![UNHCR – The UN Refugee Agency]

Evaluation of UNHCR's Repatriation Programmes and Activities 2015–2021

FINAL REPORT – ANNEXES

MAY 2022

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Itad Ltd.

UNHCR Evaluation Service

UNHCR's evaluation policy confirms UNHCR's commitment to support accountability, learning and continual improvement through the systematic examination and analysis of organisational strategies, policies and programmes. Evaluations are guided by the principles of independence, impartiality, credibility and utility, and are undertaken to enhance the organisation's performance in addressing the protection, assistance and solution needs of refugees, stateless people and other persons of concern to UNHCR.

Evaluation Service

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Annex 1: Terms of Reference

Terms of Reference

Evaluation of UNHCR's Repatriation Programmes and Activities 2015–2020

Key information	
Title of the evaluation:	Evaluation of UNHCR's Repatriation Programmes and Activities, 2015–2020
Type of evaluation:	Centralised
Time frame:	September 2020–March 2021
Evaluation commissioned by:	UNHCR Evaluation Service
Evaluation Manager contact information:	Marcel van Maastrigt maastrig@unhcr.org
Date:	June 2020

1. Introduction

1. The centralised evaluation of UNHCR's efforts to support the repatriation of refugees is commissioned by UNHCR's Evaluation Service. The evaluation is intended to gather evidence to guide, and where needed, enhance UNHCR's repatriation policies and practices, including those being developed as part of UNHCR's responsibilities under the Comprehensive Refugee Response Framework (CRRF) and the Global Compact for Refugees (GCR).

2. Identifying and implementing durable solutions for refugee populations is part of UNHCR's mandate and has been one of UNHCR's core functions. UNHCR's efforts towards refugee returns are intended to enable millions of displaced people around the world to rebuild their lives in dignity and safety. Traditional solutions for refugees, individuals and groups have included local integration, resettlement to a third country, and voluntary repatriation. UNHCR has, since its creation, worked with States to facilitate numerous repatriation programmes that enabled millions of refugees to return home.

2. Subject of the evaluation and context

3. Voluntary repatriation has been the preferred solution to displacement, as reiterated in the New York Declaration for Refugees and Migrants[1] (the New York Declaration) and the CRRF.[2] The GCR states that: '*Voluntary repatriation in conditions of safety and dignity remains the preferred solution in the majority of refugee situations. The overriding priorities are to promote the enabling conditions for voluntary repatriation in full respect of the principle of non-refoulement, to ensure the exercise of a free and informed choice and to mobilize support to underpin safe and dignified repatriation*'.

4. Forced displacement is affecting an increasing part of the world population. In 2019, the number of refugees increased to 26 million individuals. Another 45 million people were internally displaced. The number of forcibly displaced people has risen to an historic record number of over 79 million individuals in 2019. Overall, the refugee population under UNHCR's mandate has nearly doubled since 2012.

5. The large majority of refugees (4 out of 5) live in neighbouring countries; return to their country of origin remains the prime aspiration for many refugees (for example: a Return Perception and Intentions Survey conducted among Syrian refugees in 2019 found that 75% of Syrian refugees hoped to return to Syria one day).

6. The trends in global displacement show an increase in the number of protracted refugee situations. In 2017, 66% of all refugees were considered to be in a protracted situation; at the end of 2018 almost 16 million refugees, or 78% of all refugees worldwide, were considered to be in a protracted situation. Protracted situations range in duration from 5 to 20 years or more. Protracted displacement is caused by unresolved root causes of displacement (these include, but are not limited to, persecution, human rights violations, ethnic violence, and conflict over resources). According to UNHCR's definition of protracted refugee situations,[3] 9 refugee situations attained the protracted status in 2018: South Sudanese refugees in Kenya, Sudan and Uganda; Nigerians in Cameroon and Niger; refugees from DRC and Somalia in South Africa; Pakistani refugees in Afghanistan; and Ukrainian refugees in the Russian Federation.

7. As a result of the situation described above, the number of refugees who return to their country of origin has decreased significantly over the past decades:

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[1] GA Resolution A/res/71/1, p.14.

[2] GA Resolution A/res/71/1, Annex I, p.19.

[3] UNHCR defines a protracted refugee situation as one in which 25,000 or more refugees from the same nationality have been in exile for five consecutive years or more in a given host country.

Bar chart showing refugee returns (Millions) by year from 1980 to 2019, with annotated period totals: 3.3 million, 15.3 million, 9.6 million, 3.9 million.
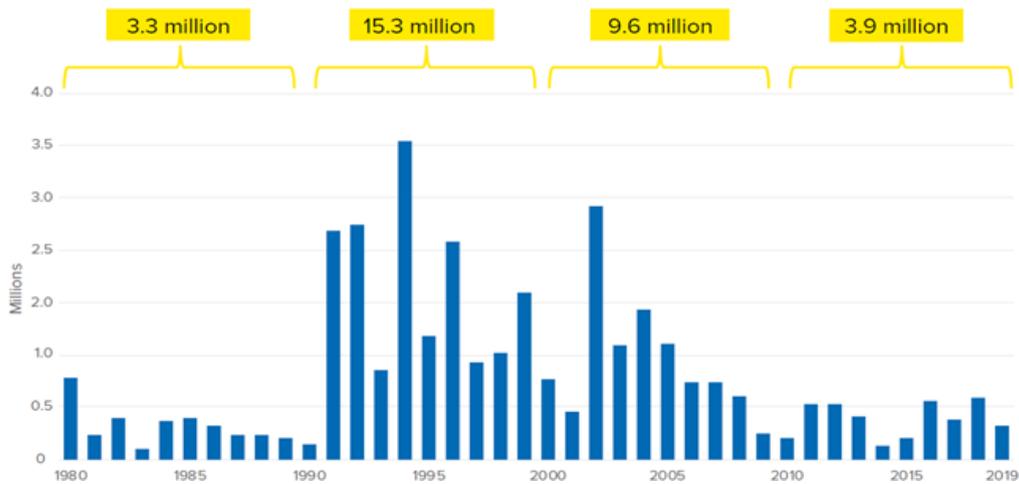
8. In the past two years, the number of refugees that returned home decreased: in 2018, over 593.000 refugees returned home. As the number of refugees increased in 2018, this number represents less than 3% of the global refugee population. In 2019, the number of returns decreased further to slightly over 317,000 individuals, representing less than 2% of the increased global refugee population. The return figures do not specify the nature of the returns (organised voluntary, voluntary, or in conditions not conducive to voluntary repatriation) and are not verified by UNHCR. Reports do indicate that return, or voluntary repatriation, has been possible for increasingly smaller numbers of refugees in the past years.

9. The majority of returns have taken place to a limited number of countries; in 2019 refugees returned to 34 countries, with 3 countries receiving 86% of the total returns: South Sudan (31%), Syria (30%) and the Central African Republic (15%).

10. Notwithstanding the perpetuation of the root causes of displacement in a number of the countries, the following countries have received the highest number of returnees between 2010 and 2019 (the following are total numbers):

Horizontal bar chart: Afghanistan 875,800; Syria 593,700; Côte d'Ivoire 286,700; Iraq 257,200; DRC 255,500; Somalia 242,600; South Sudan 241,700; Central African Rep. 227,700; Sudan 199,100; Burundi 189,800.
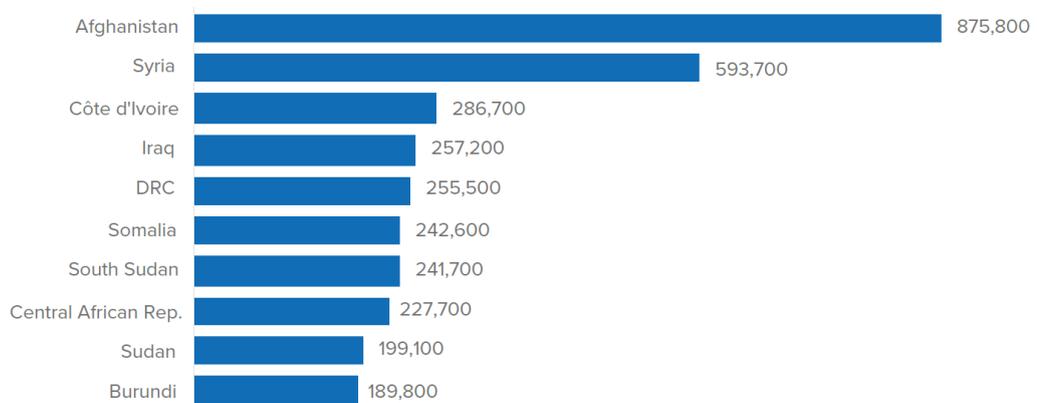
3. Mandate and role of UNHCR in voluntary repatriation

11. UNHCR's role and responsibilities with regard to voluntary repatriation have developed over the decades since the adoption of the UNHCR Statute in 1950; from the initial position that UNHCR's responsibility ended when refugees crossed the border back into their country of origin, today one sees a substantive involvement with monitoring returns, securing protection and providing assistance to returnees en route and in the country of origin in support of sustainable reintegration.

12. UNHCR has a well-established mandate to provide assistance and protection solutions for refugees returning home. General Assembly Resolution 428 (V) of 14 December 1950, adopting the UNHCR Statute, calls upon governments to cooperate with the High Commissioner in the performance of his functions, inter alia by '*assisting the High Commissioner in efforts to promote the voluntary repatriation of refugees*'. The Statute establishing the office of the High Commissioner states that voluntary repatriation is a core and statutory function of UNHCR in: '*seeking permanent solutions for the problem of refugees by assisting Governments and (…) private organizations to facilitate the voluntary repatriation of such refugees*'.[4] It also requires the High Commissioner to '*provide for the protection of refugees (…) by assisting governmental and private efforts to promote voluntary repatriation*'.[5] The 1951 Convention Relating to the Status of Refugees does not explicitly address UNHCR's role in voluntary repatriation, but reiterates the principles underpinning refugee returns: the voluntary nature of the return, as well as the principle of non-refoulement.

13. The Statute and Convention provided the basic principles for the development of UNHCR's operational mandate, further elaborated in General Assembly Resolutions and statements by UNHCR's Executive Committee. The initial development of UNHCR's mandate on returns focused largely on emphasising and elaborating the principle of voluntariness of returns, setting the minimum standards for returns: being the result of a free and informed choice, undertaken in safety and dignity.

14. UNHCR is in the process of updating the existing guidance on returns for staff and partners (*Handbook for Repatriation and Reintegration Activities*, 2004); the results of the evaluation are expected to contribute to the guidance.

15. UNHCR has responsibilities for the protection and assistance to returnees regardless if the return is self-organised or facilitated. UNHCR has provided varied degrees of support to voluntary return movements, depending on the conditions in the countries of origin. There are four distinct levels of engagement in repatriation for UNHCR operations:
    a. **Self-organised voluntary repatriation**: UNHCR's involvement is limited to providing documentation, undertake advocacy with relevant stakeholders in the country of origin, supporting the re-establishment of national protection services, and protection monitoring of the return movements.

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[4] Paragraph 1.

[5] Paragraph 8(c).

b. **Facilitated voluntary repatriation in large numbers**: actions by UNHCR include negotiating formal agreements with the governments involved, securing guarantees for a return in safety and dignity, providing a repatriation grant or package, and supporting reintegration programmes.

c. UNHCR provides similar support to **facilitated voluntary repatriation by individuals and families**.

d. **Promoted voluntary repatriation**: UNHCR scales up the activities described under the facilitated voluntary return, including providing information and counselling that encourage return, and UNHCR operations engage in return-, and integration related mechanisms and activities agreed upon under the CRRF and GCR.

16. UNHCR recognises the right of each individual to choose to return to their country of origin: in situations that are not conducive to sustainable return, UNHCR monitors the returns and advocates for the conditions for returns in safety and in dignity to be established.

17. The New York Declaration and subsequent CRRF and GCR, while maintaining the stated principle of voluntariness of returns, added the priority of promoting the enabling conditions for voluntary repatriation. The GCR in particular is a framework for more predictable and equitable responsibility-sharing; States, UN agencies and other stakeholders recognise the shared responsibility to ensure sustainable return and reintegration through support to countries of origin with rehabilitation, reconstruction and development activities.

18. The GRC stipulates that voluntary repatriation is not necessarily conditioned on the accomplishment of political solutions in the country of origin, in order not to impede the exercise of the right of refugees to return. The Compact further recognises that there are situations where refugees voluntarily return without formal voluntary repatriation programmes, and that these return movements require support.

4. Purpose of the evaluation

19. The evaluation is intended to gather evidence to guide and, where needed, enhance UNHCR's voluntary repatriation policies and practices, including those being developed as part of UNHCR's responsibilities under the Comprehensive Refugee Response Framework (CRRF) and the Global Compact for Refugees (GCR). UNHCR expects the evaluation to:

- Contribute to strategic reflections on UNHCR's role and responsibilities in voluntary repatriation situations, including the continuing development of GCR mechanisms and partnerships at global, regional and country levels.

- Document and analyse good practice and lessons learned on UNHCR's engagement in voluntary returns, including those in line with GCR objectives, including, but not limited to, the 4 return-related GCR indicators.

- Assist in identifying constraints and enablers to the effective implementation of the organisation's stated objectives on repatriation and reintegration.

- Assess the effectiveness of UNHCR's support to repatriation and reintregration in the different contexts.

- Generate concrete, context-tailored recommendations to support strengthening of UNHCR's strategic planning and implementation of repatriation activities.

- Directly contribute to the updating of UNHCR's current guidance on repatriation and reintegration.

20. The main audience for the evaluation is Senior Management within UNHCR's International Protection Division, Division of Resilience and Solution, and the Senior Executive Team. Secondary audiences include the Division of Strategic Planning and Results, Regional Bureaux and UNHCR Country Offices, UNDP and other actors working on (re-)integration programmes, and UNHCR's NGO partners involved in implementing durable solutions for refugees. Member States may find the evaluation useful in consideration of their own refugee and returnee policies and practices.

5. Evaluation scope and key areas of inquiry

21. The evaluation will focus on UNHCR operations involved in repatriation movements that took place between 2015 and 2020; these will include, to the extent possible, a representation of the different levels of engagement by UNHCR. The number of repatriation situations to be included in data collection missions will be decided in close collaboration with the relevant UNHCR Divisions and Bureaux.

22. The selection of the country operations included in the evaluation will represent the variety of contexts needed to enable the evaluation to provide valuable insights in the different modalities in which UNHCR supports voluntary repatriation.

23. The contexts of the repatriation operations considered for the evaluation include governments that pledged to support reintegration of returnees during the Global Refugee Forum, regional approaches to return, the application of the Humanitarian–Development Nexus in the return programmes, complexity, size and duration of return movements, etc.

24. Based on the evaluation team's analysis of the above, the 4 countries of asylum and 4 countries of origin to be included in the evaluation will be decided upon during the inception phase.

5.1 Key areas of inquiry

The areas of inquiry, and related key evaluation questions, will be further developed during the inception phase of the evaluation.

Area of Inquiry 1: To what extent has UNHCR been able to provide timely and effective support to voluntary repatriation?
  a. How are the needs for sustainable repatriation identified and what are the assistance protocols?
  b. How are protection and assistance activities coordinated effectively across multiple countries/operations?
  c. What are some good practices in recent return operations?

Area of Inquiry 2: To what extent do the UNHCR's different repatriation modalities impact on the effectiveness of the repatriation support?
  a. To what extent has repatriation support led to successful integration?
  b. What factors have facilitated, or hindered, reintegration?
  c. To what extent did UNHCR's support activities promote inclusion of returnees in country of origin programmes and services?

Area of Inquiry 3: To what extent are UNHCR operations prepared and able to lead repatriation operations involving different stakeholders?
  a. To what extent is repatriation as a solution included in the regular programming of the operation?
  b. What are key strengths and weaknesses in UNHCR's preparations and planning for repatriation movements?

Area of Inquiry 4: To what extent do UNHCR's existing repatriation modalities facilitate the inclusion of the GCR objectives?
  a. To what extent is the allocation of resources through the GCR effective in reintegrating returnees and rendering the repatriation sustainable?

Area of Inquiry 5: To what extent is UNHCR able to leverage its lead role in the response to repatriation movements with relevant stakeholders to ensure reintegration activities as foreseen in the GCR are put in place?
  a. To what extent are UNHCR national and regional operations able to project the repatriation needs to the level of global stakeholders?
  b. What are good examples of UNHCR's engagement in multilateral assistance programmes for return operations?

6. Approach and methodology

25. UNHCR welcomes innovative and participatory data collection methods. Considering the continuing limitations in access to locations and populations as a result of the COVID-19 pandemic, evaluators will be asked to include alternative methods to ensure effective engagement of both staff and persons of concern in affected areas.

26. The evaluation methodology will include a mixed methods approach: review of

internal UNHCR data and review of external documents and reports by stakeholders. The evaluation will involve data collection missions by the evaluators to the countries concerned. The evaluation will include data collected through key informant interviews with UNHCR staff in Headquarters, regional and national offices. Interviews with partners, donors and government staff, as well as with returnees and refugees, will add to the analysis. The evaluation will also include analysis of secondary monitoring data provided by UNHCR, partners and other agencies. The findings are expected to be supported by both quantitative and qualitative data.

27. The methodology, including details on data collection and analytical approaches, and the final areas of inquiry and evaluation questions will be prepared by the evaluation team during the inception phase.

28. The methodology is expected to:
    a. reflect an <u>Age, Gender and Diversity (AGD)</u> perspective in all primary data collection activities carried out as part of the evaluation – particularly with refugees.
    b. refer to and make use of relevant internationally agreed evaluation criteria, such as those proposed by OECD-DAC and adapted by ALNAP for use in humanitarian evaluations.[6]
    c. refer to and make use of relevant UN standards analytical frameworks.
    d. be explicitly designed to address the key evaluation questions – considering evaluability, budget and timing constraints.

29. A Reference Group will be created at HQ level, comprised of senior UNHCR staff, staff from relevant UN agencies and NGOs, and donors. The Reference Group members will provide strategic input and constructive feedback based on their respective organisational perspective. The role of the Reference Group is particularly important during the review of the inception and draft reports.

30. The evaluation will include validation workshops at country level, regional level and HQ level to strengthen data interpretation and analysis. The format of the workshops will be agreed upon during the inception phase.

7. Ethical considerations

31. The evaluation process should support and respect ethical participation of refugees and returnees and meet the standards and ethics of UNHCR and the UN Evaluation Group. As the scope of the evaluation includes the participation of refugees and returnees, the evaluation protocol and tools pertaining to the collection and management of data pertaining should be reviewed by an institutional ethics review board (IRB) and receive clearance prior to commencing.

32. The evaluation should adhere to UNHCR's Data Protection policy to ensure personally identifiable information is adequately safeguarded.

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[6] See, for example, Cosgrave, J. and Buchanan-Smith, M. (2017) Guide de l'Evaluation de l'Action Humanitaire (London: ALNAP) and Beck, T. (2006) Evaluating Humanitarian Action using the OECD-DAC Criteria (London: ALNAP).

33. The Evaluation Team is required to sign the UNHCR Code of Conduct, complete UNHCR's introductory protection training module and respect UNHCR's confidentiality requirements.

8. Evaluation quality assurance

34. In line with established standards for evaluation in the UN system and the UN Ethical Guidelines for evaluations, evaluation in UNHCR is founded on the inter-connected principles of independence, impartiality, credibility and utility, which in practice, call for: protecting sources and data; systematically seeking informed consent; respecting dignity and diversity; and minimising risk, harm and burden upon those who are the subject of, or participating in the evaluation, while at the same time not compromising the integrity of the exercise.

35. The evaluation is also expected to adhere with 'Evaluation Quality Assurance' (EQA) guidance, which clarifies the quality requirements expected for UNHCR evaluation processes and products. The Evaluation Manager will share and provide an orientation to the EQA at the start of the evaluation. Adherence to the EQA will be overseen by the Evaluation Manager.

9. Organisation, management and conduct of the evaluation

36. UNHCR Evaluation Service will serve as the **Evaluation Manager**. They will be responsible for: (i) managing the day-to-day aspects of the evaluation process; (ii) acting as the main interlocutor with the evaluation team; (iii) providing the evaluators with required data and facilitating communication with relevant stakeholders; (iv) reviewing the interim deliverables and final reports to ensure quality – with support from the Division of International Protection, the Division of Resilience and Solution and a Reference Group.

37. The languages of work for this evaluation will be English, French and Spanish. The deliverables will be in English. The final evaluation report will be in English and should include an executive summary in French, Spanish and English, to be provided by the evaluation team.

10. Expected deliverables and evaluation timeline

38. The evaluation should be carried out between September 2020 and March 2021, with management response and dissemination occurring in March–May 2021.

39. Key deliverables include:
    a. inception report (15–25 pages excluding annexes) and desk review (10 pages) – confirming the scope of the evaluation, the evaluation questions, methods to be used and the analytical framework, and summarising findings derived from a review of existing documentation;
    b. end-of-mission initial debriefs in each country visited;
    c. workshops with relevant staff in HQ and Regional Bureaux, to validate the findings;
    d. draft and final evaluation reports (40–60 pages), including a 5-page stand-alone executive summary;

e. communications deliverables beyond the above reports, including:
    i. presentations tailored to specific audiences, including donors, partners and humanitarian country teams;
    ii. presentations to be used for international conferences and meetings, to be determined;
    iii. a set of key messages (up to 5) to be used for external and internal audiences to reflect on the key findings of the evaluation;
    iv. a one-page summary highlighting the key findings of the evaluation (format and details to be agreed with the Communications Specialist of the Evaluation Service);
    v. beneficiary quotes from the field – personal testimonies of the returnees, refugees and people who were stakeholders of the programmes under evaluation (details to be agreed).

40. The evaluation process will include an inception phase, a period for data collection followed by analysis and a series of sensemaking and validation workshops with stakeholders at various levels of the organisation. The deliverables include a presentation on findings, conclusions and recommendations to senior management.

