Identifying a government ministry with lead agency responsibility for integration. This ministry usually plays a primary role in overall planning, implementation, funding and monitoring.

- Identifying other relevant government ministries. Typically this includes those ministries responsible for migration matters (eg visa, citizenship), health, housing, education and employment.

- Identifying a person within each ministry with delegated authority for the operational aspects of integration. This is particularly important in the establishment phases when many decisions need to be made often within very short time frames. The experience of emerging resettlement programs is that some effort is required to ensure that senior officers have the confidence to delegate this authority to officers working at an operational level. Engaging senior officers in the early planning phases and developing the expertise of operational officers can foster this.

- Identifying non-government partners at the national and local levels (the latter following the selection of specific resettlement communities). The advantages of involving NGOs in integration discussed elsewhere in this Handbook, (see p-) are particularly pertinent in the formative program years. Not all emerging countries will have local NGOs able to support refugee resettlement. However, where this is the case, NGOs bring to the planning process a detailed knowledge of some aspects of their local communities which may not be immediately apparent to government. Their local engagement also means that they are well placed to identify problems. Most new countries have engaged NGOs in key planning fora at the earliest possible stage and at both the national and local levels. In many countries, NGOs have been delegated lead agency status at the local level.

- Formation of a central coordinating body comprising representatives of relevant ministries and non-government organisations to oversee planning and implementation. In most countries, parallel structures are similarly established at the local level once specific resettlement communities have been selected.

- Development of an agreement clearly outlining which ministry or non-government agency is responsible for each of the elements of an integration program. These are described in the information box below. While this document should be developed early in the life of the program, it is also important that there is some flexibility for revision and amendment to address any problems that emerge as the program evolves. In the process of developing this agreement, consideration will need to be given to some of the key planning questions outlined in chapter 1.3. There will also need to be an assessment of the extent to which resettlement resources are already available through programs provided to nationals and in what areas additional or dedicated resources will be required. This is particularly the case with income support payments, housing and employment placement. In those countries in which the UNHCR or other external agency has undertaken to support the development of the integration program, they may also be signatories to this document.

- Selection of specific integration communities. The specific criteria for the selection of resettlement communities are outlined in chapter 2.1. Particularly important criteria at this stage will be the existence of established NGOs and the availability of housing and employment. The latter are not only critical for successful resettlement but present particular challenges for new countries of resettlement, especially those with developing economies (see chapters 2.8 and 2.9). As indicated on p- emerging countries should also consider less tangible resources such as a tradition of welcoming or a commitment to the promotion of human rights.

- Design of a pre-arrival orientation process and preparation of written materials to ensure that candidates for resettlement are well informed about the receiving country and its resettlement program and understand that they are being offered permanent resettlement. The importance of these processes in emerging countries is discussed in greater detail on p -.

Securing the resources for refugee resettlement

Refugee resettlement does involve some up-front resources which may not be readily available through existing government programs provided to nationals in emerging countries with developing economies (eg income support payments, housing). Emerging countries will need to develop a plan to ensure that these can be provided within existing public resources in the long term. In the formative years of a program, however, consideration might be given to securing funding or in-kind assistance through alternative sources at the domestic or international levels (eg: private foundations or religious organisations with an interest in human rights and democracy building).

The essential elements of a resettlement program

As resettlement programs develop, they are in a position to attract additional resources and to build the infrastructure required to optimise integration potential. The following, however, are critical for the establishment of a program:

Planning resources

- A political instrument demonstrating the countries commitment to refugee resettlement
- An identified 'lead' government agency
- A coordinating body involving key government and NGO partners
- An agreement outlining in broad terms the roles and responsibilities of government and non-government partners
- Personnel with resettlement expertise to resource early planning and capacity building
- Processes to co-ordinate with the UNHCR

Integration Resources (*These to be laid out as a table internal to the box with a cell indicating where further information can be found in the Handbook)*

- Provision for the granting of entry visas, identity documents and permanent residence to those offered resettlement
- Pre-embarkation orientation and information (see chapter 2.7)
- Arrangements for meeting refugees on arrival
- Initial accommodation
- Family Reunion provisions
- Orientation and settlement support
- Health care, including health assessment on arrival and arrangements for ongoing care
- Education for school aged children
- Interpreters, translators and other language assistance providers.
- Language instruction for children and adults
- Employment placement assistance
- Financial assistance (to meet household establishment costs and financial support prior to paid employment being secured)
- Longer term housing

Learning from other refugee resettlement programs

Established resettlement programs have a wealth of experience in integration which emerging resettlement countries can draw on. As noted above, these countries may be prepared to meet the costs associated with contributing this experience as part of their commitment to resettlement and global responsibility sharing.

