



SOLUTIONS FOR REFUGEES

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INTRODUCTION

The prospect of realizing durable and comprehensive solutions to their protection needs is increasingly distant for a growing number of refugees. Many in need of international protection and seeking a safe future for their families are resorting to dangerous movements, which give rise to significant protection risks.

Supporting States in finding solutions that enable refugees to access international protection and to live their lives in dignity and peace is a core part of UNHCR's work.

Solutions for persons of concern to UNHCR are achieved when they can enjoy their rights, including through access to national services, on a sustained, legal basis equivalent to that of nationals. UNHCR approaches solutions through addressing protection and solutions needs from the outset of a displacement situation. The progressive approach to solutions is a move away from a focus on only the three traditional durable solutions, voluntary repatriation, local integration and resettlement, towards a comprehensive approach to seeking solutions through different pathways such as those used to facilitate international mobility for education, work and family reunion. Wherever refugees find solutions, they will need to integrate – or to reintegrate – into society. This will require their inclusion in national services and systems such as those addressing civil registration, education, justice and healthcare, as well as the building of social and cultural ties. The achievement of comprehensive, durable solutions relies on greater international cooperation and refugee access to protection and solutions, including through greater enjoyment of rights in countries of origin and integration, and through the predictable and timely expansion of resettlement and complementary pathways.

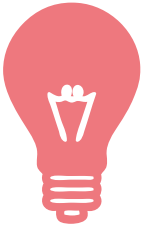
Complementary pathways afford refugees a wider range of mechanisms for how they may achieve protection and solutions. Complementary pathways help refugees gain access to safe, regulated means of protection and to solutions through work, study, and family reunion opportunities.

Durable solutions have traditionally been associated with a single pathway of permanent settlement, whether in the host country, a third country or the country of origin. However, in the context of an increasing interrelationship between refugee protection and international migration, some refugees or former refugees are using temporary or permanent alternatives as stepping stones to more permanent protection options. Such possibilities may be considered particularly where refugees are not able to sustain themselves in a host country, but can find work and other opportunities in third countries – either in the immediate region or beyond. Mobility schemes have also been used to increase the protection space for refugees in States that are not party to the 1951 Convention, or where regional agreements provide for greater enjoyment of rights than those provided for under refugee protection.

The use of such schemes does not imply that refugees waive their need for international protection; indeed, it remains incumbent on host countries to ensure that safety nets are in place to prevent the *refoulement* of people who need protection, despite their having been eligible for other entry and stay protocols.

With the three traditional durable solutions remaining elusive for so many, UNHCR is intensifying its pursuit of comprehensive solutions strategies. Multi-year, multi partner solutions strategies are being field tested, and additional funds have been committed to support longer-term comprehensive solutions plans with a wide range of partners. UNHCR is also increasingly linking its response to refugee crises and the search for solutions to development programmes. Close partnerships with host country governments and development actors are critical to solving existing situations and to preventing displacement crises from becoming protracted.

OPERATIONALIZING SOLUTIONS FOR REFUGEES: SUGGESTIONS FOR STAKEHOLDERS AND SUPPORT UNHCR CAN PROVIDE TO PARTNERS



SUGGESTIONS FOR STAKEHOLDERS

- Jointly develop and agree on **multi-year, multi-partner protection and solutions strategies** that define a long-term vision as well as the changes needed to achieve it.
- Adopt a progressive approach to finding comprehensive, durable solutions for refugees and others in need of international protection; focus from the beginning of each response on inclusion of refugees in national systems to improve the protection and solutions environment and on gradual improvements in the enjoyment of rights and level of self-reliance.
- Ensure that strategies address the legal, socio-cultural, economic and civil-political dimensions of a solution, so as to reinforce the durability of the pathway used.
- Under the leadership of States and of national actors and jointly with other partners:
 - Undertake activities to facilitate voluntary repatriation and sustainable reintegration where appropriate, in cooperation with relevant partners, as well as post-return monitoring and reporting.
 - Explore local integration options such as leave to remain and naturalization for certain groups, and ensure support for the other dimensions of a comprehensive solution.
 - Explore resettlement options and quotas for specific groups, use resettlement strategically and coordinate resettlement needs with a view to adopting a region- or situation-wide approach.
 - Explore opportunities to expand or create complementary pathways to protection and solutions, both within the region and beyond.



SUPPORT UNHCR CAN PROVIDE TO PARTNERS

Voluntary repatriation

- Ensure that refugees have access to timely and relevant information on the situation in the country of origin.
- Negotiate tripartite agreements between the country of asylum, country of origin and UNHCR that agree on approaches to voluntary repatriation.
- Ensure that any supported or facilitated return process includes robust mechanisms for verifying voluntariness and that refugees are aware of their right to wait until they no longer fear return, and of government's and UNHCR's commitment to supporting their decision to do so.
- Support "go and see" and "come and tell" visits to facilitate the repatriation process.
- Monitor the repatriation and reintegration process.
- Promote development assistance and sustainable reintegration.