41. The evaluation is expected to be completed according to the indicative timeline below:

	Deliverables	Indicative timeline	# of estimated workdays*
Inception phase		**115 (total, all team members)**	
Initial briefings with the Division of International Protection, Division of Resilience and Solution, other relevant staff at HQ. 5-day mission to UNHCR HQ in Geneva. Initial document review. Interviews with key stakeholders at HQ and country offices.		September 2020	100
Submission of draft inception report.	Draft inception report, including desk review findings, refined key evaluation questions and relevant sub-questions; evaluation matrix, proposed detailed methodology, data analysis plan, workplan with deliverables, final report outline	End September 2020	10
Submission of final inception report. Presentation of key evaluation questions, methodology, data analysis plan to HQ units involved, Bureaux and Reference Groups.	Final inception report – including methodology, refined evaluation questions, evaluation matrix, data analysis plan and draft outline of final evaluation report	Mid-October 2020	5
Data collection phase		**150 (total, all team members)**	

Stakeholder interviews and document review.	Virtual data collection Document review Data analysis	October 2020	30
Field missions to 8 country operations.	Data collection at country level Debrief presentation in-country with UNHCR and other relevant stakeholders	October–December 2020	120 days
Data analysis and sensemaking phase		**140 (total, all team members)**	
Data analysis and synthesis.	Refined data analysis plan Data summary tables shared with UNHCR	December 2020–January 2021	80
Data analysis and sensemaking meetings with UNHCR Evaluation Service and other relevant stakeholders.	Meeting notes with further analysis needs identified and follow-up actions listed		
Virtual validation workshops of the preliminary findings for each country case study and Regional Bureau.	PowerPoint presentations per case study	January 2020	30
Virtual or in-person workshop with UNHCR stakeholders of the synthesised findings from global, regional and country levels.	PowerPoint presentations	January 2020	20
Virtual workshop with the Reference Group of the preliminary findings.	PowerPoint presentation Meeting notes	February 2020	10
Report drafting and finalisation phase		**110 (total, all team members)**	
Submission of draft report for each country case study and a synthesis write-up of analysis from global, regional and country levels.	Country case study reports (max. 20 pg. each with executive summary) Synthesis report of findings (max. 50 pg.)	February–March 2021	60
In-person briefing with UNHCR Senior Executive Team.	PowerPoint presentation	March 2021	10
Submission of final reports and Executive Summary.	Country case study reports (max. 20 pg. each with executive summary) Synthesis report of findings (max. 50 pg.) Executive summary in French and English	March 2021	30
In-person presentation or virtual webinar for donors, UN agencies, UNHCR's implementing partners, etc.	Dissemination PowerPoint and evaluation brief (5-page summary of evaluation findings, conclusions and recommendations)	March 2021	10

*This is an estimate of minimum working days and does not equate to the intended number of total person days. Evaluation teams will need to specify the expected level of effort of each team member (person days) and calculate the total number of days worked for the team.

11. Functional requirements for the evaluation team.

The team should consist of 1 Team Leader, 1 Deputy Team Leader and 4 Team Members. The evaluation team should be able to work in English, French and Spanish.

Team Leader

- A graduate degree in International Affairs/Relations, Economics, Sociology or area related to the subject of the evaluation.
- Minimum of 15 years of experience conducting large centralised evaluations of global, regional and country-level initiatives.
- Demonstrated experience and understanding of UN or other large organisations/governments.
- Experience conducting evaluations in humanitarian settings, including in complex political environments.
- Proven experience in successfully leading an evaluation/research team and managing team members remotely.
- In-depth knowledge of and proven experience with various data collection and analytical methods and techniques used in evaluation and operational research.
- Strong expertise in facilitating workshops aimed at sensemaking, data interpretation and synthesis across multiple data sources and types.
- Previous evaluation experience in a range of geographic regions.
- Experience leading a team comprising international and national team members.
- Strong facilitation/presentation skills with experience presenting to senior executives.
- High proficiency in English; additional language expertise in Spanish or French preferable.

Deputy Team Leader

- A graduate degree in international refugee law or human rights and justice.
- Minimum of 10 years of experience conducting policy research at global, regional and country levels.
- Proven experience working on issues of return or reintegration.
- Demonstrated experience and understanding of UN or other large organisations/ governments.
- Working knowledge of statelessness issues across several geographic regions of the world.
- High proficiency in English; additional language expertise in Spanish or French preferable.

Team Members (4)

- Graduate degree in International Affairs/Relations, Social Science, Law or other relevant area plus a minimum of 8 years of relevant professional experience.
- Proven experience (minimum 8 years) in research or evaluation, carrying out mixed methods evaluations or research.
- Expertise in carrying out qualitative and quantitative data collection and rigorous analysis for evaluation purposes.
- High proficiency in English; additional language expertise in Spanish or French

preferable.

12. Evaluation team selection criteria and bid requirements

Technical criteria used to evaluate proposals will comprise 70% of the total score, while the remaining 30% is based on the financial offer. The technical offer will be evaluated using the following criteria:

- Proposed services: Approach and methodology to the evaluation.
- Team composition and strength: Number of people, qualifications, relevant experience, and diversity (gender, nationality, age and other dimensions).

The bid should include the following components:

- Proposed services: A statement detailing the methodology and tools you propose for this evaluation, important constraints/risks to the evaluation study that should be taken into consideration, mitigation strategies, particularly related to the current COVID-19 restrictions on travel, expected level of effort (# of days and team size) and what quality assurance measures would be taken.
- Proposed detailed budget, including estimated travel costs.
- Team composition and strength: Bidders should indicate the composition and qualifications of each proposed team member, and their role and experience working together in carrying out this type of evaluation. Please submit the names and CVs of all proposed members.
- One example from previous work (evaluation report or other) that demonstrates relevant experience to the requested services in this ToR.

Annex 2: Guiding framework

Problem statement

At the end of 2019 there were 26 million refugees in the world. The predicament of refugees is a common concern of humankind. Refugee situations have increased in scope, scale and complexity and refugees require protection, assistance and solutions. There is an urgent need for more equitable sharing of the burden and responsibility for hosting and supporting the world's refugees, while taking account of existing contributions and the differing capacities and resources among States. [*UNHCR website, Global Compact on Refugees*]

 Note that repatriation is the only durable solution founded on human rights

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STAKEHOLDERS: Refugees themselves – both in countries of asylum and countries of origin. States. Humanitarian and Development actors. Host Communities.

Repatriation scale from legal framework to operational realities

Global legal framing….UNHCR policy….UNHCR guidance….UNHCR practice….Operational realities

Repatriation trajectory from voluntary return to sustainable reintegration

Protection activities required for safe and dignified voluntary repatriation; informed decision to return; assistance with return; reintegration – social service, education, health, shelter, livelihoods – links to development actors and state services

LEGAL/POLICY FRAMING: 1951 Convention: UNHCR's protection mandate derives from the 1951 Convention and its 1967 Protocol.

GCR and CRRF: in 2018, the United Nations General Assembly affirmed the Global Compact on Refugees, which is a framework for more predictable and equitable responsibility-sharing, recognising that a sustainable solution to refugee situations cannot be achieved without international cooperation.

Activities – levels of engagement

A:
Self-organised repatriation

Provision of documentation, advocacy with relevant stakeholders, supporting re-establishment of national protection services, protection monitoring of returns

B AND C:
Facilitated return, large groups/facilitated return, individuals or households

Negotiating formal agreements with governments, securing guarantees for safe and dignified returns, providing repatriation grant/package, supporting reintegration programmes

D:
Promoted voluntary repatriation

Scaling up activities under B and C to include also provision of information and counseling encouraging return, engaging in return operations, integration-related mechanism under CRRF and GCR

Output results – linked to 5 strategic directions

PROTECT
Specifically:
- Act as a strong advocate for the rights of refugees;
- Strengthen regional and national protection frameworks/capacities;
- Strengthen protection across the whole spectrum of forced displacement

RESPOND
Specifically:
- Strengthen an early focus on solutions;
- Formulate all assistance interventions with a protection and solutions orientation in mind

INCLUDE
Note: not a specifically relevant strategic direction for returns

EMPOWER
Specifically:
- Ensure that refugees, internally displaced and stateless people have access to reliable information as a basis for taking decisions about their lives;
- Actively pursue innovative ways to amplify the voices of the people we work for

SOLVE
Specifically:
- Give strong new impetus to our engagement with development actors and processes;
- Strengthen also our partnerships with political, security and human rights actors;
- Actively engage with national and regional peace processes/proactively support peacebuilding initiatives;
- Pursue voluntary repatriation for refugees;
- Actively support the reintegration of returnees

Outcome results

STRATEGIC DIRECTION
UNHCR has an overarching strategy, policy and guidance to ensure repatriation and reintegration activities protect, respond to and empower refugees while attaining safe and dignified return to countries of origin as an ultimate durable solution

Linking UNHCR policy based on international legal/human rights framing with practical guidance for operational results within contextual realities

OPERATIONAL RESULTS
UNHCR repatriation strategy is implemented in a consistent, fair and dignified manner across complex and diverse contexts, with clear and measurable results of refugees returning, reintegrating and leading sustainable and self-reliant lives in countries of origin, as per GCR outcomes

Goal

New York Declaration, 2016: Commitment towards solutions from the outset of a refugee situation, with a focus on sustainable and timely return in safety and dignity, encompassing repatriation, reintegration, rehabilitation and reconstruction activities

GCR: to ease pressure on host countries; to enhance refugee self-reliance; to expand access to third-country solutions; and to support conditions in countries of origin for return in safety and dignity

Annex 3: Evaluation matrix

EQ and sub-EQs	Indicators	Sources of information	Evaluability comments
EQ1. To what extent is UNHCR's support to voluntary repatriation and reintegration relevant in different contexts? 1.1 How appropriately has UNHCR provided timely support to refugees for return from Country of Asylum (CA)? 1.2 How appropriately has UNHCR provided timely support to returnees when arriving in country of origin (CO)? 1.3 How clearly defined have levels of support to repatriation (facilitated or promoted) and subsequent reintegration been articulated based on context and need? 1.4 How appropriate/relevant are the operational planning tools and processes utilised by operations to plan and implement assisted voluntary returns and reintegration? 1.5 How does UNHCR ensure repatriation is consistently voluntary, safe and dignified for all individuals, including women, men, boys, girls and other vulnerable and excluded groups, such as those with disabilities?	Country context analysis, including gender analysis; Voluntary Repatriation indicators from strategic documents and project documents; Voluntary Repatriation indicators from COPs; Evidence of support to developing national and regional appropriate frameworks for repatriation and reintegration; Evidence that repatriation and reintegration issues are considered across core strategic direction planning; % key results against targets and against caseloads for repatriation across different levels (facilitated, promoted); Evidence of AGD policy being implemented; Evidence of results monitored against AGD targets; Evidence of Persons with Disabilities section of new Emergency Handbook being considered; Results at sector level against targets and overall population caseload data.	KIIs at global, regional and country levels – internal and external stakeholders; Documentation, including: UNHCR global strategic documents, reports, evaluations, assessments; country documents, reports, COPs; programme documents, proposals, strategies, evaluations, reviews, monitoring data reports; Country and regional frameworks; FGDs with PoCs (1.1; 1.2; 1.5); Survey (1.1; 1.2; 1.5).	**Evaluability risk: medium** The inception evaluability review highlights that there is evidence across global and country-level documentation with regard to EQ1, and scoping interviews conducted suggest that many internal and external stakeholders have clear perspectives on what the issues and challenges are with regard to this question. However, there may be challenges understanding how boundaries between reintegration, rehabilitation and reconstruction are clearly defined in practice and how and why different levels of support to repatriation (facilitated or promoted) are chosen. With regard to 1.5, the evaluability review suggests that both programme and country-level documentation and key informants should provide insight on how AGD considerations are factored into repatriation and reintegration activities.

| **EQ2. To what extent do UNHCR's policies and guidance translate into practical solutions for operational realities on the ground?**

2.1 How well does UNHCR policy translate the global legal framing of voluntary repatriation into specific practical guidance for Country Operations, including risks identified within the ERM?

2.2 How well suited are the ambitions of voluntary repatriation results as stated in policies and guidelines to be translatable to practice within different complex contexts?

2.3 How can UNHCR strengthen its operational guidance to support operations in their planning and implementation of repatriation and reintegration activities? | Voluntary Repatriation indicators from strategic documents;

Voluntary Repatriation indicators from COPs;

Evidence that UNHCR policies – particularly the 2004 Handbook – are regularly referenced and used within country operations;

Evidence that country-level activities are based on guidance provided within UNHCR global policy, particularly the 2004 Handbook;

Evidence that repatriation and reintegration issues are considered across core strategic direction planning;

Evidence that repatriation and reintegration risks and mitigation strategies are highlighted the ERM system at different levels. | KIIs at global, regional and country levels – primarily internal stakeholders;

Documentation, including: UNHCR global strategic documents, reports, evaluations, assessments; country documents, reports, COPs; programme documents, proposals, strategies, evaluations, reviews, monitoring data reports;

Survey. | **Evaluability risk: low**

The inception evaluability review highlights that there is evidence across global and country-level documentation with regard to EQ2, and scoping interviews conducted suggest that many internal and external stakeholders have clear perspectives on what the issues and challenges are with regard to this question; and from a wide range of UNHCR stakeholders, including within survey responses, there should be robust evidence for answering this question. |

EQ3. To what extent do UNHCR's different repatriation modalities effectively support repatriation and reintegration activities?	Voluntary Repatriation indicators from project documentation;	KIIs at global, regional and country levels – internal and external stakeholders;	**Evaluability risk: high**
3.1 How effectively has UNHCR support to self-organised voluntary return assisted refugees in returning and reintegrating across CO and CA? How do activities lead to results across the strategic directions of protect, respond, empower and solve? What are the key constraining and enabling factors?	Voluntary Repatriation indicators from COPs; Evidence of support to developing national and regional appropriate frameworks for repatriation and reintegration; Evidence that repatriation and reintegration issues are considered across core strategic direction planning;	Documentation, including: UNHCR global strategic documents, reports, evaluations, assessments; country documents, reports, COPs; programme documents, proposals, strategies, evaluations, reviews, monitoring data reports; Country and regional frameworks;	The inception evaluability review highlights that accessing concrete data on the effectiveness of UNHCR's support to different modalities, and ascertaining enabling and constraining factors that link to themes and trends useful at global rather than country level, will be difficult to achieve. The risks with this question are: (a) evidence gathered is context-specific
3.2 How effectively has UNHCR support to facilitated voluntary return assisted refugees in returning and reintegrating across CO and CA? How do activities lead to results across the strategic directions of protect, respond, empower and solve? What are the key constraining and enabling factors?	Evidence of results monitored against AGD targets; Utilisation of lessons learned documentation and needs assessment; Evidence of cross-cutting issues being reflected in Voluntary Repatriation activities;	FGDs with PoCs.	and it will be difficult to extrapolate trends relevant for a global evaluation; and (b) information is gathered primarily from stakeholder interviews, with limited availability of documentation to triangulate against. The question is not considered suitable for a survey response. To mitigate this challenge, three of the four sub-questions have been structured around the five core
3.3 How effectively has UNHCR support to promoted voluntary return assisted refugees in returning and reintegrating across CO and CA? How do activities lead to results across the strategic directions of protect, respond, empower and solve? What are the key constraining and enabling factors?	Evidence of AGD policy being implemented; Evidence of Persons with Disabilities section of new Emergency Handbook being considered.		directions to try to ensure that all emerging trends across different country case studies and global and regional information can be compared adequately. The fourth sub-question, on integration of cross-cutting issues, should yield more comparable information than 3.1–3.3. The
3.4 How effectively do UNHCR repatriation and reintegration activities integrate Age, Gender and Diversity (AGD) considerations?			evaluation team will monitor the evidence collected against this question carefully throughout the data collection phase.

EQ4. To what extent is UNHCR able to leverage its lead role in the response to repatriation movements with relevant stakeholders to ensure reintegration activities as foreseen in GCR are put in place? 4.1 How effectively does UNHCR ensure assistance activities related to repatriation and reintegration are coordinated across the broader landscape of partnerships with other actors? 4.2 How well has UNHCR provided leadership to other actors across the humanitarian–development–peace nexus to ensure repatriation, reintegration and rehabilitation are both sustainable and a shared responsibility across states and actors? 4.3 What are good examples of UNHCR's engagement in multilateral assistance programmes for return operations? 4.4 To what extent are UNHCR national and regional operations able to project the repatriation needs to the level of global stakeholders? 4.5 How well has UNHCR projected refugee numbers and movements to provide leadership to planning and implementation activities for voluntary repatriation of refugees?	Voluntary Repatriation indicators from project documentation; Voluntary Repatriation indicators from COPs; Results at sector level against targets and overall population caseload data; Evidence of coordination and collaboration between UNHCR operations in CA and UNHCR operations in linked CO; Coordination results through WG, SWGs and other coordination platforms; Results at sector level against targets and overall population caseload data; % key results against targets and against caseloads for repatriation across different levels (facilitated, promoted); Results at sector level against targets and overall population caseload data; Evidence of advocacy to and coordination with other actors; Tracking of results against UNHCR-specific GCR objectives; Refugee projected numbers (disaggregated by sex and age).	KIIs at global, regional, and country levels – internal and external stakeholders; GCR objectives and tracking; Documentation, including: UNHCR global strategic documents, reports, evaluations, assessments; country documents, reports, COPs; programme documents, proposals, strategies, evaluations, reviews, monitoring data reports; Country and regional frameworks; Coordination meeting minutes through WG, SWGs and other coordination platforms.	**Evaluability risk: low** The inception evaluability review highlights that, given the clarity and structure of the GCR and its objectives, there will be robust evidence for the targets against which this question is being measured. With regard to UNHCR achievements, a combination of documentation, a triangulation of key informant perspectives from sources both internal and external to UNHCR, and survey responses should provide credible evidence to answer the question. Further, country-level key informants (particularly internal to UNHCR) will be able to adequately contribute answers to how coordination is conducted and how cross-cutting issues are practically integrated: the comparison of this information across the six different case studies should provide sufficient evidence against which to arrive at credible conclusions for this question.

EQ5. To what extent has UNHCR adapted repatriation and reintegration activities to become more sustainable?	Voluntary Repatriation indicators from strategic documents and project documents;	KIIs at global, regional and country levels – internal and external stakeholders;	**Evaluability risk: medium**
5.1 How well has UNHCR reallocated resources to ensure repatriation and subsequent reintegration of refugees is sustainable as highlighted in the GCR objectives?	Voluntary Repatriation indicators from COPs;	GCR objectives and tracking;	With regard to UNHCR adaptations towards sustainability, a combination of the burden-sharing framework as outlined by GCR, UNHCR documentation, triangulation of key informant perspectives from sources both internal and external to UNHCR, and survey responses should provide credible evidence to answer the question. However, the evaluation team expect to hear multiple perspectives from different stakeholders across country, regional and global levels, for which the triangulation risks being subjective, hence the medium rather than low risk.
	Evidence of support to developing national and regional appropriate frameworks for repatriation and reintegration;	Documentation, including: UNHCR global strategic documents, reports, evaluations, assessments; country documents, reports, COPs; programme documents, proposals, strategies, evaluations, reviews, monitoring data reports;	
5.2 How well has UNHCR advocated to states for reallocation of resources to ensure repatriation and reintegration for refugees is sustainable as highlighted in the GCR objectives?	Evidence that repatriation and reintegration issues are considered across core strategic direction planning;	Country and regional frameworks.	
	% key results against targets and against caseloads for repatriation across different levels (facilitated, promoted);		
	Results at sector level against targets and overall population caseload data;		
	Tracking of results against UNHCR-specific GCR objectives.		

Annex 4: Limitations

Evaluability risk assessed per EQ vs post data collection risk realised

EQ	Inception evaluability assessment	Actual evidence available/how risk was mitigated
EQ1: **Relevance**	Initially categorised as MEDIUM RISK: For EQ1, our assessment found that there is evidence across global and country-level documentation with regard to the question of relevance, and scoping interviews conducted suggest that many internal and external stakeholders have clear perspectives on what the issues and challenges are with regard to this question. However, there may be challenges in understanding how boundaries between reintegration, rehabilitation and reconstruction are clearly defined in practice and how and why different levels of support to repatriation (facilitated or promoted) are chosen. The evaluation will ensure a wide range of inputs from different sources and triangulation of data to provide a deep understanding of the issues and provide as clear an understanding as possible.	Post data collection analysis keeps this EQ at MEDIUM RISK: Overall, there was strong evidence with regard to the relevance of UNHCR repatriation and reintegration activities, but a lot of evidence provided by key informants was more contextual background information rather than specifically related to UNHCR activities. Further, EQ sub-question 1.4, with regard to the levels of UNHCR engagement to returns (self-organised, facilitated and promoted) was not a question easily answered by anyone external to UNHCR.
EQ2: **Coherence**	Initially categorised as LOW RISK: For EQ2, our assessment found that there is good evidence available across global and country-level documentation relating to coherence. Further, our scoping interviews suggest that many internal and external stakeholders have clear perspectives on what the issues and challenges are with regard to this EQ; and from a wide range of UNHCR stakeholders, including within survey responses, there should be robust evidence for answering this question.	Post data collection analysis this EQ was reframed as MEDIUM RISK: While all key informants had strong opinions on how policy relates to practice, this was often at the global legal-normative level of the 1951 Convention, rather than evidence of how UNHCR existing policies already translate that framework into practical guidance on the ground. While there was significant document review evidence and primary evidence from key informants with regard to the challenges in relating global frameworks to operational realities, there was less specific response to how to concretely improve this.
EQ3: **Effectiveness**	Initially categorised as HIGH RISK: For EQ3, our assessment found that accessing concrete data on the effectiveness of UNHCR's support to different modalities, and ascertaining enabling and constraining factors that link to themes and trends useful at global rather than country level, will be difficult to achieve. The risks with this question are: (a) evidence gathered is context-specific and it will be difficult to extrapolate trends relevant for a global evaluation; and (b) information is gathered primarily from stakeholder interviews, with limited availability of documentation to triangulate against. The question is not considered suitable for a survey response.	Post data collection analysis this EQ was reframed as LOW RISK: At country level, many examples of good practice were provided to show effectiveness (and barriers and hindering factors) at different levels and in different contexts across repatriation and reintegration activities.