Other emerging countries may also be able to offer valuable input, particularly if they have comparable social and economic conditions or have faced and addressed similar planning issues.

This assistance should be both offered and received on the terms of the country provided support. Each country is best placed to determine what will and what will not work in the local environment. To date countries of resettlement have shared their integration expertise and resources with other countries by offering:

- Secondments of personnel with experience in integration to serve as integration consultants or facilitators (see p- above)
- Training and professional development programs and joint training initiatives
- Professional development resources on integration issues (eg: instructional manuals)
- Multilingual information for new refugee arrivals with language compatibility
- Information on the cultural practices of particular refugee groups
- Site visits, study tours, conferences and training opportunities to personnel in other countries
- Reciprocal site visits and personnel exchanges to enhance mutual understanding
- Experienced personnel to play monitoring or trouble shooting roles
- Support to prepare grant submissions to private organisations and charitable organisations to augment resettlement resources.

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An International Example…An exchange between Canada and Chile

Throughout the year, the Canadian Council for Refugees (CCR) holds conferences, providing among other things, the opportunity for those supporting refugee resettlement, to form links and exchange ideas and strategies with one another. The refugee office director at the Diocese of London, Ontario, an active participant in CCR, was aware through the Diocese's international links, that Vicaria de la Pastoral Social, a non-government organisation in Chile, was actively involved in the planning and development of that country's fledgling refugee resettlement program. In consultation with staff at Vicaria, he sought funding from a Canadian Catholic philanthropic trust which enabled a representative of the Vicaria to attend the CCR's 2001 meeting. As well as providing an opportunity for Canadian and Chilean integration personnel to learn from one another, this exchange has strengthened relationships and links between these two countries.

Issues to be aware of when planning specific integration program components

The issues involved in establishing specific components of an integration program are dealt with in more detail in relevant chapters of this Handbook. However, the following require particular consideration in the early planning phases:

Integration Program Component	Think about	For more information in this Handbook
Placement	❑ Advance selection and development of placement communities	2.1
Assessment and early social support	❑ Engaging local NGOs ❑ Engaging other constituencies (eg faith communities, human rights groups)	2.3
Income support and establishment resources	❑ Defining expectations of economic self sufficiency ❑ Securing funding from external sources in the establishment phases if required ❑ Long term planning to meet costs within state resources	2.4
Language assistance (interpreters, translators, bilingual workers and volunteers)	❑ Targeting early case loads in need of resettlement to maximise language compatibility between refugees offered resettlement and languages spoken in the receiving country ❑ Assessing local resources (Government and community)	2.5
Language Training	❑ Developing a long term plan for the development of language training programs ❑ Early contact with educational authorities to ensure appropriate arrangements are made for refugee children and young people	2.6
Orientation	❑ Pre-arrival orientation, as this has found to be critical in emerging countries of settlement	2.7
Housing	❑ Early contact with public housing authorities and the private sector, to ensure the availability of housing in advance of refugee arrivals to avoid prolonged periods in reception accommodation	2.2 and 2.8
Employment and training	❑ Strategies for promoting early employment as these will be important in countries with limited capacity to offer income support	2.9
Hospitable and welcoming communities	❑ Preparing materials and protocols for responding to the media in advance of first arrivals ❑ The importance of preparing communities with limited prior experience of culturally diverse migration	2.11

Layout note: To be laid out with standard case-study format. Consider map of Brazil in background or as icon.

Drawing on international experience in refugee resettlement: The Brazilian story

Brazil, the biggest of the Southern American countries, has a long and diverse immigration history, boasting the largest population of people of African ancestry outside of the African continent.