Local integration

- Provide advice to governments on the effects of protracted displacement and advocate the advantages of integrating the refugee population into host communities.
- Research and collaborate with national actors on the use of or change to laws, policies and programmes that can support legal local integration, either through naturalization or through other long-term reliable stay arrangements.
- Promote dialogue between countries of asylum to share good practices on local integration.
- Work closely with national authorities and civil society, and with relevant international partners to ensure inclusion of refugees in existing or developing employment and finance schemes, vocational training and community mobilization initiatives, as well as in the provision of services such as civil registration, education, recognition of property rights and healthcare.

Resettlement

- Coordinate resettlement needs, and promote cooperation among relevant actors.
- Develop resettlement criteria, and identify candidates for resettlement.
- Promote resettlement in combination with other durable solutions.
- Lobby for resettlement opportunities, including increased quotas, diversified intake, introduction of more flexible selection criteria and a greater number of resettlement country agreements.
- Undertake emergency resettlement, including through emergency resettlement centres.

Complementary pathways to protection and solutions

- Undertake analysis of existing pathways already in use by refugees to achieve short- or long-term protection and solutions and identify potential opportunities and ways of addressing barriers.
- Enhance cooperation with national, regional and international agencies engaged in labour issues, including employer and professional groups, to explore labour migration options for refugees and to increase their access to safety measures.
- Build programmes to support the use of pathways and to help address barriers to them.
- Support the growth of international and regional networks that promote and enable refugee access to complementary pathways. Continue to raise awareness about the specific protection needs and rights of refugees while providing access to complementary pathways.

7.1

Comprehensive solutions

UNHCR works with partners to improve the enjoyment of rights by persons under UNHCR's mandate throughout displacement, progressively moving towards comprehensive durable solutions. The progressive approach entails advancement towards greater enjoyment of rights until a comprehensive durable solution is reached.

A comprehensive durable solution will leave a refugee or stateless person able to enjoy all their rights to the same extent as nationals. A comprehensive solution has legal, economic, social and cultural and political and civil dimensions, each of which needs to be addressed for a solution to be sustainable.

Comprehensive solutions take time, and involve many partners, but the key to solutions is linking all dimensions. It is advisable that all operations work with partners to develop and agree to multi-year, multi-partner protection and solutions strategies that define the long-term vision as well as the changes needed to achieve it.

PROGRESSING TOWARDS A SOLUTION, IN EVERY DIMENSION

The following reflects the process against which progress towards comprehensive solutions are measured:

Legal

The process whereby persons under UNHCR's mandate are able to enjoy a progressively wider range of rights and entitlements. The process may lead to the acquisition of permanent residence rights and ultimately to the acquisition of citizenship in the country of asylum. Indicators include right to work, freedom of movement; the issuance of travel documents, residential permits and work permits; documented citizenship or permanent residency.

Economic

The process whereby persons under UNHCR's mandate can participate in the local work force either through jobs or self-employment, commensurate with their skills, and/or obtain a standard of self-sufficiency that is similar to the host country population. Indicators include access to land, access to financing or credit, livelihood training, and access to professional licenses and/or work permits.

Social/cultural

The process whereby persons under UNHCR's mandate are accepted by the host community and State into the community without fear of discrimination, intimidation or repression, and are able to create and maintain social bonds and links within the host community, participating fully in social and cultural life. Indicators include intermarriage, the establishment of joint businesses, access to community centres, the representation of the ethnicity or racial/linguistic group in national and civil society media.

Civil/political

The process whereby persons under UNHCR's mandate are increasingly able to participate in civil society, including in community governance, local and central government, as well as through election processes and public consultations.

7.2

Pathways to protection and solutions

Humanitarian pathways, such as resettlement and other humanitarian admission programmes, private sponsorship programmes for individuals in humanitarian need, some special humanitarian visas, and medical evacuation, are designed to provide protection and solutions for refugees at risk.

Complementary pathways can reduce the need for refugees to resort to irregular and dangerous onward movements. Opening more regulated pathways for refugees, allows them to use safe and predictable means to pursue solutions to their protection needs. Complementary pathways thus afford refugees a wider range of mechanisms – study, work or family reunion – through which they may achieve protection and solutions.

Complementary pathways may be a series or suite of mobility schemes or visa options that can be made available to refugees, including through the removal of administrative and other barriers, so they can reach a solution that is durable. Complementary pathways may be independently initiated by refugees. They are, by definition, built on mechanisms established by States.