EQ 4: Coordination and GCR	Initially categorised as LOW RISK: For EQ4, our assessment found that, given the clarity and structure of the GCR and its objectives, there will be robust evidence for the targets against which this question is being measured. With regard to UNHCR achievements, a combination of documentation, a triangulation of key informant perspectives from sources both internal and external to UNHCR, and survey responses should provide credible evidence to answer the question. Further, country-level key informants (particularly internal to UNHCR) will be able to adequately contribute answers to how coordination is conducted and how cross-cutting issues are practically integrated: the comparison of this information across the six different case studies should provide sufficient evidence against which to arrive at credible conclusions for this question.	Post data collection analysis this EQ was reframed as MEDIUM RISK: While there were many documents and key informants that spoke articulately and eloquently to the issues around the GCR, it was difficult to extract evidence very specific to the repatriation and reintegration processes from this, rather than overall opinions on the effectiveness of the GCR in general.
EQ 5: Sustainability	MEDIUM RISK For EQ5, a combination of the burden-sharing framework as outlined by the GCR, UNHCR documentation, triangulation of key informant perspectives from sources both internal and external to UNHCR, and survey responses should provide credible evidence to answer the question. However, the evaluation team expect to hear multiple perspectives from different stakeholders across country, regional and global levels, for which triangulation risks being subjective, hence the medium rather than low risk.	Post data collection analysis this EQ was reframed as HIGH RISK: The two sub-questions in EQ5 relate specifically to shifting resources (internally within UNHCR, and advocacy for states to shift resources) in line with the objectives of the GCR. It was challenging to find either documentary evidence or key informants who were able to speak to these questions with any authority. The evaluation team also notes that the term 'Sustainability of Returns' is understood in UNHCR literature and among informants to encompass factors that go beyond resources and relate to security and the overall rate of progress in recovery and political transition in countries of origin. Given the importance of these latter factors, informants in KIIs provided significant analysis and commentary on them. In keeping with the EQs, this material was not prioritised in the evaluation findings.

Risk, mitigation and actual limitations

Identified risk and mitigation strategy	Actual limitation
RISK: Disruption due to COVID-19. MITIGATION: Within the inception report the evaluation team outlined (a) COVID-19 safety measures that would be in place across all countries, and (b) a 'data collection spectrum for consideration against specific country COVID-19 contexts' which essentially presented different data collection options (in person, hybrid, or fully remote), dependent on each country context at the time.	This risk did not significantly impact on this evaluation in the sense that this evaluation was conducted in similar ways to all evaluations since the COVID-19 pandemic started in 2020. The evaluation team was able to conduct in-person data collection in one country (Tanzania). FGDs were conducted in two countries (Tanzania and Colombia). In all other countries, data was collected through both in-depth remote key informant interviews and in-depth document review. COVID-19 did prevent a visit by the evaluation team to Geneva in December 2021 to present emerging findings in person, which would have been valuable.
RISK: The subject of the evaluation is large in terms of coverage and underlying	This remained a constant risk throughout the data collection phase of the evaluation

subjects, which makes it difficult to capture and prioritise the most important findings.	and it did prove challenging, during the analysis phase, to prioritise the most critical findings focused specifically on repatriation and reintegration. The team mitigated against this by reverting to the guiding framework and evaluation matrix and as a team, during two separate two-day analysis workshops, were able to focus specifically on findings relevant to the core subject of this evaluation.
MITIGATION: The team has identified and delineated the boundaries of focus across the 4Rs within the evaluation matrix.	
RISK: Unavailability of key stakeholders, particularly where located in remote locations or areas of insecurity/limited time availability of respondents or lack of interest in the evaluation.	This remained a constant challenge throughout the evaluation, with all team members at some points struggling to reach and schedule meetings with key informants at country and global levels (it is noted that scheduling interviews at regional level, with the assistance of the ES, was a relatively straightforward exercise).
MITIGATION: The team will have a systematic methodology for reaching out to country-level stakeholders, and the team will have frequent communication with UNHCR; they will make clear requests for support where and if needed to help clear bottlenecks.	The team mitigated this as expected and proposed in the inception report: the team kept in constant contact with the ES, who provided significant assistance in connecting with key stakeholders.
RISK: Ensuring transparent and open communication with respondents.	This proved not to be a challenge or limitation. Despite the perception by many that this topic is of a sensitive nature, key informants were generally very keen to share knowledge and opinions on the subject in a very open and forthright manner.
MITIGATION: The team will utilise Itad's safeguarding policies and ethical principles and develop culturally meaningful approaches to informed consent and/or assent, voluntary participation, right to withdraw, anonymity and confidentiality.	

Additional limitations and mitigation measures

The August 2021 Taliban takeover in Afghanistan had significant repercussions for the UNHCR Iran operation, including a rapidly increasing workload, which resulted in increased difficulties in being able to access Iran key informants.

Annex 5: Stakeholders interviewed

The below table indicates the stakeholders who were interviewed under each of the evaluation components.

Component	Position	Organisation
Burundi country case study	Representative	UNHCR
Burundi country case study	Deputy Representative	UNHCR
Burundi country case study	Senior Protection Officer	UNHCR
Burundi country case study	Repatriation & Information Management Officer	UNHCR
Burundi country case study	Associate Reintegration Officer	UNHCR
Burundi country case study	Senior Protection Officer	UNHCR
Burundi country case study	Associate Protection Officer	UNHCR
Burundi country case study	Repatriation Associate	UNHCR
Burundi country case study	Head of Field Office	UNHCR
Burundi country case study	Field Associate	UNHCR
Burundi country case study	Associate Protection Officer	UNHCR
Burundi country case study	Protection Associate	UNHCR
Burundi country case study	Field Associate	UNHCR
Burundi country case study	Data Management Assistant	UNHCR
Burundi country case study	Regional Refugee Coordinator and CRRF Champion for the Burundi Situation (2017–2020)	UNHCR
Burundi country case study	UNDP focal point for JRRRP/Reintegration	UNDP
Burundi country case study	Head of office, Il Chef, Bureau du Coordonnateur Résident Système des Nations Unies	UN Resident Coordinator's Office, Burundi
Burundi country case study	Chargée de programme, point focal EU Trust Fund qui s'adresse aux populations déplacées	EEAS
Burundi country case study	Team Leader Gouvernance, Société civile et Santé	EEAS

Burundi country case study	Fragility and conflict specialist	World Bank
Burundi country case study	Focal point for the Turikumwe project	World Bank
Burundi country case study	Repatriation Officer	African Initiatives Relief and Development (AIRD)
Burundi country case study	Coordinator	African Initiatives Relief and Development (AIRD)
Burundi country case study	Traitement des Personnes à besoins spécifiques	World Vision
Burundi country case study	Traitement des Personnes à besoins spécifiques	World Vision
Burundi country case study	Chef de Projet Rapatriement	Caritas
CAR country case study	Assistant Representative (Operations)	UNHCR
CAR country case study	Senior Reintegration Officer	UNHCR
CAR country case study	Head of Field Office	UNHCR
CAR country case study	Resident Coordinator/Humanitarian Coordinator	United Nations
CAR country case study	Country Representative	FAO
CAR country case study	Country Representative	UNDP
CAR country case study	Economist, Durable Solutions Expert	UNDP
CAR country case study	Programme Officer	UNDP
CAR country case study	Deputy Representative	UNFPA
CAR country case study	Deputy Representative	WFP
CAR country case study	Deputy Representative	UNICEF
CAR country case study	Coordinator, PARET Programme	Ministry for Humanitarian Action, CAR Govt.
CAR country case study	National Adviser, Durable Solutions	Ministry for Humanitarian Action, CAR Govt.
CAR country case study	Secretary General	National Commission for Refugees, CAR Govt.
CAR country case study	Country Director	African Initiatives for Relief and Development (NGO)
CAR country case study	Head of Office	African Initiatives for Relief and Development (NGO)

CAR country case study	Country Director	Norwegian Refugee Council
CAR country case study	Country Director	Finn Church Aid
CAR country case study	Country Director	InterSOS
CAR country case study	Country Director	Cooperazione Internazionale - Foundation (COOPI)
Colombia country case study	Coordinador Cooperación Internacional	Grupo de Cooperación Internacional y Alianzas Estratégicas
Colombia country case study	Consultant	Grupo de Atención a Víctimas en el Exterior
Colombia country case study	Representative	UNHCR
Colombia country case study	Senior Development Officer	UNHCR
Colombia country case study	Senior Operations Officer	UNHCR
Colombia country case study	Senior Inter-Agency Coordinator Officer	UNHCR
Colombia country case study	Head of Field Office	UNHCR
Colombia country case study	Protection Associate	UNHCR
Colombia country case study	Protection Officer	UNHCR
Colombia country case study	Protection Officer	UNHCR
Colombia country case study	Government Liaison Officer	UNHCR
Colombia country case study	Senior Programme Officer	UNHCR
Colombia country case study	Community-Based Protection Officer	UNHCR
Colombia country case study	Senior Community-Based Protection Assistant	UNHCR
Colombia country case study	Assistant Representative – Protection	UNHCR
Colombia country case study	Protection Assistant	UNHCR
Colombia country case study	Head of Field Office	UNHCR
Colombia country case study	Protection Officer	UNHCR

Colombia country case study	Protection Officer	UNHCR
Colombia country case study	Head of Sub Office	UNHCR
Colombia country case study	Consultant	Codhes
Colombia country case study	Researcher	Dejusticia
Colombia country case study	Protection Assistant	UNHCR
Colombia country case study	Senior Durable Solutions Assistant	UNHCR
Colombia country case study	Coordinator of the Office of International Affairs	Registraduría Nacional del Estado Civil
Colombia country case study	Director	Registraduría Nacional del Estado Civil
Colombia country case study	Coordinator of the Office of International Affairs	Registraduría Nacional del Estado Civil
Colombia country case study	Protection Field Officer	International Committee of the Red Cross (ICRC)
Colombia country case study	Director	Opción Legal
Colombia country case study	Project Officer	Opción Legal
Colombia country case study	Specialized Government Professional	Gobernación del Atlántico
Global	Return and Reintegration Officer	IOM
Global	Durable Solutions Manager	ReDSS
Global	Deputy Director of Africa Office	BPRM
Global	HQ Officer	BPRM
Global	Senior Fellow	Brookings Institutions
Global	Founder and Director of Internal Displacement Research Programme at Refugee Law Initiative	University of London
Global	Director	Refugee Consortium of Kenya
Global	Regional Advocacy Coordinator for East Africa	IRC
Global	Immigration Researcher	University of Maastricht
Global	Durable Solutions Coordinator	DRC
Global	Team Leader, Humanitarian Thematic Aid Policies	EU

Global	Protection Expert	EU
Global	Regional Manager	Mixed Migration Centre
Global	Regional Director, Africa and Eurasia	Hebrew Immigrant Aid Society (HIAS)
Global	Interim Protection Policy Advisor	Norwegian Refugee Council (NRC)
Global	Regional Migration Manager	International Committee of the Red Cross (ICRC)
Global	Head of Forced Migration	International Council of Voluntary Agencies (ICVA)
Global	Senior Programme Advisor, Migration and Displacement Initiative	Save the Children
Global	Director, Asylum and Migration	Caritas
Global	Programme Coordinator	IOM
Global	Forced Displacement Team – Fragility, Conflict and Violence Group	World Bank
Global	First Embassy Secretary	Embassy of Sweden to DRC
Global	Deputy Director, DIP	UNHCR
Global	Director, DIP	UNHCR
Global	Deputy Director, DRS	UNHCR
Global	Senior Durable Solutions Officer, DRS	UNHCR
Iran country case study	Protection Officer	UNHCR
Iran country case study	Assistant Protection Officer, SO Kerman	UNHCR
Iran country case study	Head of Field Unit, Dogharoun	UNHCR
Iran country case study	Protection Coordinator	Relief International
Iran country case study	Representative and Country Director	WFP
Iran country case study	National Project Coordinator	UNFPA
Iran country case study	Child Protection Specialist & Head of Child Protection Section	UNICEF
Iran country case study	Protection and ICLA Specialist	NRC
Iran country case study	Senior Programme Officer UNCHR	UNHCR
Iran country case study	Protection Associate, SO Shiraz	UNHCR
Iran country case study	Associate Professor	Azad University
Iran country case study	Head of Mission	WHO
Iran country case study	Protection Associate, SO Mashhad	UNHCR
Iran country case study	Country Representative	UNHCR
Regional review	Senior Protection Officer	UNHCR West & Central Africa Regional Bureau

Regional review	Senior Operations Officer	UNHCR West & Central Africa Regional Bureau
Regional review	Senior Durable Solutions Officer	UNHCR Southern Africa Regional Bureau
Regional review	Associate RST and Complementary Pathways Officer	UNHCR Southern Africa Regional Bureau
Regional review	Senior Operations Officer	UNHCR Southern Africa Regional Bureau
Regional review	Senior Policy Officer	UNHCR Asia and Pacific Regional Bureau
Regional review	Senior Regional Durable Solutions Officer	UNHCR Asia and Pacific Regional Bureau
Regional review	Programme Officer	UNHCR Asia and Pacific Regional Bureau
Regional review	Senior Regional Durable Solutions Officer	UNHCR East and Horn of Africa and the Great Lakes Regional Bureau
Regional review	Senior Operations Officer	UNHCR The Americas Regional Bureau
RoC country case study	Durable Solutions Associate	UNHCR
RoC country case study	Representative	UNHCR
RoC country case study	Senior Protection Officer	UNHCR
RoC country case study	Associate Durable Solutions Officer	UNHCR
RoC country case study	Associate Protection Officer	UNHCR
RoC country case study	Head Of Field Office	UNHCR
RoC country case study	Senior Development Officer (DRC and RoC)	UNHCR
RoC country case study	Représentant des Refugiés CAR	UNHCR
RoC country case study	Représentant des Refugiés DRC	UNHCR
RoC country case study	Représentant des Refugiés CAR	UNHCR
RoC country case study	Représentant des Refugiés DRC	UNHCR
RoC country case study	Project Coordinator	Commission d'entraide pour migrants et réfugiés (CEMIR)
RoC country case study	Consultant, Betou	UNFPA
RoC country case study	Country Director	Terre sans Frontières
RoC country case study	Chef de Bureau	WFP
RoC country case study	Adviser	UNHCR

RoC country case study	Directeur Departemental de l'Action Humanitaire	Ministere des Affaires Sociales et de l'Action Humanitaire
RoC country case study	Attaché a la Securité	Ministere de la securite et de l'Ordre Public
RoC country case study	Conseillère Juridique	Comité national d'assistance aux réfugiés (CNAR)
RoC country case study	Coordinateur National	Agence d'assistance aux rapatriés et réfugiés au Congo (AARREC)
Tanzania country case study	Country Representative	UNHCR
Tanzania country case study	Deputy Country Representative	UNHCR
Tanzania country case study	Senior Protection Officer	UNHCR
Tanzania country case study	Associate Protection Officer	UNHCR
Tanzania country case study	Head of Kibondo Field Office	UNHCR
Tanzania country case study	Protection-Field Associate Kasulu	UNHCR
Tanzania country case study	IOM-Movement Operations Manager	IOM
Tanzania country case study	Programme Coordinator	IOM
Tanzania country case study	Deputy Secretary General	Tanzania RedCross
Tanzania country case study	Secretary General	Tanzania RedCross
Tanzania country case study	Assistant Director for Admin and Settlements	Refugee Services Department
Tanzania country case study	Assistant Director – Security and Operations	Refugee Services Department
Tanzania country case study	Legal Affairs	Refugee Services Department
Tanzania country case study	Programme Manager	Refugee Services Department
Tanzania country case study	Programme Manager – Partnership, Protection and Networking	HelpAge International
Tanzania country case study	Director of Empowerment and Accountability	Legal and Human Rights Centre
Tanzania country case study	Executive Director	Dignity Kwanza

Tanzania country case study	Programme Manager	Dignity Kwanza
Tanzania country case study	Technical Advisor & Head of Sub-office Burundi Crisis	DG ECHO
Tanzania country case study	Country Desk Officer – DG ECHO, Congo and Angola	DG ECHO
Tanzania country case study	Desk Officer	EU Tanzania
Tanzania country case study	Senior Protection Officer	UNHCR
Tanzania country case study	Acting Zonal Coordinator	Refugee Services Department
Tanzania country case study	Programme Associate	WFP
Tanzania country case study	The Global Camp Management and Camp Coordination Team Leader Nduta Camp	DRC
Tanzania country case study	Field Officer, Nyarungusu Camp	Women Legal Aid Centre (WLAC)
Tanzania country case study	Head of Operations	UNHCR
Tanzania country case study	Head of ICRC, Kibondo Sub-office	ICRC
Tanzania country case study	Child Protection Specialist	Plan International
Tanzania country case study	Head of Office, Kibondo Sub-office	WFP
Tanzania country case study	Administrator – Regional Administrative Secretary	Regional Authority
Tanzania country case study	Assistant Environmental Officer	UNHCR
Tanzania country case study	Associate Protection Officer	UNHCR
Tanzania country case study	Head of Kasulu Sub-office	UNHCR
Tanzania country case study	Senior Development Officer	UNHCR
Tanzania country case study	Associate Protection Officer, Kasulu Sub-Office	UNHCR
Tanzania country case study	Humanitarian Programme Manager	FCDO

Annex 6: Documents reviewed

Component	Author	Title	Date
Regional review	Organization of African Unity (OAU)	Convention Governing the Specific Aspects of Refugee Problems in Africa ("OAU Convention"), 10 September 1969, 1001 U.N.T.S. 45	1969
Regional review	UNHCR	Treaty on Asylum and Political Refuge, 4 August 1939.	1939
Regional review	UNHCR	Convention on Asylum, 20 February 1928.	1928
Regional review	UNHCR	Brazil Declaration and Plan of Action, 3 December 2014.	2014
Regional review	UNHCR	Regional Guidelines for the Preliminary Identification and Referral Mechanisms for Migrant Populations in Vulnerable Situations, June 2013.	2013
Regional review	UNHCR	Declaration of Regional Ministerial Conference on Refugee Returns ("Sarajevo Declaration"), 31 January 2005.	2005
Regional review	UNHCR	Mexico Declaration and Plan of Action to Strengthen International Protection of Refugees in Latin America, 16 November 2004.	2004
Regional review	UNHCR	Rio de Janeiro Declaration on the Institution of Refuge, 10 November 2000.	2000
Regional review	UNHCR	San José Declaration on Refugees and Displaced Persons, 7 December 1994.	1994
Regional review	The Group of Arab Experts	Declaration on the Protection of Refugees and Displaced Persons in the Arab World, 19 November 1992.	1992
Regional review	UNHCR	Cartagena Declaration on Refugees, Colloquium on the International Protection of Refugees in Central America, Mexico and Panama. 1984	1984
Regional review	IGAD	IGAD State of the Region Report 2016.	2016
Regional review	IGAD	IGAD Regional Strategy 2016.	2016
Regional review	IGAD	IGAD Strategy and implementation plan 2016–2020. Information Sheet. 2016.	2016
Regional review	IGAD	IGAD Special summit on durable solutions for Somali refugees and reintegration of returnees in Somali. Road Map for implementation of the Nairobi Declaration and Plan of Action. 2017.	2017
Regional review	IGAD	Regional Migration Policy Framework. 2012.	2012
Regional review	MIRPS	Towards the Implementation of the MIRPS in Panama. 2020.	2020

Regional review	UNHCR. Government of Honduras. OAS	San Pedro Sula Declaration: As a regional contribution to the Global Compact on Refugees. 2017.	2017
Regional review	MIRPS	Quantification Map 2020.	2020
Regional review	MIRPS	Towards the Implementation of the MIRPS in Belize. 2020.	2020
Regional review	MIRPS	Towards the Implementation of the MIRPS in Costa Rica. 2020.	2020
Regional review	MIRPS	Towards the Implementation of the MIRPS in El Salvador. 2020.	2020
Regional review	MIRPS	Towards the Implementation of the MIRPS in Guatemala. 2020.	2020
Regional review	MIRPS	Towards the Implementation of the MIRPS in Honduras. 2020.	2020
Regional review	MIRPS	Towards the Implementation of the MIRPS in Mexico. 2020.	2020
Regional review	MIRPS	Mexico City Declaration on International Protection, Shared Responsibility and Regional Solidarity Actions in MIRPS countries. 2019.	2019
Regional review	MIRPS	III Annual Report of the Comprehensive Regional Protection and Solutions Framework. 2020.	2020
Regional review	MIRPS	National Action Plan. 2020.	2020
Regional review	MIRPS	Towards the Implementation of the MIRPS in Central America and Mexico. Concept Note on Selected Sectors. 2020.	2020
Regional review	UNHCR	MIRPS. The Three-Year Strategy (2019–2021) on Resettlement and Complementary Pathways. 2019.	2019
Regional review	MIRPS	Regional work plan 2021 (final document). 2021.	2021
Regional review	UNHCR	The Support Platform for the Solutions Strategy for Afghan Refugees. A Partnership for Solidarity and Resilience. 2020.	2020
Regional review	Islamabad Conference	Remarks by the Foreign Minister to present Chair's Summary at the Concluding plenary of the International Conference on 40 years of Afghan refugees: A new partnership for solidarity. 2020.	2020
Regional review	UNHCR	Support Platform for the Solutions Strategy for Afghan Refugees (SSAR) to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries. Concept Note. 2019.	2019
Regional review	UNHCR	AFGHANISTAN. Priority Areas of Return and Reintegration: A Synopsis. 2020.	2020
Regional review	ERRIN	ERRIN General Brochure. 2021.	2021

Regional review	UNHCR	The Comprehensive Solutions Strategy for the situation of Ivorian refugees including UNHCR's recommendations on the applicability of cessation clauses.	2021
Regional review	Samuel Okundade. Migration Information Source	Africa moves towards intracontinental free movement for its booming population.	2021
Regional review	Regional Refugee and Resilience Plan (3RP)	2021 Progress Report.	2021
Regional review	Stiftung Wissenschaft und Politik (SWP)	SWP Comment. The Refugee Drama in Syria, Turkey, and Greece: Why a comprehensive approach is needed.	2020
Regional review	European Commission	Press Release. Migration Management: New EU Strategy on voluntary return and reintegration.	2021
Regional review	Khartoum Process	Virtual Roundtable on Return, Reintegration and Integration: Finding Durable Solutions.	2021
Regional review	European Commission	Fact Sheet. Implementing the EU-Turkey Agreement – Questions and Answers.	2016
Regional review	Camille Le Coz. Migration Policy Institute	EU Strategy on Voluntary Return and Reintegration. Crafting a Roadmap to Better Cooperation with Migrants' Countries of Origin.	2021
Regional review	Valletta Summit on Migration	Valletta Summit: Political Declaration.	2015
Regional review	Valletta Summit on Migration	Valletta Summit: Action Plan.	2015
Regional review	Khartoum Process	Declaration of the Ministerial Conference of the Khartoum Process.	2014
Regional review	UNHCR	Project 21. Regional Protection Monitoring. Biannual Analysis #01 May–November 2020.	2020
Regional review	Kemal Kirişci. Hellenic Foundation for European and Foreign Policy	Revisiting and going beyond the EU-Turkey migration agreement of 2016: an opportunity for Greece to overcome being just "Europe's aspis".	2021
CAR country case study	UNHCR	UNHCR 3W operationnel.2020	2020
CAR country case study	UNHCR	CAR Monitoring Protection v3. 05 Feb 2020	2020
CAR country case study	UNHCR	Dashboard Rapatriement update#1 v2. 26 March 2020	no date
CAR country case study	UNHCR	UNHCR Rapport Statistique Ref AS Dashboard 6 Nov 2020	2020
CAR country case study	UNHCR	Documents de Reference Retour et Reintegration RCA\Paquet retour – Kit VolRep	no date
CAR country case study	UNHCR	UNHCR ArcGIS CAF Intentions retour Ref	2020