Having long been a destination for refugees fleeing conflict and persecution in other parts of its region, Brazil has a number of former refugees in positions of leadership in both the public and private sectors, many of whom have a deep personal commitment to the promotion of human rights. Steeped deep in Brazilian culture is a tradition of hospitality to others.

These factors have contributed to a strong interest in refugee resettlement in Brazil and were given practical expression in 1997 when the Brazilian parliament passed its first refugee law. This legislation defined criteria for selection of refugees for resettlement and outlined mechanisms for planning, selection and resettlement at the governmental level.

Implementation of the legislation commenced in 1998 with the formation of Comite Nacional para OS Refugiados (CONARE) the National Refugee Committee. An interdepartmental body lead by the Justice Ministry, CONARE engaged those Ministries responsible for foreign relations, health, education, employment and law enforcement, along with an active non-government agency, Caritas. The UNHCR serves on the committee in an advisory capacity.

The following year a formal agreement was struck between the Brazilian government and the UNHCR to establish a refugee resettlement program. Recognising the planning challenges ahead, this agreement defined a significant role for the UNHCR in working with the Brazilian government and its integration partners in the first years of the program. In November 2000 the UNHCR seconded a Regional Resettlement expert to assist in planning and development. While recognising the value of this external technical assistance, both the UNHCR and the Brazilian integration partners have been aware of the need to make the Brazilian experience and Brazil's unique strengths the point of departure.

Although the Brazilian government is responsible for refugee selection and overall planning, coordination and monitoring of resettlement, it was agreed very early that integration would be more likely to be successful if programs were implemented in the local communities in which refugees were to settle.

To ensure the very best conditions for success, it was decided to start the program in up to four communities with a target of between 25-30 refugees per site for the first arrivals. The pilot communities were selected in the basis of visits undertaken by representatives of CONARE and the UNHCR, taking into account factors such as size, the ethnic composition of local populations and economic opportunities. Site profiles identifying particular assets and opportunities in each of the communities were developed as a basis for subsequent planning and to use as a basis for developing pre-arrival orientation information for refugees.

The first group of refugees to be resettled were approved in the last quarter of 2001 and will settle in Porto Alegre in Southern Brazil early in 2002. UNHCR continues to work with CONARE to develop other resettlement communities and identify the refugees to be resettled in each location. The NGOs working with CONARE and the UNHCR have begun organising 'Local Commissions for Reception and Integration', comprising representatives of state and local governments, non-government organisations and community members at each of the sites.

Addressing Resource Challenges

With its developing economy, the Brazilian government has a limited capacity to meet both the up-front and longer term costs associated with refugee resettlement. The UNHCR currently provides funding for services in the reception phase (including orientation, temporary

housing, employment training and placement services and income support) and sub-contracts local NGOs to provide these. The Brazilian government, meanwhile, assumes responsibility for longer term integration resources through state funded programs, among them health care, education and other social services. Given economic conditions in Brazil, these programs are not well developed and in some cases already struggle to meet the needs of nationals. Accordingly, these resources are supplemented by other integration partners, in particular state and local governments, non-government agencies, the private sector and other international organisations.

Investment in the early stages

While there is strong will in Brazil to make formal refugee resettlement a success, there was very little prior experience of formal refugee resettlement, a particular issue for those in local communities and non-government agencies involved at an operational level. Few of the integration partners had worked together previously on such a large undertaking. Perhaps one of the most significant factors contributing to the success of the Brazilian program was the time and resources invested in building relationships and expertise. With the assistance of the UNHCR Regional Resettlement expert, particular emphasis was placed on engaging people through committees, collaborations and meetings. In 2001 a national conference on resettlement was jointly organised by CANARE and the UNHCR which brought together personnel from across state and national government ministries, non-government agencies and the community to discuss the implementation of the Brazilian program. There was also a high level of investment in technical training for personnel at both national and local levels, through programs provided in the communities, agencies and government ministries of Brazil as well as the participation of local personnel in international resettlement conferences and meetings.

Throughout each stage of planning and development, there has been considerable tri-partite involvement (government, non-government agencies and the UNHCR) in an effort to develop a comprehensive resettlement program that addresses the entire resettlement pathway from selection through to successful integration. The program has also drawn on the experiences of refugees and asylum seekers settling in Brazil.