PATHWAYS TO COMPREHENSIVE SOLUTIONS FOR REFUGEES

A full analysis of opportunities and obstacles will help to identify the pathways to definitive legal solutions. Pathways might include:

- **Repatriation or return** to country and region of origin or nationality;
- **Establishment in a new region in the country of origin**, including legal residence, voting rights, etc.;
- **Acquisition of national passport** as part of a cessation process and grant of **permanent residency visa** in a former country of asylum; and
- The take up of **nationality in a new country**, including:
 - ➔ The country of asylum;
 - ➔ A resettlement country;
 - ➔ A country to which the person migrates (regional or further afield), while retaining refugee protection as part of a humanitarian programme;
 - ➔ A country offering skilled migration opportunities for which the refugee, internally displaced person or stateless person is eligible;
 - ➔ A country that offers family reunion migration; or
 - ➔ A country offering educational opportunities that can lead to permanent residency and then to naturalization.

The practical examples contained in this chapter constitute a small sample of the many existing initiatives on solutions for refugees. Since there is a range of publications already available on this issue, these sections are brief and cross-reference is made to sources where additional guidance can be obtained. Some of the examples in Chapter 9, which focuses on return of non-refugees, are also relevant to this chapter and can provide additional guidance.



Ivorian refugee family prepares to board the truck that will take them to Côte d'Ivoire. Of 38,000 Ivorian refugees living in Liberia's three refugee camps, 11,000 have expressed their willingness to return home immediately.
© UNHCR / D. Diaz / December 2015

7.2.1 Voluntary repatriation

Voluntary repatriation of refugees requires appropriate measures to ensure that any choice regarding return made by refugees is voluntary, meaning that decisions to return are free and informed. Support for the safe and dignified voluntary return of refugees to conditions of physical, legal and material safety, with full restoration of national protection as the ultimate end, aims to ensure that return is sustainable.

Engagement of all stakeholders, including returnees and the communities they return to, national authorities and civil societies in countries of origin, UNHCR, international development and humanitarian actors, diaspora and others, is important for successful repatriation and reintegration. Tripartite repatriation agreements between countries of origin, countries of asylum and UNHCR provide frameworks for voluntary repatriation, reflecting the respective roles and responsibilities of relevant actors, the obligations of States in relation to return, and the core elements and modalities of voluntary repatriation.



UNHCR: Examples of refugee repatriation

- Despite the challenging environment, progress has been made in certain contexts. The voluntary repatriation of Angolan refugees, for example, ended in September 2015, with approximately 4,600 persons returning that year. Overall, some 18,000 Angolan refugees have returned home since 2014.

For more information see UNHCR, “Last group of Angolan refugees returns home from Botswana as voluntary repatriation programme winds down”, 1 November 2013, available at: <http://goo.gl/RJ4Qtg>.

- In Côte d’Ivoire, repatriation was suspended in 2014 due to the outbreak of Ebola in West Africa. The process resumed in December 2015. By June 2016 UNHCR had helped repatriate 16,030 Ivorian refugees from Liberia to their communities of origin. UNHCR helps the returnees reintegrate in their homeland, with income-generation programmes, training and start-up aid. The Côte d’Ivoire Government has put in place a number of programmes to help the returnees regain access to their lands and for children to get access to education.

For more information see UNHCR, “Ivorian returns resume from Liberia after Ebola outbreak,” 18 December 2015, available at: <http://goo.gl/e5wlX9>.

- In 2015, some 5,000 Rwandans voluntarily returned home, bringing the total number of returns to over 160,000 since 2000. Under the Comprehensive Solutions Strategy for Rwandan Refugees, States have committed to implement its main elements and to complete all voluntary returns as soon as possible, but no later than 31 December 2017.

For more information see UNHCR, “Ministerial meeting on the Comprehensive Solutions Strategy for Rwandan Refugees joint communiqué”, 2 October 2015, available at: <http://goo.gl/etQOVM>.

- In 2016, the scale and pace of Afghan returns from Pakistan has accelerated to unprecedented levels. The total number of Afghan refugee returns could reach 360,000 by the end of 2016, 60 per cent higher than initial projections. The high numbers of return to areas with limited absorption capacity is outstripping international capacity to assist. In addition to repatriation grants for returnees, UNHCR also plans to support targeted vulnerable households to prepare for winter. These households will include returnees, internally displaced persons and host community families. The assistance will include a combination of cash assistance and non-food relief items. Shrinking asylum space and lack of access to protection elsewhere is thought to have contributed to these returns. UNHCR continues to underscore the urgency of addressing the root causes of displacement, with a view to improving the protection environment in Afghanistan. It is important to continue work with Afghanistan’s National Unity Government, humanitarian and development partners, civil society and other actors to facilitate the reintegration of returning refugees and to assist internally displaced persons.

For more information see UNHCR, “Update on return of Afghan refugees from Pakistan, Update no. 5: 17 October–24 October 2016”, available at: <http://goo.gl/lbL4OB>.