CAR country case study	UNHCR	UNHCR ArcGIS CAF Zones retour Rapatriés	2020
CAR country case study	UNHCR	UNHCR ArcGIS Map IntReturn Ref CAF West	2020
CAR country case study	UNHCR	UNHCR ArcGIS Map ServBase Lobaye CAF	2020
CAR country case study	UNHCR	UNHCR ArcGIS Map ServBase West CAF	2020
CAR country case study	UNHCR	Documents de Reference Retour et Reintegration RCA\UNHCR-CAR Dashboard Rapatriement Spontanes v2	no date
CAR country case study	UNHCR	2016 CAR Operational Plan	2016
CAR country case study	UNHCR	2017 CAR Operational Plan	2017
CAR country case study	UNHCR	2018 CAR Operational Plan	2018
CAR country case study	UNHCR	2019 CAR Operational Plan	2019
CAR country case study	UNHCR	2020 CAR Operational Plan	2020
CAR country case study	UNHCR	UNHCR, Central African Republic Regional Refugee Response Plan January – December 2016	2016
CAR country case study	UNHCR	UNHCR, Central African Republic Situation, 2020	2020
CAR country case study	UNHCR	UNHCR, CAR Situation Analysis, 2021	2021
CAR country case study	UNHCR	UNHCR, 2019 CAR VolRep – October	2019
CAR country case study	UNHCR	UNHCR, 2019 CAR VolRep Situation – August	2019
CAR country case study	UNHCR	UNHCR, 2019 CAR VolRep Situation – December	2019
CAR country case study	UNHCR	UNHCR, 2019 CAR VolRep Situation – October 14	2019
CAR country case study	UNHCR	UNHCR, 2019 CAR VolRep Situation – October 19	2019
CAR country case study	UNHCR	UNHCR, 2019 CAR VolRep Situation – October 22	2019
CAR country case study	UNHCR	UNHCR, 2020 CAR VolRep Situation – March 4	2020
CAR country case study	UNHCR	UNHCR, 2020 CAR VolRep Situation – March 17	2020

CAR country case study	UNHCR	UNHCR, 2020 CAR VolRep Situation – March 26	2020
CAR country case study	UNHCR	UNHCR, 2020 CAR VolRep Situation – November 30	2020
CAR country case study	UNHCR	UNHCR, 2016 CAR Year-end Report	2016
CAR country case study	UNHCR	UNHCR, 2017 CAR Year-end Report	2017
CAR country case study	UNHCR	UNHCR, 2018 CAR Year-end Report	2018
CAR country case study	UNHCR	UNHCR, 2019 CAR Year-end Report	2019
CAR country case study	UNHCR	UNHCR, Year-end Report 2020 CAR Factsheet – June	2020
CAR country case study	UNHCR	UNHCR, Comprehensive Protection and Solutions Strategy for CAR, May 2019	2019
CAR country case study	UNHCR	UN/CAR Ministry for Humanitarian Action, Stratégie Nationale sur les solutions durables pour les déplacés internes et les refugies de retour en République Centrafricaine (2018-2021)	2018
CAR country case study	UNHCR	Groupe de Travail des Solutions Durables, Rapport d'analyse sur l'état d'avancement des Solutions Durables dans les deux Zones de Convergence, Mars 2020	2020
CAR country case study	UNHCR	UN/ CAR Ministry for Humanitarian Action, Termes de Reference, Groupe de Travail Solutions Durables, CAR	no date
CAR country case study	UNHCR	UNHCR, Comprehensive Protection and Solutions Strategy for the Central African Republic Situation – 2018-2021	2018
Cross-cutting	UNHCR	UNHCR, Informal Consultative Meeting, Policy Framework and Implementation Strategy – UNHCR's Role in Support of the Return and Reintegration of Displaced Populations, February 2008	2008
Cross-cutting	UNHCR	UNHCR, Draft Voluntary Repatriation Handbook v.3	2017
CAR country case study	IASC	Cadre conceptuel sur les Solutions Durables pour les Personnes Deplacees a l'Interieur de leur propres pays	2010
CAR country case study	UNHCR	UNDP/Global Cluster for Early Recovery, Durable Solutions in Practice, September 2017	2017
Cross-cutting	UNHCR	UNHCR ExCom Conclusion 18, 1980	1980
Cross-cutting	UNHCR	UNHCR ExCom Conclusion 40, 1985	1985
Cross-cutting	UNHCR	UNHCR ExCom Conclusion 101, 2004	2004

CAR country case study	UNHCR	UNHCR, Note d'information sur les aspects du rapatriements librement consenti touchant a la protection, EC/1992/SCP/CRP.3, April 1992	1992
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Historical review	Barnett, Michael	UNHCR and Involuntary Repatriation: Environmental Developments, the Repatriation Culture, and the Rohingya Refugees, https://ciaotest.cc.columbia.edu/isa/bam01/	2000
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Historical review	Black, Richard, Koser, Khalid, Munk, Karen, Atfield, Gaby, D'Onofrio, Lisa and Tiemoko, Richmond	Understanding voluntary return. London. Home Office Online Report 50/04.	2004
Historical review	Blitz, B.K., Sales, R. and Marzano, L.	Non-Voluntary Return? The Politics of Return to Afghanistan. Political Studies 53(1): 182–200.	2005
Historical review	Bradley, M.	Realising the Right of Return: Refugees Roles in Localising Norms and Socialising UNHCR. Geopolitics: 1–28.	2021
Historical review	Bradley, Megan	Refugee repatriation: justice, responsibility and redress". https://doi.org/10.1017/CBO9781139207089	2013
Historical review	Brookings-Bern Project on Internal Displacement	Resolving Iraqi displacement: humanitarian and development perspectives. https://www.brookings.edu/wp-content/uploads/2016/06/0216_iraqi_displacement.pdf	2009
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Historical review	Crisp, J. and Long, T.	Safe and voluntary refugee repatriation: from principle to practice. https://journals.sagepub.com/doi/abs/10.1177/233150 241600400305	2018
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Colombia country case study	UNHCR	Operations Plan Colombia 2016.	2016
Colombia country case study	UNHCR	Operations Plan Colombia 2017.	2017
Colombia country case study	UNHCR	Operations Plan Colombia 2018.	2018
Colombia country case study	UNHCR	Operations Plan Colombia 2019.	2019
Colombia country case study	UNHCR	Operations Plan Colombia 2020.	2020
Colombia country case study	UNHCR	Global Focus. 2015 Year End Report. Operation: Colombia.	2016
Colombia country case study	UNHCR	Global Focus. 2016 Year End Report. Operation: Colombia.	2017
Colombia country case study	UNHCR	Global Focus. 2017 Year End Report. Operation: Colombia.	2018
Colombia country case study	UNHCR	Global Focus. 2018 Year End Report. Operation: Colombia.	2019
Colombia country case study	UNHCR	Global Focus. 2019 Year End Report. Operation: Colombia.	2020
Colombia country case study	UNHCR	Comprehensive Solutions for Colombian Refugees in Latin America	2016

Colombia country case study	UNHCR	Estrategia Volrep Colombia 2019	2019
Colombia country case study	Regional RMRP for Refugees and Migrants from Venezuela	Regional Refugee and Migrant Response Plan For Refugees and Migrants From Venezuela	2019
Colombia country case study	UNHCR	UNHCR 2019 Global Strategic Priorities Progress Report	2019
Colombia country case study	UNHCR	Executive Committee of the High Commissioner's Programme: Update on voluntary repatriation	2016
Colombia country case study	UNHCR	Procedimiento Operativo Estándar para retornos espontáneos desde Venezuela hacia Colombia	2018
Colombia country case study	MIRPS	Comprehensive Regional Protection and Solutions Framework	2017
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Iran country case study	UNHCR	Operations Plan Islamic Republic of Iran. 2019.	2019
Iran country case study	UNHCR	Operations Plan Islamic Republic of Iran. 2018.	2018
Iran country case study	UNHCR	Operations Plan Islamic Republic of Iran. 2017.	2017
Iran country case study	UNHCR	Operations Plan Islamic Republic of Iran. 2016.	2016
Iran country case study	UNHCR	Operations Plan Islamic Republic of Iran. 2015.	2015
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Iran country case study	UNHCR	Global Focus. 2016 Year End Report. Operation: Islamic Republic of Iran.	2017
Iran country case study	UNHCR	Afghanistan Voluntary Repatriation Update November 2017	2017
Iran country case study	UNHCR	Returns to Afghanistan in 2017. Joint IOM-UNHCR Summary Report.	2018
Iran country case study	UNHCR	Solutions Strategy for Afghan Refugees. Portfolio of Projects 2015-2016. Islamic Republic of Iran.	2017
Iran country case study	UNHCR	Thematic Update. 2016 Afghanistan VolRep and Border Monitoring Monthly Update. January to October.	2016
Iran country case study	UNHCR	Conclusions of the fifth meeting of the quadripartite steering committee. Istanbul, Turkey, 1 December 2017.	2017
Iran country case study	UNHCR	UNHCR's support toward the implementation of the solutions strategy for Afghan refugees. Enhancing resilience and co-existence through greater responsibility-sharing. 2018-2019.	2018
Iran country case study	UNHCR	Global Focus. 2018 Year End Report. Operation: Islamic Republic of Iran.	2019
Iran country case study	UNHCR	Evaluation of UNHCR's Country Operation, Afghanistan. Evaluation Report	2020
Iran country case study	UNHCR	Global Focus. 2019 Year End Report. Operation: Islamic Republic of Iran.	2020
Iran country case study	UNHCR	Global Focus. 2019 Year End Report. Overview. Operation: Islamic Republic of Iran.	2020
Iran country case study	UNHCR	Overview of 15 priority areas of return and reintegration. 2019.	2019
Iran country case study	UNHCR	Returnee and internally displaced persons monitoring report. 2018.	2018
Iran country case study	UNHCR	Overview of 15 Priority Areas of Return and Reintegration, May 2019.	2019
Iran country case study	UNHCR	Year-End Report 2019.	2019
Iran country case study	UNHCR	Global Focus. 2019 Year-End Report.	2020
Iran country case study	UNHCR	Iran Afghan Voluntary Repatriation Jan to Dec	2020
Iran country case study	UNHCR	Iran Operational Update. September-October	2020

Iran country case study	UNHCR	Iran Fact Sheet. January-March 2020	2020
Iran country case study	UNHCR	Support Platform for the Solutions Strategy for Afghan Refugees (SSAR) to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries: Concept Note.	2020
Iran country case study	UNHCR	Inaugural Meeting of the Core Group of the Support Platform for the Solutions Strategy for Afghan Refugees (SSAR) 7 October 2020 Chairperson's Summary.	2020
Iran country case study	UNHCR	The Support Platform for the Solutions Strategy for Afghan Refugees. A partnership for Solidarity and Resilience.	2021
Iran country case study	UNHCR	Position on Returns to Afghanistan.	2021
Iran country case study	UNHCR	2021 Iran – Situation Analysis	2021
Iran country case study	UNHCR	Iran policy change gives refugees access to banking services.	2021
Tanzania country case study	UNHCR	UNHCR. Tanzania Operations Plan.	2020
Tanzania country case study	UNHCR	Sexual And Gender-Based Violence (SGBV) Prevention, Risk Mitigation and Response: Promising Practices, UNHCR, 2019.	2019
Tanzania country case study	UNHCR	Voluntary Repatriation of Burundian Refugees in Tanzania. January – June 2021	2020
Tanzania country case study	UNEP-DTU Partnership	Delivering market-based access to clean cooking fuel for displaced populations the Kigoma region, Tanzania: a business plan. Rivoal, Morgane; Haselip, James Arthur. 2018	2018
Tanzania country case study	UNHCR	UNHCR. Tanzania CRRP Jan 2019-Dec 2020	2019
Tanzania country case study	UN Peace Building Fund	Final Evaluation Report, 'preventing conflict and building peace through addressing the drivers of conflict and instability associated with forced displacement between Burundi and Tanzania'. 2019	2019
Tanzania country case study	UNHCR	Tanzania Year End Report – 2015	2015
Tanzania country case study	UNHCR	Tanzania Year End Report – 2016	2016
Tanzania country case study	Local Engagement Refugee Research Network	Local Engagement Refugee Research Network Paper No. 5 – March 2020. Tanzania's National Legal Framework for Refugees Law, Policy and Practice	2020
Tanzania country case study	UNHCR	Tanzania Operations Plan, 2015	2015
Tanzania country case study	UNHCR	Burundi Protection Monitoring: Reintegration Trends, Update 2 July-December, 2020	2020

Tanzania country case study	UNHCR	Burundi: Urgent funding requirements: Voluntary repatriation of Burundian refugees returning from Rwanda and Tanzania (September – December 2020)	2020
Tanzania country case study	Forced Migration Review	FMR 52: Thinking ahead – displacement, transition, solutions, May 2016	2016
Tanzania country case study	Human Rights Watch	Human Rights Watch, Nov 2020	2020
Tanzania country case study	Human Rights Watch	Human Rights Watch, Dec 2019	2019
Tanzania country case study	World Bank	Sustainable Refugee Return: Triggers, constraints, and lessons on addressing the development challenges of forced displacement. World Bank, 2015.	2015
Tanzania country case study	Journal on Migration and Human Security	Safe and Voluntary Refugee Repatriation: From Principle to Practice. Journal on Migration and Human Security, 2016.	2016
Global document review	African Union	Study on Return, Readmission and Reintegration Programmes in Africa. April 2021.	2021
Global document review	World Bank Group, UNHCR, WFP, Joint Data Center on Forced Displacement	An Update to the Study: 2021 Compounding Misfortunes.	2021
Global document review	Global Refuge Forum, UNHCR, OCHA, UN Sustainable Development Group	UN Stocktaking Event, May 2021.	2021
Global document review	IOM	Return and Reintegration Key Highlights 2020.	2021
Global document review	UNHCR	Legal considerations regarding claims for international protection made in the context of the adverse effects of climate change and disasters.	2020
Global document review	G20 Insights	More Financial Burden-Sharing for Developing Countries that Host Refugees.	No date
Global document review	EU-IOM	Knowledge Management Hub. Sustainable Reintegration Knowledge Bites Series. Sustainable Reintegration Outcomes Following Referrals for Reintegration Support.	2021
Global document review	Translators without Borders	Bridging the Gap. A study on the impact of language barriers on refugee and migrant children in Greece.	2017
Global document review	Brookings Institute	The climate crisis, migration, and refugees.	2019
Global document review	EU-IOM	Knowledge Management Hub. Development of a monitoring toolkit and review of good practices for the sustainable reintegration of child returnees.	2021
Global document review	UN Network on Migration	Executive Committee Working Level Working Group Reviews TWG 5 / Return and Reintegration.	2020

Global document review	IASC	Framework on Durable Solutions for Internally Displaced Persons.	2020
Global document review	Save the Children	Achieving durable solutions for returnee children. What do we know.	2019
Global document review	EU	Partnership inclusion of migrants and refugees. FACTSHEET. An urban agenda for the EU.	2016
Global document review	European Parliament	The concept of 'climate refugee': Towards a possible definition.	2019
Global document review	UNHCR	UNHCR's Grandi: Greater international cooperation needed to 'solve multiple crises.	2021
Global document review	The White House	Report on the Impact of Climate Change on Migration.	2021
Global document review	Regional Durable Solutions Working Group for the Syria Situation	Regional Operational Framework for Refugee Return to Syria.	2019
Global document review	UNHCR and MENA Civil Society Network for Displacement	Middle East and North Africa Global Refugee Forum Stocktaking and NGO / Civil Society Consultations. Outcome Report.	2021
Global document review	Joint Data Center on Forced Displacement	Annual Report 2019-2020.	2020
Global document review	IOM	IOM's Policy on the Full Spectrum of Return, Readmission, and Reintegration.	2021
Global document review	UNHCR	The Sustainable Development Goals and the Global Compact on Refugees. No date	no date
Global document review	UNHCR	Global Refugee Forum. Fact Sheet: Solutions. No date	no date
Global document review	UNHCR	Global Refugee Forum. Fact Sheet: Protection Capacity. No date	no date
Global document review	UNHCR	Global Refugee Forum. Fact Sheet: Jobs and Livelihoods. No date	no date
Global document review	UNHCR	Global Refugee Forum. Fact Sheet: Energy and Infrastructure. No date	no date
Global document review	UNHCR	Global Refugee Forum. Fact Sheet: Education.	No date
Global document review	UNHCR	Global Refugee Forum. Fact Sheet: Burden and Responsibility Sharing.	No date
Global document review	UNHCR	Global Compact on Refugees. 2018	2018
Global document review	GCR	Progress Report: Measuring the impact of hosting, protecting, and assisting refugees. 2019	2019
Global document review	GCR	Indicator Framework. 2019	2019

Global document review	UNHCR	Global Compact on Refugees, UNHCR quick guide. 2018	2018
Burundi country case study	UNHCR Burundi	Strategie multi-annuelle multi-partenaires MYMP 2021-2023	2020
Burundi country case study	22nd Meeting of the Tripartite Commission for the Voluntary Repatriation of Burundian refugees living inTanzania	Joint Communique. Bukumbura, Burundi 19 May 2021	2021
Burundi country case study	Gouvernement du Burundi-PNUD- HCR	Rapport mission conjointe 19-23 Sept 2021	2021
Burundi country case study	UN Human Rights (n.d.)	An indigenous community in Burundi battles for equal treatment; https://www.ohchr.org/EN/NewsEvents/Pages/BatwaDiscriminated.aspx	no date
Burundi country case study	UNDP and UNHCR	2021 Burundi Joint Refugee Return and Reintegration Plan, January – December 2021	2021
Burundi country case study	UNDP and UNHCR, Global Cluster for Early Recovery	Durable Solutions: Preliminary Operational Guide. January 2016	2016
Burundi country case study	UNHCR	Global Focus, Burundi	2021
Burundi country case study	UNHCR	Burundian Refugee Returns. Joint Response Plan Sept 2017-Dec 2018	2016
Burundi country case study	UNHCR	Burundi Protection Monitoring Reintegration Trends. Update 3. July-December 2020	2020
Burundi country case study	UNHCR	Fiche de collecte des incidents de protection promis 1.0	no date
Burundi country case study	UNHCR	Procédures Standards Opérationnels (SOPs): Accueil, enregistrement, assistance et transfert des rapatriés burundais	no date
Burundi country case study	UNHCR and UNDP	Joint Refugee Return and Reintegration Plan, January - December 2019	2019
Burundi country case study	UNHCR	Strategie multi-annuelle multi-partenaires MYMP 2021-2023	2020
Burundi country case study	UNHCR Burundi	Rapatriement et Mobilization des refugiées burundais. UNHCR Burundi rapatriement & Mobilization. 10 août 2021	2021
Burundi country case study	UNHCR Regional Bureau for EHA and GL	Background and Strategy Paper for the Tanzania-Burundi Tripartite Meeting, 27-28 Nov. (TWG) and 29 Nov (TC)	2019
Burundi country case study	UNHCR	Burundi Regional Refugee Response Plan. January-December 2021	2021
Burundi country case study	UNHCR	Burundi Regional Refugee Response Plan, January 2019-December 2020 (Updated for 2020)	2020

Burundi country case study	UNHCR	Burundi Regional Refugee Response Plan, January – December 2018	2018
Burundi country case study	United Nations	Report of the United Nations High Commissioner for Refugees. Global compact on refugees. A/73/12 (Part II). Reissued 13 September 2018.	2018
Global document review	UNHCR	UNHCR 2019 Global Strategic Priorities Progress Report	2019
Global document review	UNHCR	UNHCR COVID-19 progress report	2020
Global document review	UNHCR	UNHCR strategic directions.pdf	2017
Global document review	UNHCR	UNHCR Underfunding 2020	2020
Global document review	UNHCR	UNHCR-AI-2019-1 Planning for 2020	2020
Global document review	UNHCR	UNHCR-AI-2019-1 Planning for 2020-2021	2021
Global document review	UNHCR	UNSDF UNHCR Results Group Thematic Area Input	no date
Global document review	UNHCR	Partnership Framework Addendum	2020
Cross-cutting	UNHCR	Handbook Voluntary Repatriation: International Protection	1996
Cross-cutting	UNHCR	Handbook for Repatriation and Reintegration Activities	2004
Global document review	UNHCR	Note on international protection and rule of law	2015
Global document review	UNHCR	2016 – 67 – CRP 13 Update on voluntary repatriation	2016
Global document review	UNHCR	2016 – 67 – CRP.14 New approaches to solutions	2016
Global document review	Forced Migration Review	Return voluntary, safe, dignified and durable?	2019
Global document review	United Nations	Report of the United Nations High Commissioner for Refugees Part II: Global compact on refugees	2018
Global document review	UNHCR	Global Trends 2018	2018
Global document review	UNHCR	Global Trends 2017	2017
Global document review	UNHCR	Note on the Mandate of the High Commissioner for Refugees and his Office	2013
Global document review	IOM	Evaluation of the Regional Assisted Voluntary Return and Reintegration Programme for Stranded Migrants in Egypt and Libya	2014

Global document review	Forced Migration Review	Towards understanding and addressing the root causes of displacement	2019
Global document review	UNHCR	Solution strategies UNHCR_excom 2015.pdf	2015
Global document review	UNHCR	Global Trends 2020	2020
Global document review	UNHCR	Global Trends 2019	2019
Global document review	UNHCR	Global Report 2020	2020
Global document review	DRC/IRC/NRC/ReDSS/DSP/ADSP/ Samuel Hall	Unprepared for (re)integration Lessons learned from Afghanistan, Somalia and Syria on Refugee Returns to Urban Areas	2019
Global document review	UNHCR	The 10-Point Plan: Return Arrangements for Non-Refugees and Alternative Migration Options	2007
Global document review	Black, Richard, Koser, Khalid, Munk, Karen, Atfield, Gaby, D'Onofrio, Lisa and Tiemoko, Richmond	Understanding Voluntary Return	2004
Global document review	Carling et al.	Possibilities and Realities of Return Migration	2015
Global document review	Lochan	The effects of assisted voluntary return programs on Marginalised women: a critique of the IOM and UNHCR.	2017
Global document review	Kingston	Bringing Rwandan Refugees 'home': the cessation clause, statelessness, and forced repatriation.	2017
Global document review	Bakhsh & Safdar	The role of UNHCR in the repatriation of Afghan refugees from Pakistan: post 9/11 era.	2020
Global document review	Khan	Is voluntary repatriation the preferred durable solution? The view of refugees in South Africa	2020
Global document review	LaRochelle	An exploratory analysis of the UNHCR's promotion of repatriation as the gold standard for refugees	2020
Global document review	Haase & Honerath	Return Migration and Reintegration Policies: a primer	2016
RoC country case study	ACAPS	DRC/Congo-Brazzaville, Yumbi IDPs and refugees to Congo-Brazzaville	2019
RoC country case study	Le gouvernement de la République du Congo, le gouvernement de la République Démocratique du Congo, and le Haut-Commissariat des Nations Unies pour les Refugies	Rapport de la quatrième réunion de la commission tripartite	2019

RoC country case study	Les gouvernements de la République du Congo et de la République Centrafricaine et le HCR	Accord tripartite relatif au rapatriement volontaire des refugies de la République Centrafricaine vivant en République du Congo	2019
RoC country case study	UNHCR	Engagement HCR avec Lisungi	2020
RoC country case study	UNHCR	Global Focus for the Republic of Congo 2015	2015
RoC country case study	UNHCR	Global Focus for the Republic of Congo 2016	2016
RoC country case study	UNHCR	Global Focus for the Republic of Congo 2017	2017
RoC country case study	UNHCR	Global Focus for the Republic of Congo 2018	2018
RoC country case study	UNHCR	Global Focus for the Republic of Congo 2019	2019
RoC country case study	UNHCR	Global Focus for the Republic of Congo 2020	2020
RoC country case study	UNHCR	Global Focus for the Republic of Congo 2021	2021
RoC country case study	UNHCR	Nouvelle approche des moyens de Mobilization et de l'inclusion économique	2019
RoC country case study	UNHCR	Republic of Congo Strategy 2022-2024	2021
RoC country case study	UNHCR	The Republic of the Congo. Factsheet	2021
RoC country case study	UNHCR	The Republic of the Congo. Funding Update	2021

Annex 7: Historical academic review

UNHCR and Voluntary Repatriation: An Evolution of Concepts and Action

1. Introduction

Since its inception, UNHCR has engaged in refugee return in a range of ways, from "facilitated voluntary" to "promoted voluntary" and "reintegration assistance". Indeed, the global refugee regime is predicated on the idea that return is one of several solutions to displacement: return, local integration and resettlement. Return is often viewed as the "ideal" solution to displacement, and UNHCR generally upholds it as the preferred solution. It is also often linked to peacebuilding and national reconciliation, the promotion of state stability and legitimacy, and economic development and rebuilding after conflict.[7]

However, as most refugee situations are protracted and all three of the traditional durable solutions are increasingly elusive, return is quite difficult to achieve in reality. Recent decades have seen changes in warfare whereby fighting lasts longer, is among internal groups (rather than formal militaries), and targets civilians. This has created additional barriers to the return of refugees. Moreover, the idea that displacement "ends" with one of the traditional durable solutions is problematic.[8]

Nonetheless, in instances where return is feasible, UNHCR plays various roles, from a provider of information to encourager or facilitator. UNHCR's engagement in voluntary repatriation has also not been without controversy, and remains a relevant and important topic in nearly every country where it is working.

This paper helps to frame the evaluation of UNHCR's repatriation and reintegration activities. It considers how UNHCR has conceptualised voluntary repatriation in various contexts, analysing academic literature on return and examining several large-scale return efforts between 2012 and 2016: Afghanistan, the Democratic Republic of the Congo, and Iraq. This review illustrates some of the trade-offs and dilemmas that large-scale repatriation operations can entail for UNHCR, and draws out some of the ethical and political dimensions of voluntary repatriation, notably: the notion of "voluntariness" in refugee returns and constraints to its operationalisation; the risk of assisted returns being a hidden form of refoulement; and the tensions that can arise between UNHCR's protection mandate and its involvement in state-mandated returns.

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[7] Tegenbos and Vlassenroot (2018) p. 3.

[8] Long (2013); Tegenbos and Vlassenroot (2018).

1.1 Overview of the evaluation

UNHCR has commissioned an external, independent, global evaluation of repatriation and reintegration activities. This evaluation is intended primarily as a formative, learning exercise with the intention of reflecting on UNHCR's current support to voluntary repatriation and reintegration, particularly in relation to UNHCR's responsibilities under the Comprehensive Refugee Response Framework (CRRF) and the Global Compact on Refugees (GCR). Further, the evaluation identifies enabling and constraining factors for effective voluntary repatriation programming within different operational contexts, documenting good practices and updating UNHCR policy and guidance.

The primary objectives of the evaluation are to support strategic reflection, at country and global levels, on UNHCR's roles and responsibilities for voluntary repatriation from countries of asylum and reintegration into countries of origin. It assesses the effectiveness of UNHCR's current approaches and considers the enabling and constraining factors to voluntary repatriation and reintegration across different contexts.

This evaluation looks at several specific country case studies, providing a diverse range of contexts for consideration with regard to voluntary repatriation and reintegration. There are three countries of asylum – Republic of Congo, Iran and Tanzania. There are three countries of origin – Colombia, Central African Republic and Burundi. In addition, there will be a comprehensive global and regional component, and also a historical study on pre-2015 large-scale UNHCR-supported and/or promoted returns.

The evaluation is focused on the following primary evaluation questions:

- RELEVANCE: To what extent is UNHCR's support to voluntary repatriation and reintegration relevant in different contexts?
- COHERENCE: To what extent do UNHCR's policies and guidance translate into practical solutions for operational realities on the ground?
- EFFECTIVENESS: To what extent do UNHCR's different repatriation modalities effectively support repatriation and reintegration activities?
- COORDINATION AND GCR: To what extent is UNHCR able to leverage its lead role in the response to repatriation movements with relevant stakeholders to ensure reintegration activities as foreseen in the GCR are put in place?
- SUSTAINABILITY: To what extent has UNHCR adapted repatriation and reintegration activities to become more sustainable?

This analysis engages most directly with two of the evaluation questions:

- EQ1: To what extent is UNHCR's support to voluntary repatriation and reintegration relevant in different contexts?
- EQ3: To what extent do UNHCR's different repatriation modalities effectively support repatriation and reintegration activities?

The next section of this review surveys the types of existing literature on voluntary repatriation, including: academic sources; reports, articles and briefs from NGOs; publications from think tanks and other research institutions; materials from the UN/IFIs; and sources from governments, including donors, host states and states to which refugees are returning. It unpacks the literature around thematic areas, including UNHCR's decision-making processes; power dynamics; theoretical understandings of the behaviour of states, UNHCR and others; and vis-à-vis the durable solutions. The subsequent section delves into the specific case studies of Afghanistan, Iraq and the DRC. It draws upon the literature review to better understand voluntary return efforts in these contexts, as relevant to this evaluation.

2.   Themes in the literature on UNHCR and Voluntary Repatriation

2.1 Historical understandings (vis-à-vis other durable solutions/voluntary return as the preferred solution)

There is a large body of scholarship on the traditional three durable solutions of return, local integration and resettlement, and this is perhaps the most natural starting point to examine voluntary return.

The literature is quite rich with analyses of UNHCR's evolving role in voluntary repatriation, which has taken place alongside the evolution of the concept of return in general. As Tegenbos and Vlassenroot (2018) write, while return has always been part of UNHCR's conceptualisation of displacement, it emerged as the preferred solution over local integration and resettlement in the late 1980s and early 1990s, particularly when High Commissioner Ogata declared the 1990s as the "*decade of voluntary repatriation*" in 1992.[9] During the Cold War, thinking around repatriation tended to envision return as "*an unproblematic event of 'homecoming'*".[10] It was not until the late 1980s and 1990s that return was heavily promoted. Indeed, during the Cold War, resettlement was often used as a political tool (e.g. the US welcoming refugees from communist countries as a message to the USSR).[11] The debate over the demands of Zionists to return to Israel also complicated repatriation efforts.[12]

Scholarship with a historical lens generally outlines that during the Cold War, UNHCR's role in repatriation operations focused on ensuring its voluntary character, providing transport and small repatriation packages. By contrast, reintegration assistance was rarely recognised or included.[13] As Tegenbos and Vlassenroot write, repatriation tended to be seen as an unproblematic event that

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[9] Long (2011) p. 240.

[10] Allen and Morsink (1994); Allen and Turton (1996); Chimni (1999); Long (2013), in Tegenbos and Vlassenroot (2018) p. 6.

[11] Toft (2007) p. 143.

[12] Allen and Morsink (1994) pp. 2–3, in Tegenbos and Vlassenroot (2018) p. 6.

[13] Crisp (2001) p. 174, in Tegenbos and Vlassenroot (2018) p. 6.

reestablished a broken "natural tie" between people, place and identity.[14] They note that the "*simple return of people to their 'patria' or homeland and their own social communities and territories was believed to resolve all issues and be sufficient for the reestablishment of political stability and legitimacy, peace and consequently the end of displacement (Allen and Turton 1996; Long 2013t)*".[15]

Marjoleine Zieck (1997) also provides a sweeping historical overview of the use of voluntary repatriation, among other solutions, noting how return was seen as essential to peace processes, and how refugees were pressured to return based on this political agreement. She looks critically at the notion of repatriation after World War II. Other scholars have considered the durable solutions together, including how they may work against or reinforce one another. Of particular relevance to this evaluation is the notion that local integration does not actually work against the decision to return. As noted below, there are many other complex variables and drivers that go into refugee decisions to return or stay, and host conditions are not the biggest indicator of these choices.[16]

2.2 Politically-based, necessary to promote peace

A number of scholars point out that voluntary return – and by extension UNHCR's role in voluntary return – is driven by politics and the desires of states rather than the protection concerns and decisions of displaced people themselves. While the 1990s onward marked a prioritisation of return, scholars point out that it was not matched with safe, voluntary and dignified returns. Rather, they have emphasised "*how refugee returns are often organized in unstable and war-like situations*",[17] and that individual refugee choice was not a priority in returns. Harild, Christiansen and Zetter write:

> "*In facilitating the mass return of refugees through the assisted voluntary return schemes, UNHCR was responding more to the political interests of its donors and host governments than it was to theactual interests of the majority of its 'persons of concern'*".[18]

They also assert that UNHCR's voluntary assisted return schemes, including food, transport, cash and sometimes other assistance, often take place under challenging conditions, are politically driven (on the heels of political agreements) and are not always well planned for, despite the sense of urgency they may create (emphasising return as the best option).[19]

Similarly, Tegenbos and Vlassenroot point out that a widely shared critique of UNHCR and states is that the very return of displaced people to their country of origin is too easily considered proof of the

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[14] Kibreab (1999); Long (2013); Warner (1994), in Tegenbos and Vlassenroot (2018) p. 6.

[15] Tegenbos and Vlassenroot (2018) p. 6.

[16] Harild, Christiansen and Zetter (2015).

[17] Tegenbos and Vlassenroot (2018) p. 3.

[18] Harild, Christiansen and Zetter (2015).

[19] Harild, Christiansen and Zetter (2015).

fact that peace is achieved. They cite Black and Gent (2006), who argue: "*the end of the Cold War (...) created a 'peace dividend' (...) Return was not only a solution for individual refugees, but also came to be seen as a central pillar of peace processes*".[20] In addition, they highlight Juergensen (2002), who notes that "*repatriation (is) one of the most important social artifacts of any peacebuilding and reconstruction process*".[21] And they draw on a "*self-repatriation*" example of some 500,000 Rwandan refugees returning in 1996, which was initially seen as a success around the world. Later, however, it was revealed that many of these returnees went missing "*and that the refugee camps had been violently dismantled to push refugees and ex-Forces Armées Rwandaises genocidaires back to Rwanda for retribution for their involvement in acts of genocide*".[22] Based on similar cases, Black and Gent conclude that "*international organizations dealing with post-conflict countries*" increasingly recognised that "*return itself is not enough to promote peace; rather, this return needs to be 'successful'*".[23]

The idea that return is a part of peace processes is articulated in Article 13(2) of the Universal Declaration of Human Rights of 1948. And the right to return is often an integral part of peace and tripartite agreements to end conflicts, and is also linked to a right to reclaim houses, properties and lands. Moreover, there is a rich literature on "right to return" being a tool of nation-building and even "reverse ethnic cleansing" (Brubaker [forthcoming]; Black 2001; Bougarel, Helms and Duijzings 2008; Dahlman and Tuathail 2005a, 2005b; Jansen 2006; O Tuathail and Dahlman 2004; Sert 2011). Black (2001) also writes about funding for post-war reconstruction as increasingly linked to and conditioned by processes of repatriation.[24]

2.3 Questioning "voluntariness"

Many scholars and researchers have considered the "voluntariness" of voluntary repatriation efforts, at times critiquing UNHCR and at other times in relation to broader stakeholders involved.[25] As noted above, they argue that voluntary return is often convoluted into coercing refugees to return to unsafe areas – not because it is an appropriate durable solution of their choosing or because that aligns with their protection concerns, but because UNHCR is more interested in helping the state "solve" a problem, and thus is acting more as a migration-control actor rather than in the interest of refugees.

Turton and Marsden (2002), for example, emphasise how mass returns are politically motivated, and Takahashi (1997) raises concern over UNHCR's emphasis on return over protection. Harild,

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[20] (2006) p. 17, in Tegenbos and Vlassenroot (2018).

[21] (2002) p. 161, in Tegenbos and Vlassenroot (2018).

[22] Pottier (1999).

[23] Black and Gent (2006) p. 24, in Tegenbos and Vlassenroot (2018) p. 15.

[24] Tegenbos and Vlassenroot (2018) p. 9.

[25] E.g. Chimni (1993, 1999); HRW (2017); Long (2013) pp. 106–109; Toft (2007); Koch (2013); Crisp and Long (2018).

Christiansen and Zetter (2016) also write that voluntary return schemes "*often partially or fully forfeit the 'voluntary' dimension of return, working with various 'push' factors to urge people to leave the host country*".[26] Furthermore, a range of scholars have zeroed in on the use of "push" factors to encourage refugees to return, including the drawdown of aid and restrictions on services. They question the use of push factors, asserting that they may be ineffective at best and unethical at worst.

B.S. Chimni (1993) warned that UNHCR has promoted returns to unsafe areas, and at times has coerced refugees in the name of "solving" state concerns.[27] And Koch (2013) also asserts that UNHCR builds norms around state-induced returns, in some cases acting as migration-control agents rather than in the interest of refugees.[28] Moreover, Crisp and Long's (2018) "Safe and Voluntary Refugee Repatriation: From Principle to Practice" critically analyses how well the principles of voluntariness, safety and dignity have been applied, and argues that in the era of protracted displacement, additional alternatives to return should be considered.[29]

Organisations have also questioned UNHCR's role in voluntary repatriation efforts. Human Rights Watch, for example, emphasised that UNHCR needs to exercise more caution to ensure that it is truly voluntary. A HRW report states:

> *"While it is well recognized that UNHCR plays a central role in voluntary repatriation programs, the contours of that role have not always been well defined. However, the basic principles of protection in voluntary repatriation were stressed by Executive Committee conclusions and other public statements of UNHCR. As the Executive Committee emphasized in 1980, 'The essentially voluntary character of repatriation should always be respected.' […]*
>
> *UNHCR recognizes that "push" factors – those that compel refugees to repatriate because conditions are worse in the country of refuge than in the country of origin – seriously compromise the voluntariness of a repatriation. This principle is implicit in UNHCR's view of voluntary repatriation at least since 1980. Yet Human Rights Watch has researched several instances since the early 1990s in which UNHCR itself has either undertaken or acquiesced to precisely such coercive measures, including the reduction of food assistance. Such practices not only risk the safety of returnees, but also undermine UNHCR's credibility and arguably constitute a violation of its mandate."[30]*

2.4 UNHCR, norms and power dynamics

Other scholars, such as Michael Barnett (2000, 2001), look at UNHCR's role in voluntary repatriation through the lens of culture and norms. Drawing on theoretical lenses such as constructivism, Barnett views UNHCR's voluntary repatriation work as part of the organisation's culture. He posits that

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[26] Harild, Christiansen and Zetter (2015).

[27] https://academic.oup.com/ijrl/article-abstract/5/3/442/1569232

[28] https://www.tandfonline.com/doi/abs/10.1080/1369183X.2013.855073

[29] https://journals.sagepub.com/doi/abs/10.1177/233150241600400305

[30] Human Rights Watch, "Ensuring that repatriation is voluntary". https://www.hrw.org/reports/1997/gen3/General-02.htm

UNHCR developed a "repatriation culture", making it more likely to promote it over other solutions. Thus, unlike other scholars, he does not see the decision-making processes about return as solely derived from state pressure. Rather, UNHCR has autonomy, discretion and choices regarding how it deals with pressures from states.[31]

Over time, he argues, a "repatriation culture" emerged in bureaucratic structure, discourse, and formal/informal rules that made repatriation preferred and almost synonymous with "protection", altering what constitutes "voluntary" (e.g. UNHCR officials could make decisions based on their own "objective" assessments of whether it was safe for refugees to return home). This repatriation culture has since taken on a life of its own, and generally does not prioritise refugee choice ahead of other objectives.[32]

2.5 Understanding decision-making processes and individual return experiences

As Harild, Christiansen and Zetter (2015) write, refugees are "purposive actors" who make rational choices about the future.[33] A number of scholars from a range of disciplines (particularly anthropology and sociology) have focused on the experience of return for the individual and on the decision-making processes a returning person might make.

Return as "homecoming" is particularly featured in academic literature. As Tegenbos and Vlassenroot write:

> "The primacy of voluntary repatriation as a sustainable solution to displacement since the late eighties has been underscored by the idea of repatriation as encompassing a return to the 'patria', or the homeland. 'Return' was seen to involve a sense of belonging to and identification with a community and a place or territory, both intrinsically linked and giving meaning to 'identity' (Kibreab 1999; K. Long 2013: 28–29). In this light, Hammond (1999) notes that the 'terms of the repatriation canon' such as reintegration, reconstruction and readjustment suggest an understanding of repatriation as a return to a place which is familiar, implying the restoration of a broken, 'natural tie.'"[34]

They continue on to highlight that this homecoming model has been heavily critiqued, together with concepts such as reintegration and reconstruction. Indeed, returnees seldom go back to their former homes.[35] As Warner (1994) indicates:

> "the idealized notions of homecoming attached to the policy framework of voluntary repatriation are not only unrealistic, but also tend to contain nostalgic

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[31] Michael Barnett (2000) "UNHCR and Involuntary Repatriation: Environmental Developments, the Repatriation Culture, and the Rohingya Refugees". https://ciaotest.cc.columbia.edu/isa/bam01/ See also Michael Barnett, "UNHCR and the Ethics of Repatriation". Forced Migration Review, 2001. https://www.fmreview.org/unhcr-convention-50/barnett

[32] Ibid. Michael Barnett (2000)

[33] Harild, Christiansen and Zetter (2016).

[34] (2018) p. 30.

[35] They cite Joireman, Sawyer and Wilhoit (2012); Sert (2011); Vorrath (2008).

equations between individuals, community, territory and government, fostering a false understanding of 'return' as the reestablishment of a natural tie between people, place and identity and neglecting societal transformations in conflict affected areas redefining this 'natural tie' as well."[36]

Specific to women, Lochan's (2017) "The Effects of Assisted Voluntary Repatriation Programs on Marginalized Women: A Critique of the IOM and UNHCR" looks at Assisted Voluntary Return programmes to repatriate asylum-seekers, and argues that they negatively impact migrant women, who must decide to return to their country of origin in exchange for money or maintain access to the refugee regime.[37]

2.6 Return as a process, not an event

Many scholars argue that return is connected to violence and displacement, and should not be viewed in isolation; rather they are "*intimately related and often inherently part of one another*".[38] Similarly, Black and Koser (1999) argue that return is not the end of the refugee cycle, but often a problematic and difficult process. They write:

"In general, processes of violence and displacement in this region tend to continue to be a part of people's lives after returning 'home', exemplifying that 'return' can hardly and unambiguously be seen as the 'end of the refugee cycle.'"[39]

This view is particularly useful in looking at urbanisation patterns among returnees. For example, Eritreans returning from Sudan in the 1990s had changed their living preferences while in exile:

"Many former rural dwellers became urbanized. For some this proved a deskilling experience, and the integration of such groups in Eritrea is likely to be an uphill task. Social networks which provided support in times of crisis have either been weakened or replaced by more commoditized relationships. The moral ties which maintained extended family life have commonly been set aside. Traditional modes of leadership have become almost meaningless."[40]

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[36] Warner (1994), in Tegenbos and Vlassenroot (2018) p. 10. They continue: "Other literature, particularly relating to protracted refugee situations (Chatelard 2010; Hovil 2010; Kaiser 2010; Monsutti 2004) considers refugees' decision-making processes as ways to minimize risk. For example, 'split return', whereby families split up, with some returning and others remaining in the host country to maximize resources and minimize risks, is one common strategy (Harpviken 2014). In addition, writing on circular mobility (Bailey and Have 1995; Barrett 2008; Eastmond 2006; Iaria 2014; L.D. Long and Oxfeld 2004; Stepputat 2004) relates to decision-making processes, as well as writing that understands return as a new form of displacement, as refugees are returning to somewhere they have never been (Ballinger 2012; Cornish, Peltzer and Maclachlan 1999)."

[37] Annalisa Lochan 2017. The Effects of Assisted Voluntary Return Programs on Marginalized Women: A Critique of the IOM and UNHCR. Laurier Undergraduate Journal of the Arts 4. https://scholars.wlu.ca/cgi/viewcontent.cgi?referer=https://scholar.google.com/scholar?hl=en&as_sdt=0%2C14&q=voluntary+ret urn+unhcr&btnG=&httpsredir=1&article=1053&context=luja

[38] Tegenbos and Vlassenroot (2018) p. 4.

[39] Black and Koser (1999), in Tegenbos and Vlassenroot (2018) p. 3.

[40] Kibreab (1996) p. 60, in Tegenbos and Vlassenroot (2018) pp. 10–11. They continue: "This disconnection between 'citizenship' and 'residency' is supported by the growing body of empirical work on 'split return' (cf. supra) which argues that 'return' should not be seen as the end of movement, but includes larger dynamics and patterns of migration. The importance of mobility solutions is also increasingly recognized by UNHCR itself (Long 2013: 203; UNHCR, 2007, 2008, 2016). The ECOWAS' refugee labor mobility framework (Agreement 2007; ECOWAS Commission 2008) that provides legal migration options for refugees within the West-African community and UNHCR's Comprehensive Solutions Framework (UNHCR 2003) aimed at accommodating the 'Afghan use of mobility', can be understood as a direct illustration of this process" (2018, 12).

Scholars emphasise that proper planning for changing dynamics among returnees going to urban/rural areas, and better urban planning in particular, are especially important in post-conflict settings.

2.7 Technical/operational documents/UN reports

The ILO's "Comparative Research on the Assisted Voluntary Return and Reintegration of Migrants", written by Khalid Koser and Katie Kuschminder (2015), provides an extensive overview of migrant decision-making processes about return and the types of policies that help or hinder the sustainability about such return. They note that, all too often, UN reports tend to focus on benchmarks and cost-effectiveness rather than understanding return decisions and processes or the impacts of policies.[41]

Their report generally does not focus on refugees or UNHCR's role in voluntary repatriation. Nonetheless, the discussion of the conditions needed for return to be considered by a migrant (or refugee, in the case of this evaluation), and what is needed to make such return sustainable, is relevant to this evaluation. The study develops a multidimensional index to measure sustainable return, using five variables to illustrate each of the three main dimensions of economic, sociocultural, and safety and security. It found that:

> *"returnees who migrated for economic reasons were more likely to be reintegrated than those who migrated for other reasons; returnees who both had a sense of belonging to the community prior to migration and returned to the same community after migration were more likely to be reintegrated; women were less likely to be reintegrated upon return; returnees who were comfortable prior to migration were more likely to be reintegrated on return compared with those who were struggling prior to migration; and there does not appear to be a difference in reintegration between those whose decision to migrate was made collectively and those whose decision was made individually."*[42]

2.8 Reintegration and sustainability

Despite a wide range of literature on return processes, far less is known about reintegration-specific needs and approaches. As Tegenbos and Vlassenroot (2018) write: "*Very little is known about the lived experiences of those who returned and/or stayed behind, the longer term dynamics of return, and about the position of returnees in (re)constituting societies*".[43]

Among those who have surveyed the literature, Koser and Kuschminder draw on a range of sources to understand the factors determining the sustainability of return.[44] They point to individual and structural factors in both the country of destination and country of origin affecting the sustainability of

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[41] Koser and Kuschminder (2015) p. 75.

[42] Koser and Kuschminder (2015) p. 9.

[43] (2018) p. 3.

[44] (2015) p. 80.

return.[45] They also note that scholars remain divided on whether policy interventions in the form of assistance promote sustainable return.[46]

Other literature highlights that return can cause tensions, particularly when there is competition over scarce resources. UNHCR's 2008 "UNHCR's Role in Support of the Return and Reintegration of Displaced Populations" indicates:

> *"Experience has shown that return and reintegration is not a simple reversal of displacement, but a dynamic process involving individuals, households and communities that have changed as a result of their experience of being displaced, often for protracted periods. One or more generations may have been born and raised in exile, for example. Women are likely to have taken on new roles as head of families and breadwinners. Returnees may not speak the local language, and may have absorbed a range of cultural influences viewed as 'foreign' by receiving communities."[47]*

Similarly, Long (2008; 2013) argues that repatriation should not be seen as the recreation of "home" but rather as a political process, where the social contract between citizen, nation and state is renegotiated. And Hammond (1999) is well-known for her work on understanding returnee experiences in light of culture, the construction of communities and the multiple meanings of, and connections between, notions of identity, culture, home and geographical place.[48]

Official UNHCR positions do seem to recognise the importance of sustainable reintegration to avoid sending countries sliding back into conflict.[49] UNHCR defines "sustainability" of return as "effective reintegration" that succeeds when "*returnees are similar to the local population in terms of socio-economic conditions and security*".[50]

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[45] Citing Rogge (1994), Black and Gent (2006).

[46] (2015) p. 80.

[47] UNHCR (2008) "UNHCR's Role in Support of the Return and Reintegration of Displaced Populations". https://www.refworld.org/pdfid/48c628d42.pdf

[48] Hammond (1999) p. 228. Also cited in Tegenbos and Vlassenroot (2018) p. 11. They continue: "In the context of the emerging 'returnee aid and development strategy' during the late eighties and early nineties, scholars have shown increased interest in the socio-economic developmental dimensions of repatriation and reintegration processes (Allen 1996; Allen & Morsink 1994; Black & Koser 1999). Many studies focus on assessments of specific repatriation operations (Naqvi 2004; Sperl & De Vriese 2005; Worby 1999), the rebuilding of livelihoods and land access (Bascom 2005; Binns & Maconachie 2005; Kibreab 2001; Özerdem & Sofizada 2006; Wood & Phelan 2006), and the decision-making process of refugees to 'return home' (Harild et al. 2015; Koser 1997; Omata & Kaplan 2013; Stefanovic, Loizides, & Parsons 2015; Stepputat 2004)" (2018, p. 12).

[49] UNHCR (2004) p. 267.

[50] UNHCR (1997:2), cited in Fransen (2017) p. 13.

Existing literature largely approaches successful, sustainable repatriation as reintegration based on economic development, with specific attention to the recovery of livelihoods and access to land (Bascom 2005; Binns & Maconachie 2005; Fransen 2017; Kibreab 2001, 2002, 2003; Özerdem & Sofizada 2006). Although organised repatriations often bring along development benefits because of the presence of humanitarian assistance (Bascom 2005), returning populations put enormous pressure on receiving societies and increase competition over often scarce (natural) resources and social services (Barasa & Waswa 2015; Sonja Fransen & Kuschminder 2012; Wood & Phelan 2006). Kibreab argues in this perspective that the reception of returnees by stayees is dependent on whether former refugees "constitute an [economic] opportunity or a burden to areas of return" (2002: 77) (p. 13).

In other cases, official repatriation operations tend to ignore socioeconomic and political realities and factors involved in return decision-making processes (Dolan 1999 cited in Bakewell 2000: 372; Özerdem & Sofizada 2006), thus undermining rather than supporting sustainable return (p. 13).

In search of what constitutes a successful, sustainable return, several scholars have studied the decision-making process of refugees on whether to stay or to repatriate (Black *et al.* 2004; Harild, Christiansen and Zetter 2015; Koser 1997; Omata 2013; Stefanovic *et al.* 2015;

UNHCR's 'returnee aid and development' strategy also considers sustainability and is supposed to aim for a longer-term perspective on returnee reintegration. Tegenbos and Vlassenroot explain that researchers investigating the socioeconomic dimensions of return have given significant attention to UN repatriation and reintegration operations that reflect these policy interests. They write:

> *"A series of programmes attracting much research attention fall under the '4Rs' approach and the 'Quick Impact Projects' (QIPs). 'Quick Impact Projects' (QIPs) were intended to be small in scale, based on gender equity and community participation, and connect successful reintegration to sustainable development. They were first introduced in 1991 in Nicaragua and widely implemented in other return operations, becoming "a standard UNHCR reintegration practice by the middle of the 1990s" (Crisp 2001: 180–181). Researchers have generally acknowledged the value of QIPs for repatriation in Guatemala (Naqvi 2004; Worby 1999), Mozambican repatriation (Oda 2011) and for the creation of a so-called 'safe zone' in Somalia (Kirkby, Kliest, Frerks, Flikkema, & O'Keefe 1997).*
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> *Crisp, however, states that QIPs often suffered from 'inadequate planning, data-collection and project identification' (2001: 182-183). Moreover, it has been argued that QIPs generally missed the opportunity to include former soldiers and DDR programming (Spear 2006)."*[51]

3. Case studies: Afghanistan, Iraq, the Democratic Republic of the Congo (DRC)

This analysis complements the evaluation's case studies by looking at additional cases in historical perspective. The countries selected are from top return countries in 2010–2014, which included: Afghanistan (118,000), Iraq (28,900), the Democratic Republic of the Congo (16,600), Rwanda (10,900), Sudan (7,100), and Sri Lanka (5,100). This section focuses on returnees to Afghanistan, Iraq and the DRC.

3.1 Afghanistan

Afghanistan has one of the longest-standing and largest refugee crises in the world, and UNHCR has been involved with Afghan refugees in host countries for decades. Neighbouring Pakistan and Iran have hosted the largest numbers of Afghan refugees, and saw various return efforts from the 1990s onwards. One of the most-studied Afghan return efforts began in July 1990, when UNHCR provided a "repatriation grant" in exchange for the ration "passbooks" of families willing to return. By the end of

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Van Uffelen 2006). This literature points at the importance of socioeconomic and security conditions in both the countries of exile and those of return. It is argued that the decision to repatriate is often based on whether the return orlocal integration is expected to be 'sustainable' or not. At the same time, it is acknowledged that return can be a staggered or reiterative process, which itself in the long term can also contribute to a more 'sustainable' return (Long 2013; Stepputat 2004). An element often examined in this perspective is the role of information. While it is generally agreed that information about the conditions in the country of return can potentially influence the decision to return or not, Koser has stressed that "repatriation is a complex process" and that "the information factor should not be overstated" (1997: 14) (2018, pp. 13–14).

[51] (2018) p. 14.

1991, UNHCR estimated that some 550,000 had returned from Pakistan, of whom some 300,000 were "spontaneous returnees".[52] The following year, the collapse of the communist regime triggered the return of a staggering 1.27 million refugees in Pakistan and some 287,000 from Iran. UNHCR "assisted" all of those returning from Pakistan.[53] By 2000, some 4.6 million refugees had returned to Afghanistan; however, new displacement meant new refugees were also fleeing, and there were still an estimated 2 million in Pakistan and some 1.5 million in Iran by the end of 2000.[54]

UNHCR and partner NGO involvement in refugee return to Afghanistan continued to grow, as did international financing for return and reintegration efforts. Indeed, the aid community became increasingly aware that longer-term development efforts were needed to make repatriation sustainable, including assistance geared toward agriculture, irrigation, infrastructure, health, emergency relief, and education. For example, the Danish Committee for Aid to Afghan Refugees (DACAAR) brought engineering experience to improve water supply and road construction in return areas, and conducted its work based on the demands of refugees and return areas. After the fall of the Taliban in 2001, spontaneous returns from Pakistan and Iran – some 300,000 – occurred. Consequently, the UN implemented an assisted repatriation programme from 2002, targeting 800,000 returnees. However, numbers were much higher than anticipated: more than 1.5 million returned from Pakistan and 220,000 from Iran (also amidst a reverse flow).[55]

However, scholarship on return, and on UNHCR's role in particular, is patchy. Turton and Marsden (2002) argue that "*in assisting the mass return of refugees, UNHCR was responding more to the perceived political interests of its donors and host governments, than it was to the actual interests of the majority of its 'beneficiaries'*". They also accuse UNHCR of contributing to mistaken expectations "*about the level of assistance they would receive upon their return, since they had been '...bombarded with…encouraging messages, relayed by the BBC's Pashto and Dari services and by the Iranian and Pakistani press, T.V. and radio…about huge amounts of aid that would soon be flooding into Afghanistan'*".[56] They argue that UNHCR should have devoted more time, effort and funding to the rehabilitation of areas of likely return. UNHCR acknowledges that the return faced challenges. In a 2004 assessment, UNHCR recognised the limited reach and impact of reconstruction programmes and the long- term nature of return and reintegration challenges, recommending greater emphasis on strengthening development approaches, programmes and resource mobilisation (Harild *et al.*).

Similarly, Harild, Christiansen and Zetter write:

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[52] UNHCR (2001), in Harild, Christiansen and Zetter (2015) p. 56.

[53] Ibid. p. 56.

[54] Ibid. p. 57.

[55] Turton and Marsden (2002) p. 22.

[56] Turton and Marsden (2002) p. 2, in Harild, Christiansen and Zetter (2015) p. 60.

"While it is unlikely that all or most of the 1.5 million returnees from Pakistan were persuaded by over-optimistic media accounts, or that they could have been convinced to wait until basic reconstruction was completed in return areas, UNHCR does acknowledge that the return faced significant challenges. In its 2004 assessment of the challenges to return, UNHCR recognizes the limited reach and impact of reconstruction programs and the long term nature of the return and reintegration challenge, and recommends that greater emphasis should be placed on the strengthening of developmental approaches, programs, and resource mobilization."[57]

Ultimately, they conclude that return decision-making processes were driven by security, employment opportunities and access to housing.

3.2 The Democratic Republic of the Congo

While it remains one of the world's largest, most protracted and more dire emergencies, existing literature on voluntary repatriation in the Democratic Republic of Congo is limited. Interestingly, literature tends to focus on youth and adult DDR programmes and on the psycho-social effects of child soldiering.[58] In contrast, research on returning IDPs and refugees is hard to come by.

Much of the research indicates that return efforts in the DRC, as with many other contexts, are linked to peacebuilding efforts. Indeed, the signing of the Peace, Security and Cooperation Framework for DRC and the Region in February 2013, together with 10 other countries from the Great Lakes region and southern Africa, included clauses about facilitating the return and reintegration of conflict-affected IDPs and refugees. It obliged the Congolese government to implement security sector reform and capacity-building initiatives, and roots voluntary repatriation efforts in a model where the aim is to please governments, answer political problems, and manage migration. Refugee protection, individual choice and sustainability do not come out as playing a strong role in voluntary repatriation policies.[59]

Fatima Khan also considers voluntary repatriation approaches in southern Africa (looking at a range of cases, including the DRC), highlighting that consent to return does not always mean a preference, and that refugees' choices to return "are not always completely free". It also provides nuance to studying refugee decision-making processes around return in urban versus rural settings. Lardeux also writes that UNHCR's justification of the promoted repatriation of Congolese refugees between 2005 and 2009 has been accompanied by reductions in assistance, all at the expense of refugee preferences. It has also been based on the potentially "*erroneous evaluation of the level of security*

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[57] UNHCR (2012) p. 15, in Harild, Christiansen and Zetter (2015) p. 60.

[58] Muggah (2004); Muggah, Maughan & Bugnion (2003), cited in Tegenbos and Vlassenroot (2018).

[59] Regarding DDR, Tegenbos and Vlassenroot write: "In eastern Democratic Republic of Congo, several DDR programmes have been introduced in volatile situations with regular outbreaks of violent conflict. de Vries and Wiegink state that "in such cases of a society in arms (...) the potential for mobilization is ever present" (2011: 41). Evidently, this poses significant challenges to the success of these DDR programmes. With insufficient attention for reintegration after demobilization, and the continuous proliferation and fragmentation of armed groups, both children and adults are continuously susceptible for remobilization, creating a context of 'circular mobilisation' (Nduwimana 2013; Richards 2016)" (2018, p. 24).

in the region of return".[60]

3.3 Iraq

Return to Iraq has gone through various phases. The US-led invasion in Iraq in 2003 did not produce the numbers of displaced as much as was expected. Yet the devolution into civil war, which was dominated by ethnic and sectarian violence, in 2007 did indeed produce larger numbers of refugees: some two million in neighbouring countries and more than one million IDPs.[61]

The characteristics of Iraqi refugees had a direct bearing on their return. Those who were more educated and professional, including doctors, academics and professionals, "*chose exile because they were targeted, censored, and rendered unemployed. The predisposition to return, or remain, is likely to be significantly influenced by all these characteristics – who has returned, who might return and when, who is more likely to resettle, or remain in exile, whether households or individuals, professional or non-professional classes, age range*".[62]

Interestingly, in Iraq, voluntary return was not based on peacebuilding efforts, a cessation of violence, reconciliation efforts or "*a large-scale coordinated international humanitarian response to rebuild the country's destroyed infrastructure: most of these initiatives have been attempted with little or no success. Instead, to the extent that return has taken place it has been overwhelmingly spontaneous. Perversely, it is another violent regional war – in Syria where the majority of Iraqi refugees fled - which has precipitated, even 'forced', a significant Iraqi refugees to return home as the least worst option*".[63]

Iraq has a complex displacement picture, which inevitably makes for a complex voluntary return analysis. There are Iraqi refugees and asylum-seekers in neighbouring countries and other regions; there are millions of IDPs within Iraq, as well as stateless persons; there are Iraqi refugees who returned spontaneously in recent years, in part due to the Syrian civil war; and there are refugees and asylum-seekers from other parts of the region who sought refuge in Iraq, and were subsequently displaced again to other parts of Iraq.[64] In 2015, Harild, Christiansen and Zetter wrote of this situation:

> "*This conjuncture of dynamics – of displacement and mobility – constitutes a situation in which refugee return is highly problematic. It is further exacerbated by conditions that are still polarizing the country and continue unabated: internal sectarian tensions and divisions created by a civil war; generalized violence and massive targeted violations of human rights; and large scale internal displacement. Return is thus dangerous and, more precisely, return 'home' and integration, impossible for most. Thus, discerning either a pattern of return or a*

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[60] Laurent Lardeux (2012) ""Free Consent" in the Return of Congolese Refugees (DRC) and New Norms for the Application of Repatriation by the HCR", Critique Internationale 56(3), 2012, pp. 95–116.

[61] Refugees International (2007), in Harild, Christiansen and Zetter (2015) p. 114.

[62] Ibid. p. 120.

[63] Ibid. p. 114.

[64] Ibid. pp. 114–115.

meaningful policy and implementation process for return in these circumstances is challenging."[65]

They go on to note that return is predominantly spontaneous, and that there has been a general disinclination to return.[66] Voluntary assisted return, which UNHCR did not actively promote, has also been considered a failure. UNHCR did, however, offer the incentive of minimal return packages, which included transport costs to support returning refugees and IDPs.[67] It also provides coordination and some capacity-building efforts for NGOs and government officials. For its part, the government of Iraq has also used financial incentives to entice people to return (free airline tickets, one-off payments, etc.), which Harild *et al.* say combine with UNHCR's efforts to create "pull factors".[68] They also write that voluntary assisted return in Iraq has been "unsystematic, incoherent and irregular", and that security, including the conflict in Syria, remains the largest influencing factor in return decisions.[69]

They continue:

> *"From the perspective of numbers of returnees VAR is a failure. In the present circumstances it is certainly not a durable solution. Yet, it could also be seen as strategic, longer term instrument, even under the enduring conditions of conflict, for the gradual rebuilding the country by encouraging the return of its population. Albeit very modest, it is a proactive policy to try and unlock the protracted displacement of the Iraqi refugees rather than waiting for a sustained reduction in violence. The key issue is the extent to which returnees are put at risk and thus the viability of the policy is contingent on ensuring that robust and resilient protection machinery is in place to guarantee the security of returnees: this does not seem to be the case at present. As yet, refugees do not have confidence to return and, of those that do, the majority cannot actually return home, only to another episode of displacement."*[70]

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[65] Ibid. p. 115.

[66] e.g. ICG (2008); ICMC in Harild, Christiansen and Zetter (2015) p. 116.

[67] Harild, Christiansen and Zetter (2015) p. 116. They cite UNHCR (2014a). They also note that UNHCR used the word "return", not the more technical term "repatriation".

[68] Ibid. p. 116.

[69] Ibid. pp. 116–117.

[70] Ibid. p. 117.

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# Annex 8: Summary of online survey responses

This annex represents a full summary of the global online survey responses. The questions of the survey focused on (a) the operational guidance and tools adopted by UNHCR for voluntary repatriation and sustainable reintegration, and the utility of these policies and tools, and (b) the strategic effectiveness of UNHCR's support to voluntary repatriation and reintegration. The survey was administered using Survey Monkey to approximately 868 purposively sampled UNHCR staff with a protection and durable solutions job function and included both national (levels NOA–NOD), and international staff (levels P2–D1). The survey was open between 1st to 15th November 2022 and 165 UNHCR staff responded. The questionnaire was made available to respondents in French, English and Spanish. The data collected across all languages was consolidated and analysed and results are presented through the summary below.

Part 1: Self-identification questions

Question 1: What is your gender?
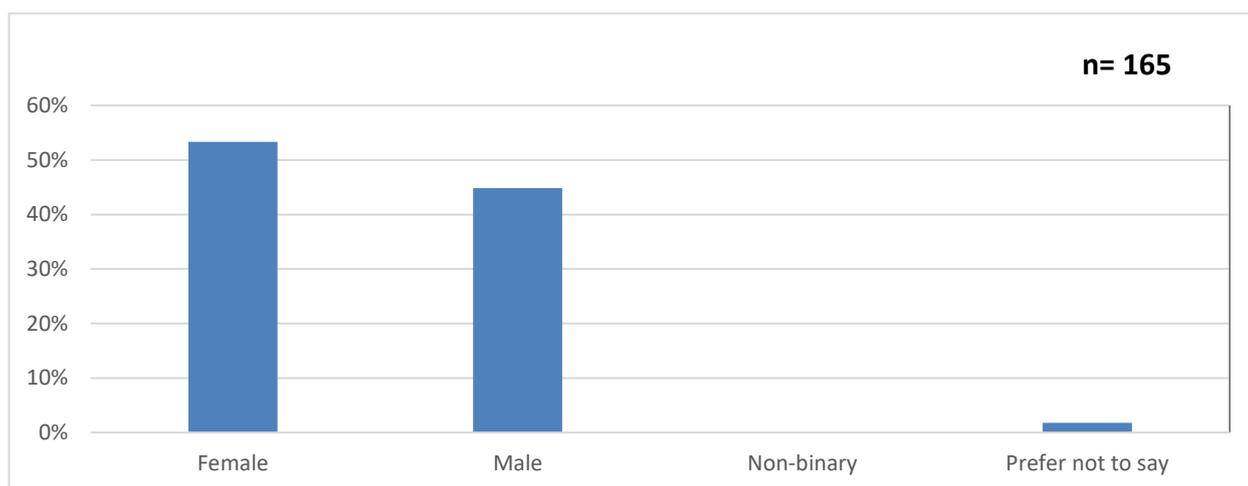
Question 2: What is your current role within UNHCR?
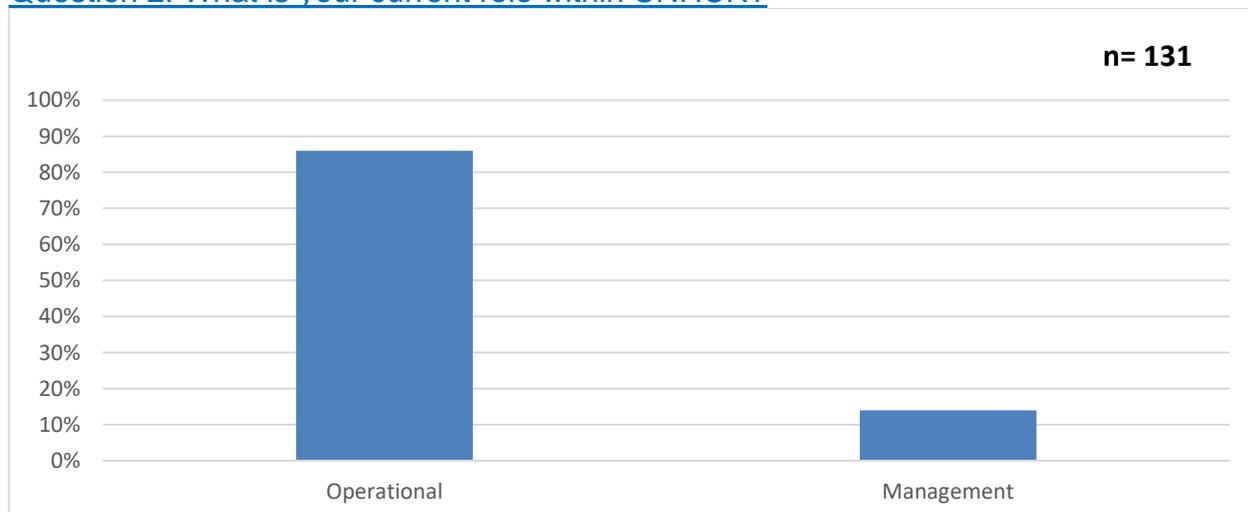
Question 3: Respondents' role within UNHCR:

n= 162

- National (NOA, NOB, NOC or NOD)
- International (P2, P3 or P4)
- Country Senior Management Staff (P5 or higher)
- Regional Bureau Senior Management Staff (P5 or higher)
- Other

Pie chart values: 29%, 49%, 4%, 2%, 15%
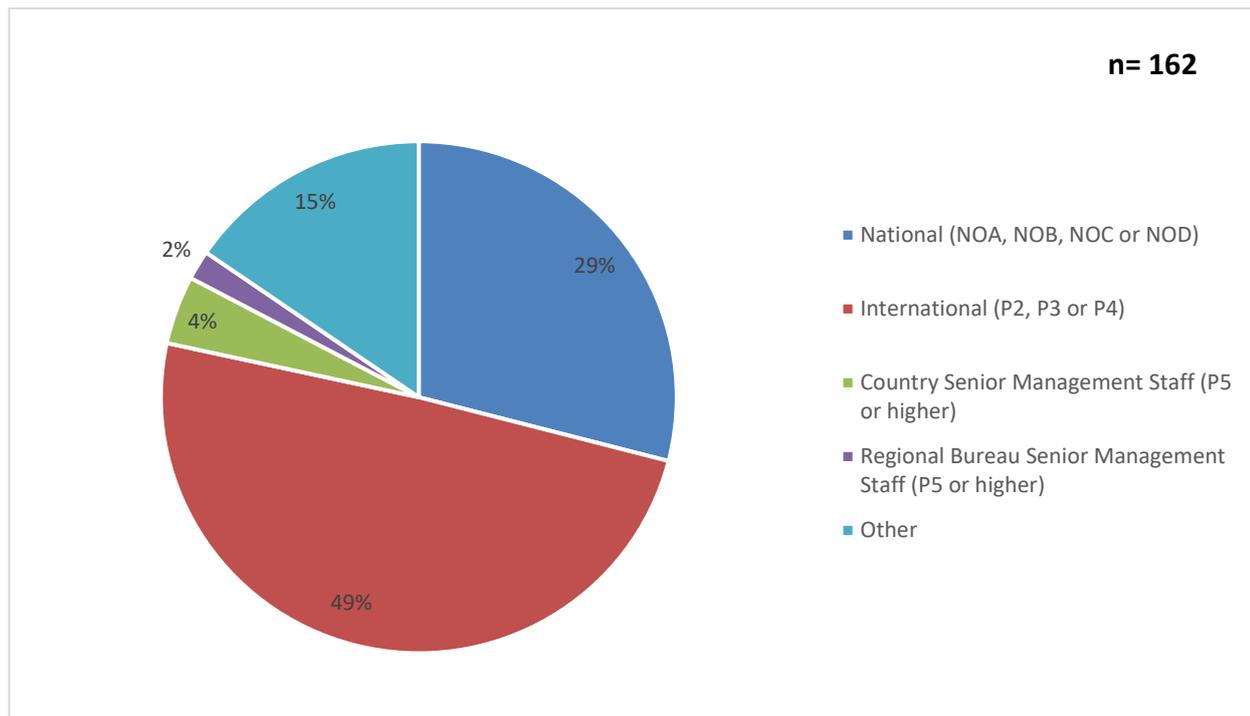
Part 2: UNHCR operational guidance and tools

## Question 4: Please indicate how familiar you are with the guidance below:

n = 98

Categories:
1. UNHCR Core Strategic Directions 2017-2021 (specifically Direction 1: Protect, and Direction 5: Solve)
2. 1996 Handbook on Voluntary Repatriation
3. 2004 Handbook on Repatriation and Reintegration

Legend:
- 1. Not at all familiar
- 2. Somewhat familiar
- 3. Quite familiar
- 4. Very familiar
- 5. No opinion / Don't know
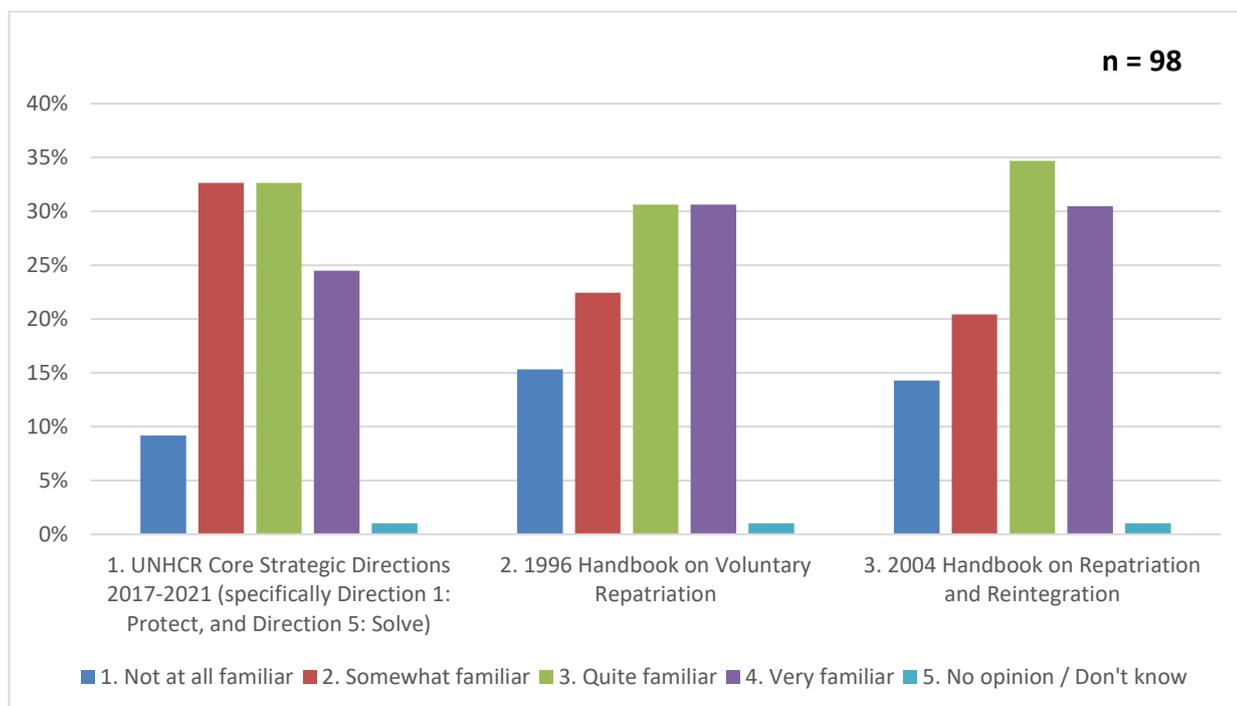
Question 5: Please indicate how useful this guidance has been in your work on voluntary repatriation:
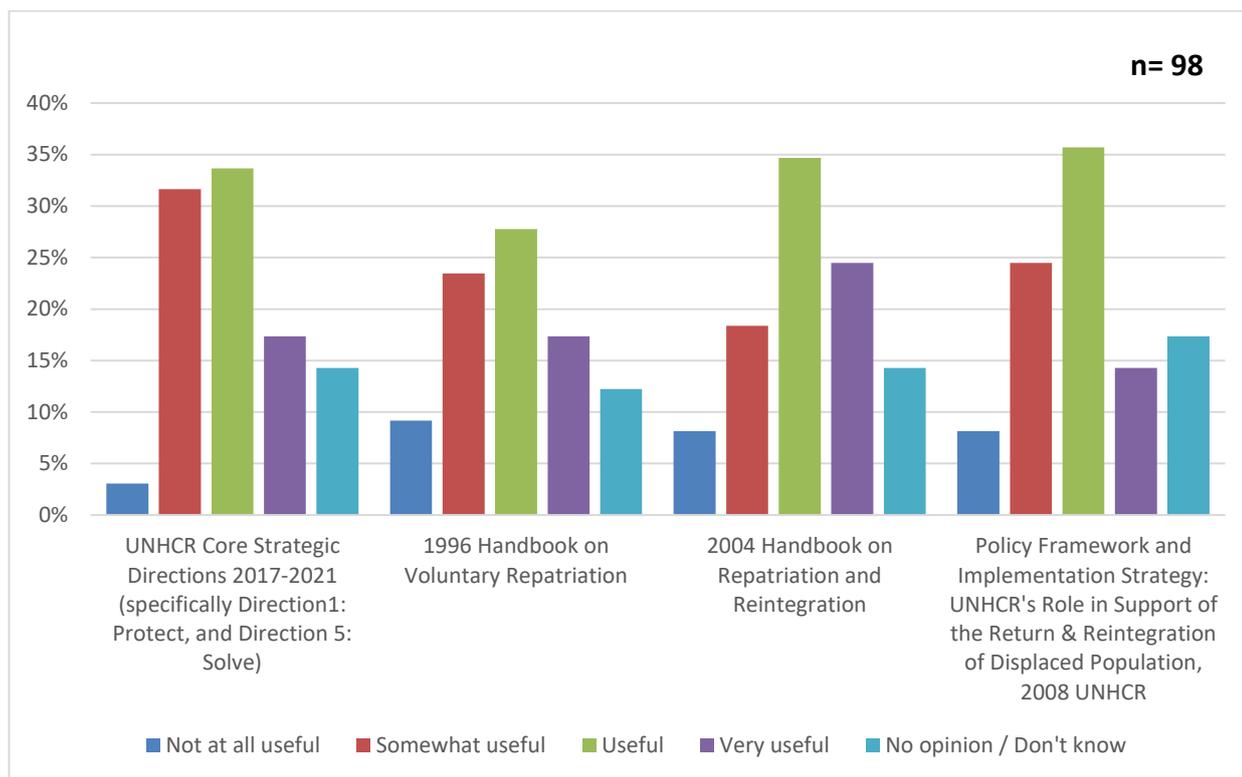
Question 6: Would you agree that above UNHCR's global policy guidance on voluntary repatriation and reintegration is clear and well adapted to the needs in the field?
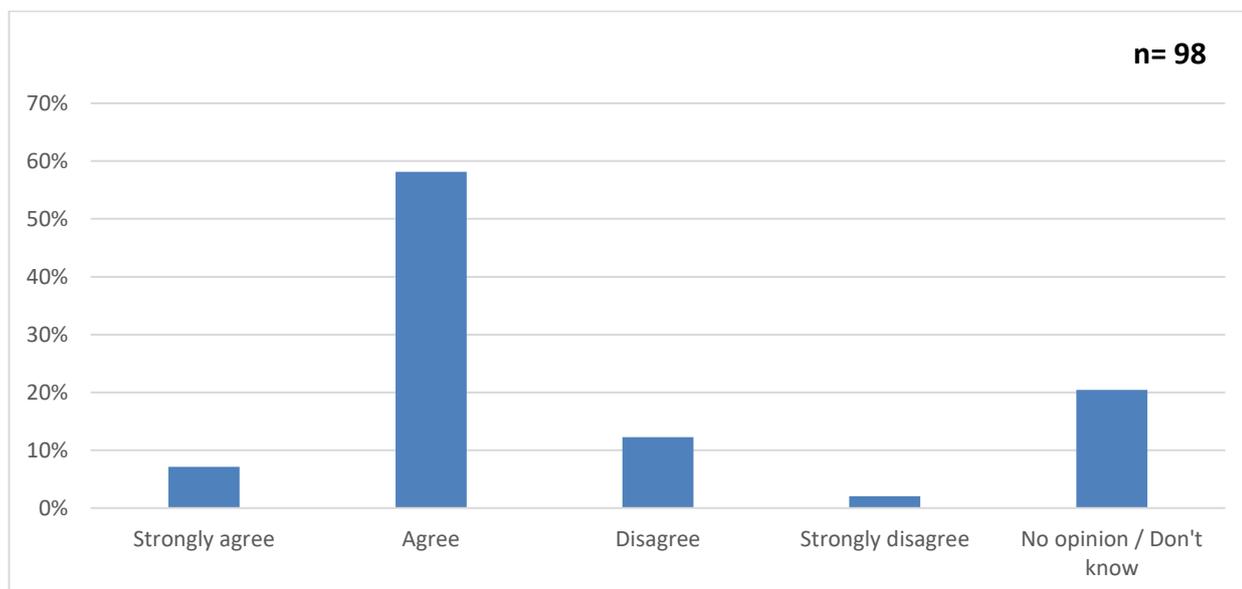
Question 7: Please indicate how useful these tools have been towards voluntary repatriation/reintegration planning and implementation:


n= 98

Legend: Not at all useful, Somewhat useful, Useful, Very useful, No opinion / Don't know
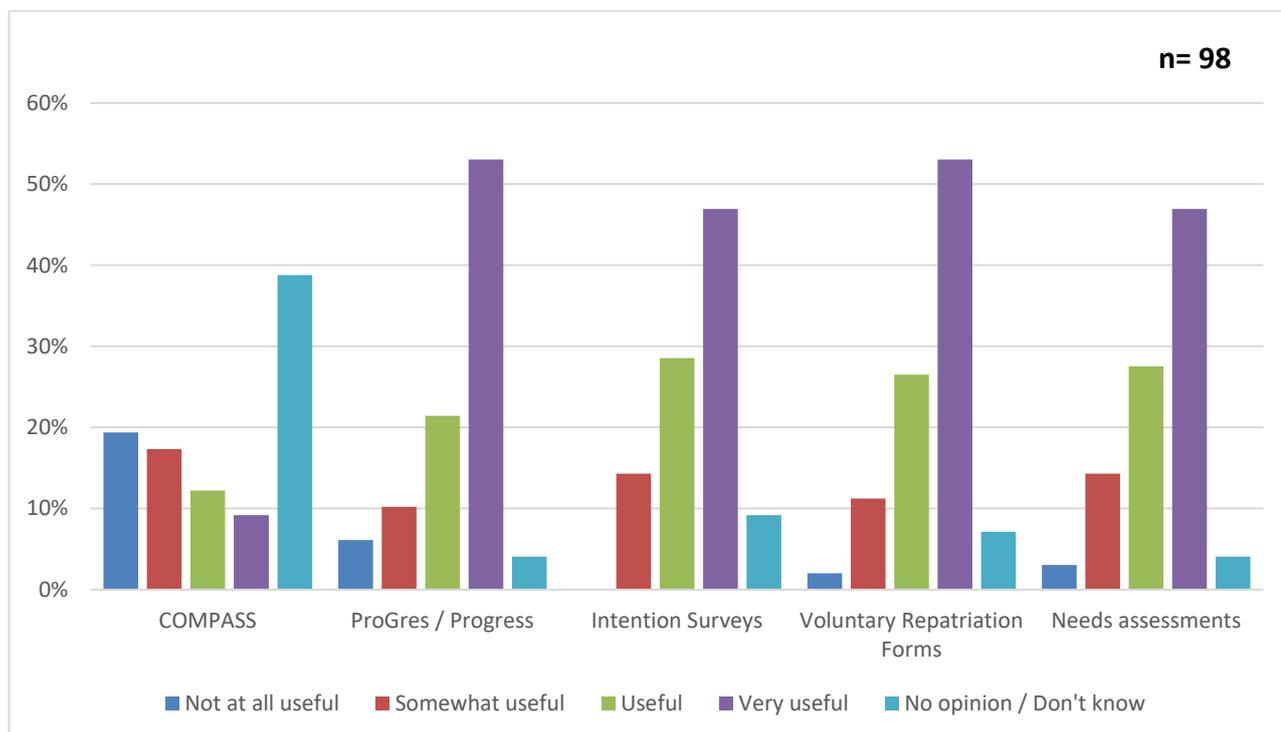
Part 3: UNHCR strategic effectiveness

Question 8: Would you agree that refugee returns in your country/region are most often voluntary and based on a clear understanding of conditions – security, social and economic – in their country of origin?

n= 113
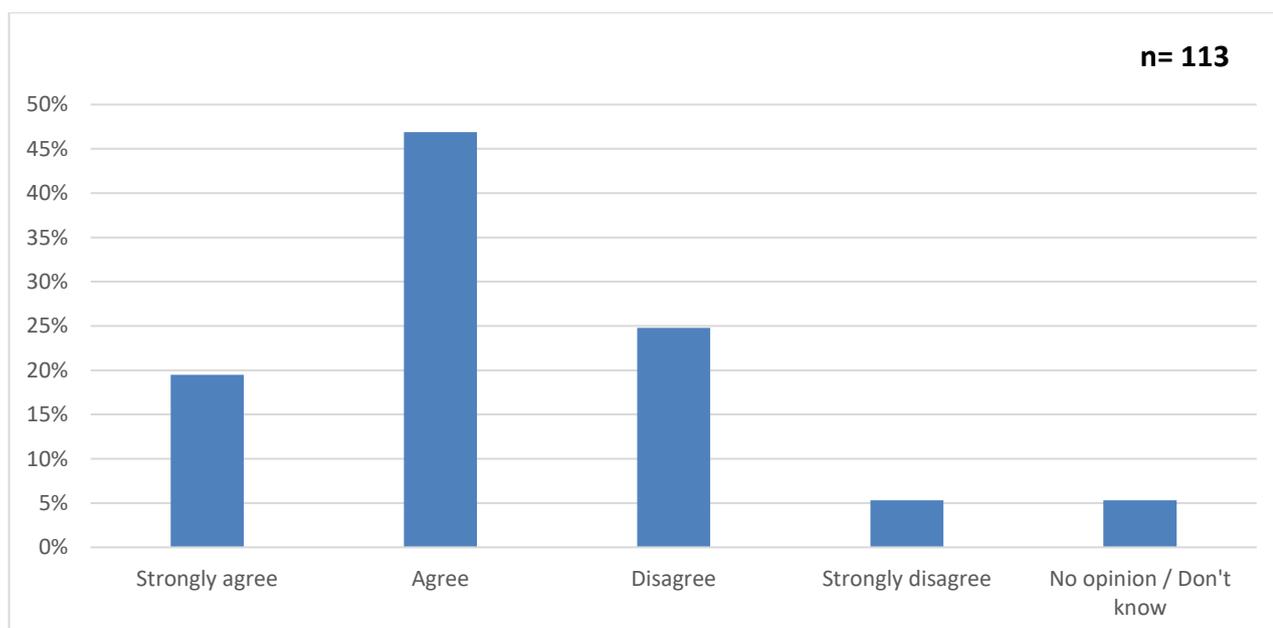
Question 9: Would you agree that refugee returns in your country/region are most often safe for refugees?

n= 113

Bar chart showing responses:
- Strongly agree: ~11%
- Agree: ~40%
- Disagree: ~30%
- Strongly disagree: ~12%
- No opinion / Don't know: ~6%
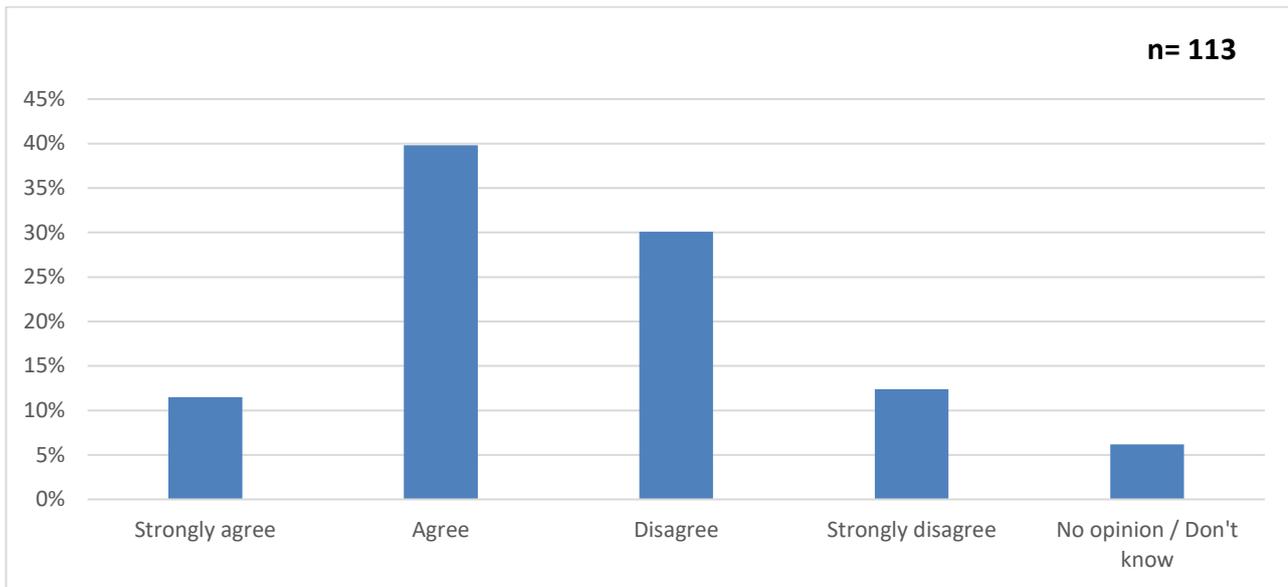
Question 10: Would you agree that refugee returns in your country/region are most often dignified for refugees?

n= 113

Bar chart showing responses:
- Strongly agree: ~15%
- Agree: ~48%
- Disagree: ~23%
- Strongly disagree: ~7%
- No opinion / Don't know: ~7%
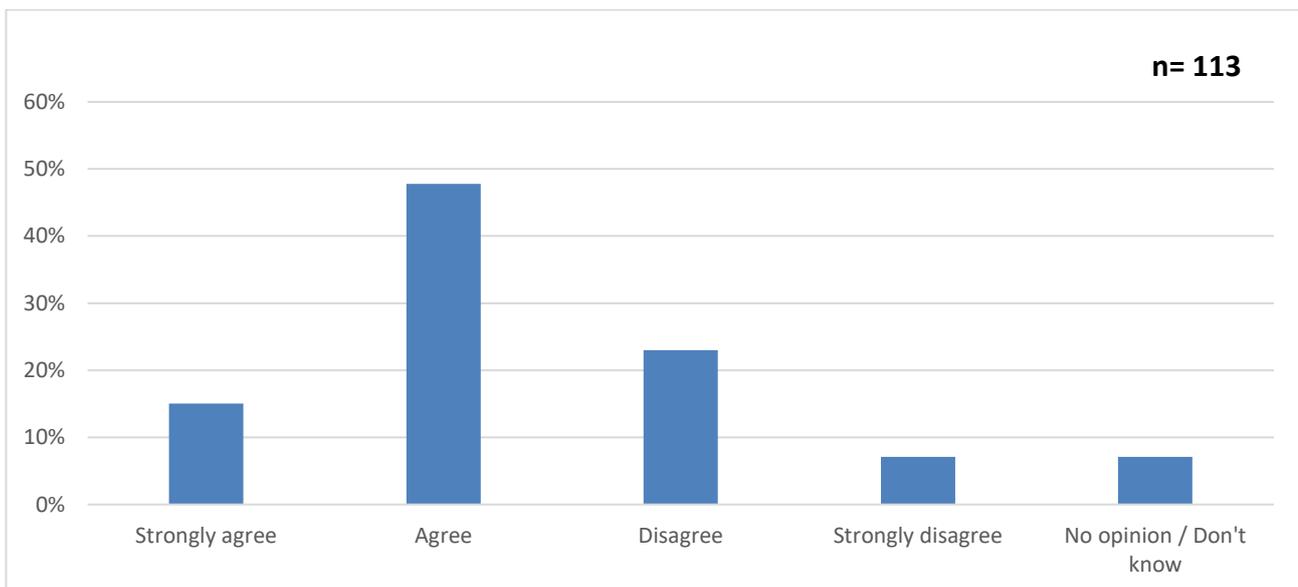
Question 11: Would you agree that conditions for voluntary, safe and dignified refugee returns apply equally to all of the following groups (women, men, boys, girls, people with disabilities, LGBTQI, etc.)?

n= 113
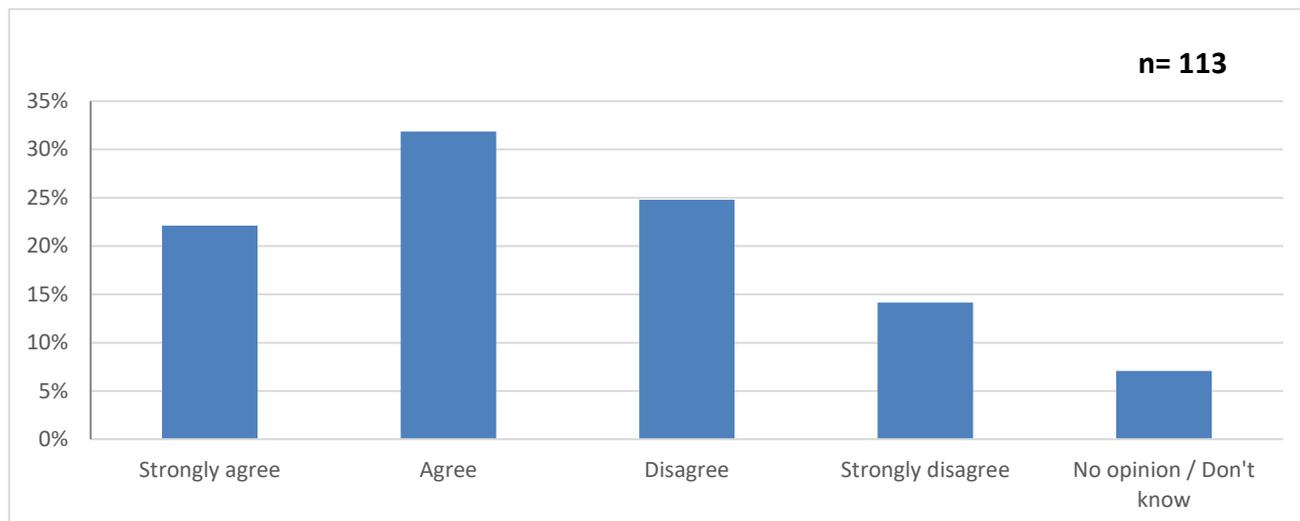
Question 12: Regarding overall conditions of returns (i.e. voluntariness, safety, in dignity) in your country, would you agree that UNHCR has contributed to positive change during the period under review (2015–2020)?

n= 113
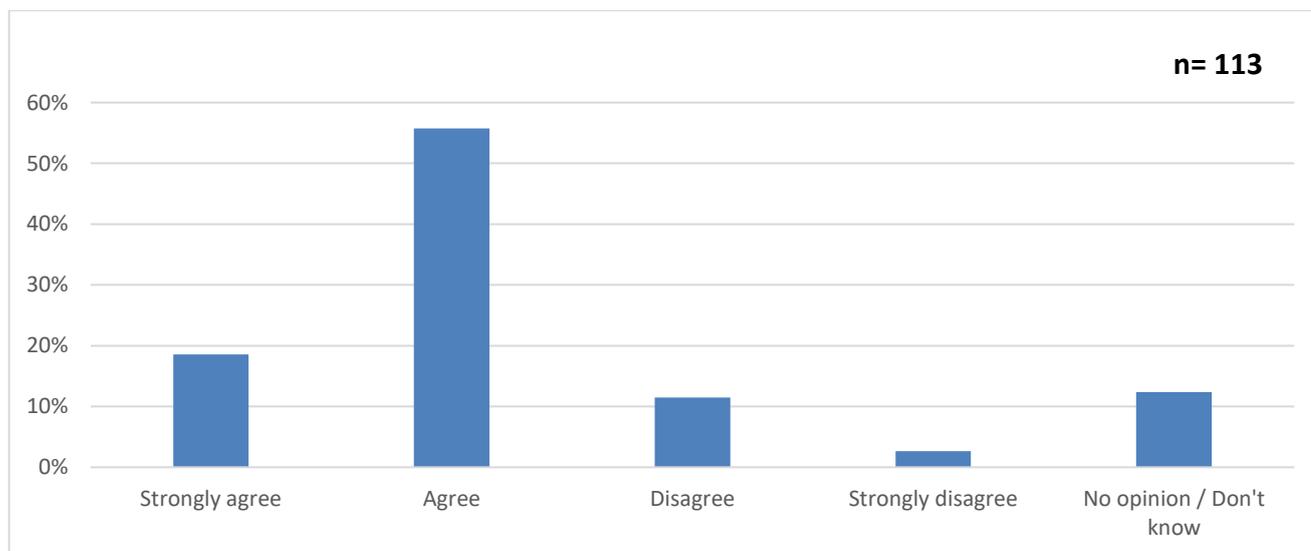
Question 13: Would you agree that the objectives of the GCR with regard to burden-sharing and responsibility-sharing across states are being realized in your country/region?
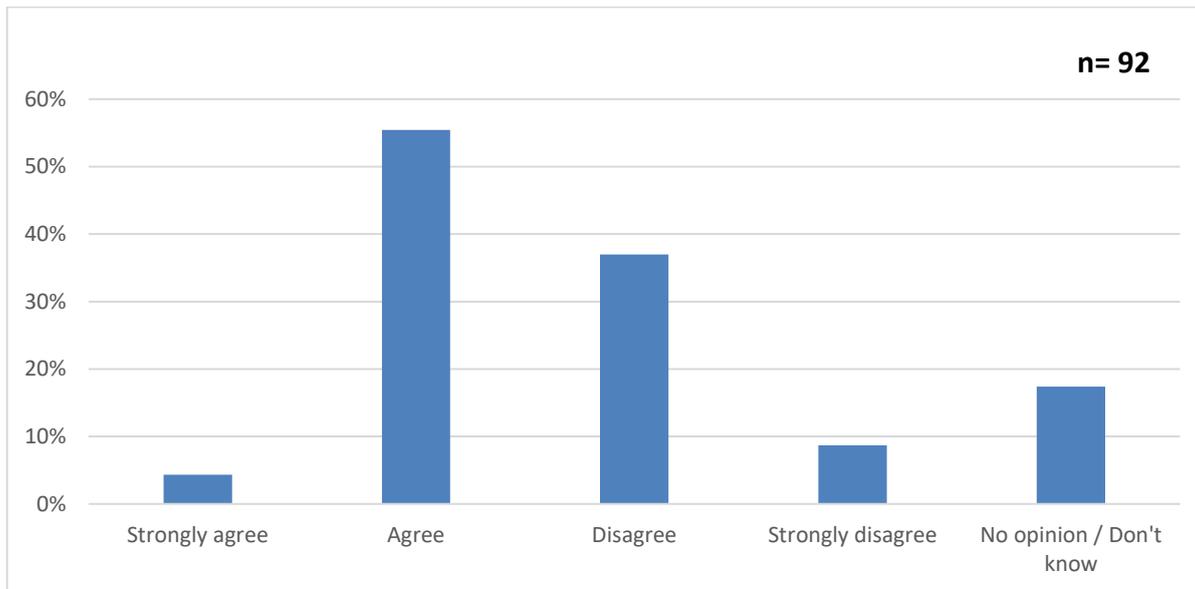
Question 14: Would you agree that UNHCR has played a catalytic role in increasing shared responsibility for refugees and returnees more broadly with other humanitarian and development actors in your country/region?
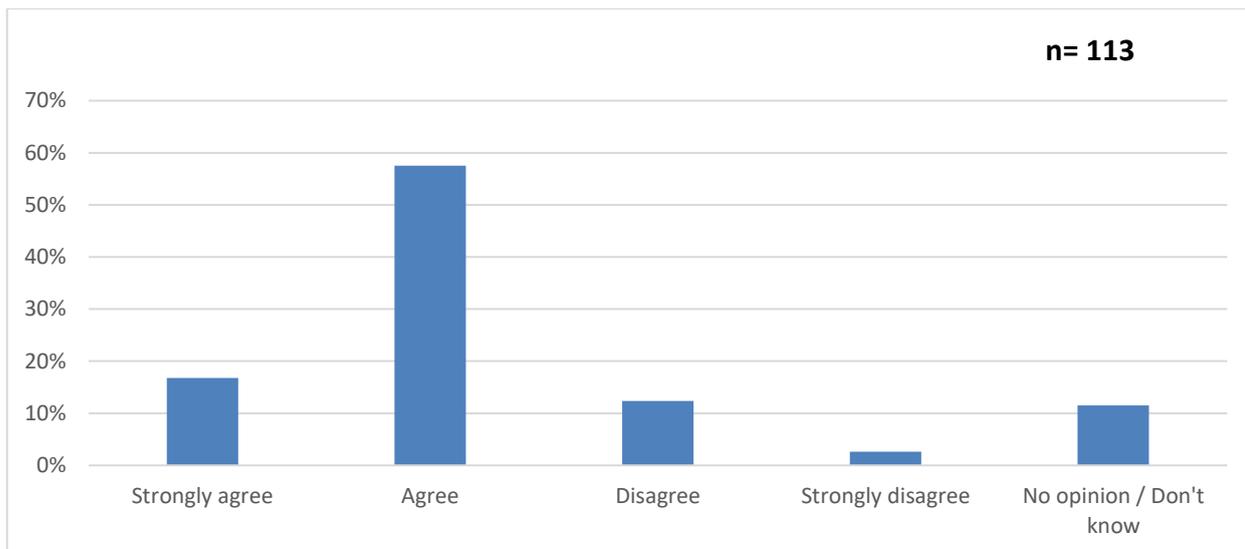
Question 15: In your operating environment, would you agree that UNHCR has engaged successfully with the host country and country of origin, in view of pre-empting or mitigating political factors that might constrain voluntary repatriation and successful reintegration?
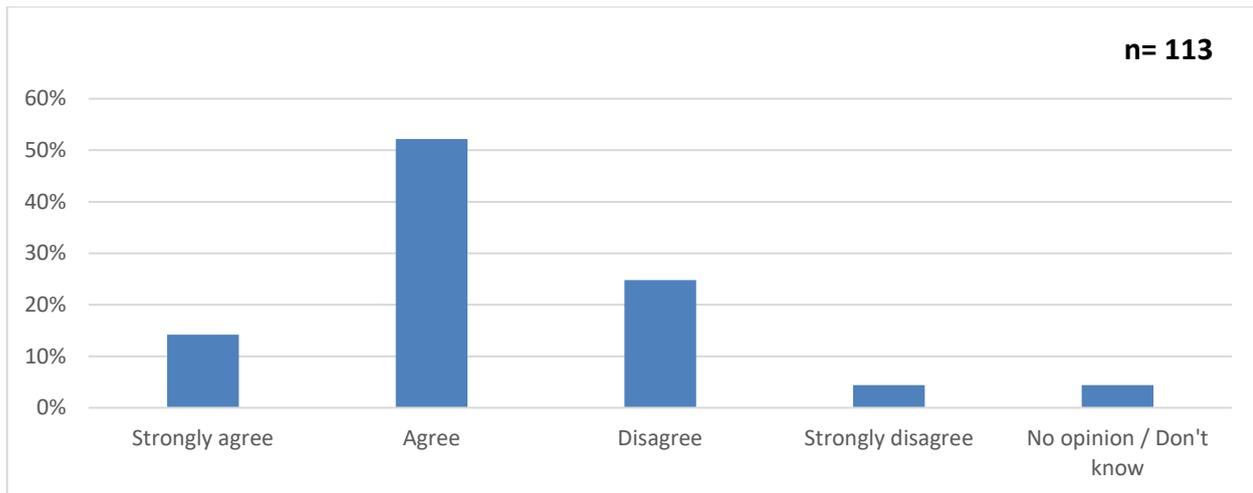

Question 16: How have the following factors, which relate to countries of origin, impeded voluntary, safe and dignified repatriation and reintegration in your country/region? (Respondents selected from a scale of 1: not a barrier at all to 5: one of the most significant barriers.)

Results shown as an average of respondents scores.
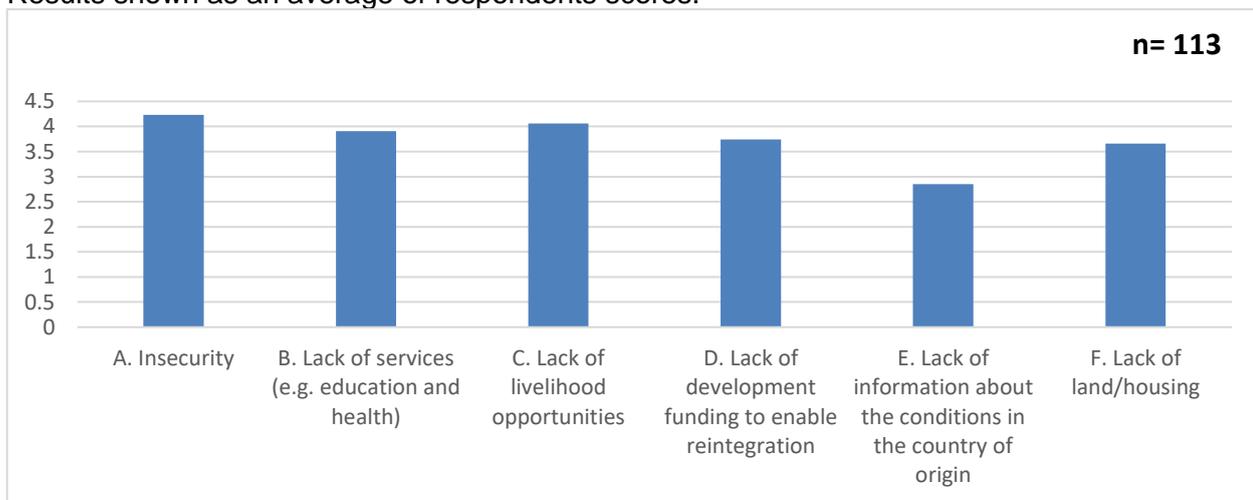
Question 17: How have the following factors, which relate to countries of asylum, impeded voluntary, safe and dignified repatriation and reintegration in your region? (Respondents selected from a scale of 1: not a barrier at all to 5: one of the most significant barriers.)

Results shown as an average of respondents scores.

n= 87

Category	
A. Successful integration of protracted refugee caseloads, making returns less appealing to the refugees	B. Generally better living conditions (access to services and livelihoods) in country of asylum
C. Generally better security conditions in country of asylum	D. Lack of information in the country of asylum about conditions in the country of origin
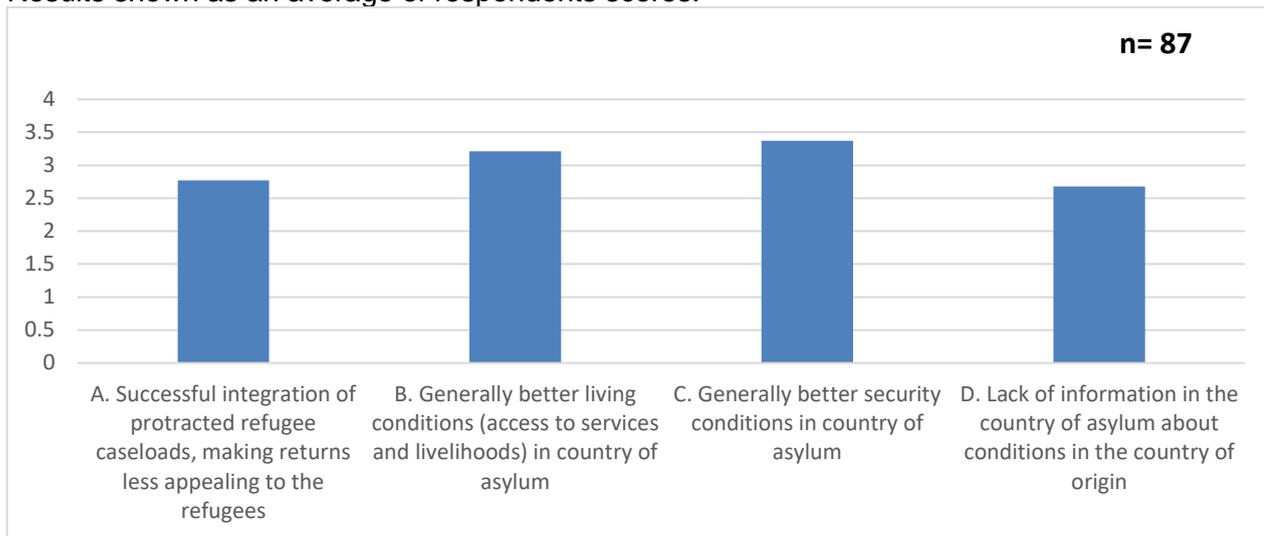
Question 18: Based on your direct experience, would you agree that UNHCR has effectively been able to shift program resources in your country/region towards more sustainable solutions for returnees?

n=113

Categories: Strongly agree, Agree, Disagree, Strongly disagree, No opinion / Don't know

n= 113
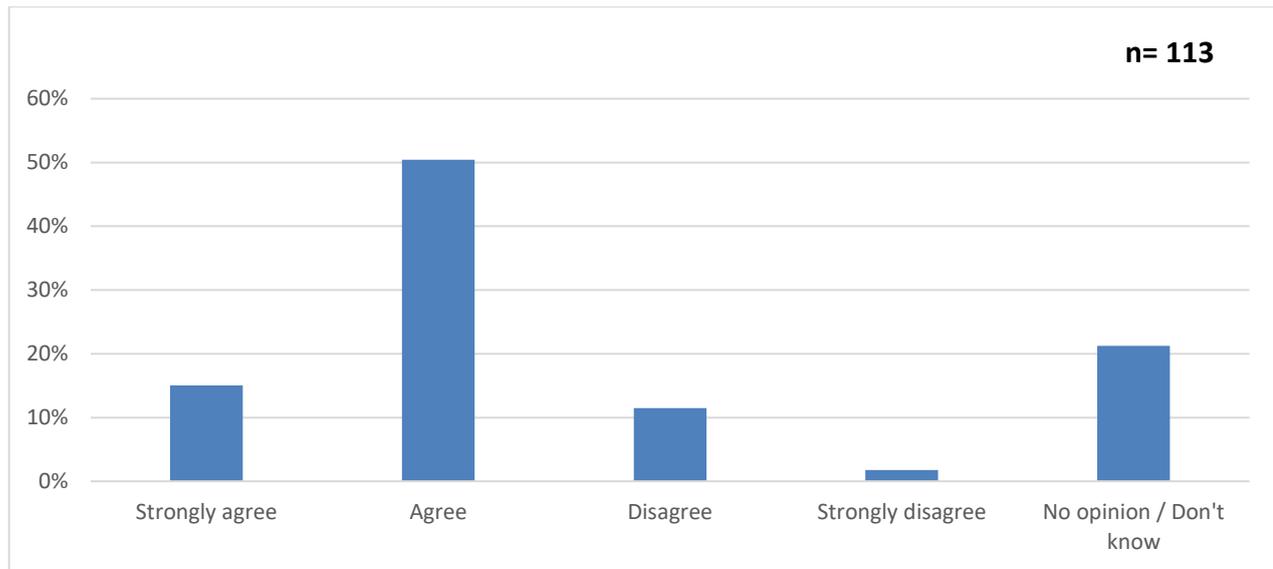
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