UPDATE ON RETURN OF AFGHAN REFUGEES FROM PAKISTAN
Update no. 5: 17 October – 24 October 2016

KEY FIGURES
As of 24 October 2016

- 360,000 Total Afghan refugees voluntarily returned in 2016
- 250,000 Total Afghan refugees returned since 2014
- 100,000 Total Afghan refugees returned since 2014

OVERVIEW

- The return and pace of Afghan returns from Pakistan has accelerated to unprecedented levels and continues to happen at a rate higher than initial projections. The high numbers of return to areas with limited absorption capacity is outstripping international capacity to assist. In addition to repatriation grants for returnees, UNHCR also plans to support targeted vulnerable households to prepare for winter. These households will include returnees, internally displaced persons and host community families. The assistance will include a combination of cash assistance and non-food relief items.
- Due to these increasing needs, UNHCR is seeking its Supplementary Appeal of 10 September to request repatriation of Afghan refugees from Pakistan and provide winter support for vulnerable households.

TRENDS

- More than 6,000 Afghan refugees are crossing the border from Pakistan each day. Some 20,000 returns were recorded during the past week, bringing the total number to 32,000 in the first three weeks of October. This is the highest rate of returns in a single month since 2015.
- So far this year, 262,000 Afghan refugees have returned from Pakistan. This is more than three times the total number of returns recorded in 2015 (88,000) in the months of the months are being added to the previous: September, October, November and December.
- An average of 200,000 returns are being processed in the Regional Reception Centres (RRC) in Pakistan each day. Around 80% are from Afghan Resettlement Program beneficiaries in 120 from Iraq, being returned to the Taliban border crossing.
- The return rate through the Kabul Regional Reception Centre in Kandahar significantly increased this month, compared to August and September.
- It is likely that return trends will remain high, given the fact that borders are still to remain before the start of winter. At the same time, bordering originating from the Taliban border areas in Afghanistan may decide to remain in Pakistan during the winter.

MOST URGENT FINANCIAL NEEDS
2,000.7 million
Estimated total financial needs for the period of 17 October 2016 to 24 October 2016

A 15-minute video for October 2016 and 17 October. The numbers for 2016 and 2015 are for the entire year. Figures for Pakistan and other countries are based on returns from the border. However, approximately 100,000 Afghan refugees are still in Pakistan and are not included in the numbers.



UNHCR: Sample tripartite voluntary repatriation agreement

The sample tripartite voluntary repatriation agreement between a country of asylum, a country of origin and UNHCR outlines the voluntary nature of repatriation and emphasizes the importance of safe and dignified returns and legal and physical protection in countries of origin; freedom in the choice of destination and family unity; personal documentation, and access to services once repatriated. Tripartite agreements also reinforce the importance of UNHCR's supervisory role and of the need to ensure that all aspects of voluntary repatriation are monitored.

The UNHCR sample tripartite voluntary repatriation agreement is available at: <http://goo.gl/bb6j5O>.

7.2.2 Local integration

Local integration in a country of first asylum can be an appropriate solution in some countries and/or for some groups of refugees.¹ The 1951 Convention and its 1967 Protocol (the 1951 Convention) provide a legal framework for the integration of refugees by host country governments.

Once it is decided that a State will offer local integration prospects, the form of the legal provisions and the extent to which specific interventions are needed to support a comprehensive process will depend on a number of factors. Groups for whom the option of local integration can be the most important include refugees born on a host country's territory who are of undetermined nationality or at risk of statelessness, and refugees who have established close links in the host country. While recognizing the challenges involved with opening the possibility of legal local integration to large numbers of refugees, it is important for all stakeholders to understand the negative impacts of refugees living many years and decades without a clear idea of possible future options, and to consider the advantages of offering refugees the chance to settle, to invest in the country and to contribute to the community as soon as possible.

Host countries sometimes adopt an incremental approach to local integration by granting permits to stay that gradually lead to a wider range of rights and entitlements over time. UNHCR encourages States to ensure that refugees enjoy some rights – including those that appear in the 1951 Convention – from the outset of an emergency. These include documentation, administrative assistance and freedom of movement, as well as the rights to work, education, health care and family unity.

In certain situations, host countries may be willing to integrate refugee populations but may lack sufficient resources and require assistance and support from the international community. Recent events and processes, including the 19 September 2016 New York Declaration for Refugees and Migrants, express the political will of world leaders to save lives, protect rights and share responsibility for refugee protection and solutions on a global scale.²

¹ For further details, see UNHCR, "Local integration", available at: <http://www.unhcr.org/pages/49c3646c101.html>.

² United Nations General Assembly, "Draft resolution referred to the high-level plenary meeting on addressing large movements of refugees and migrants by the General Assembly at its seventieth session: New York declaration for refugees and migrants", 13 September 2016, available at http://www.un.org/ga/search/view_doc.asp?symbol=A/71/L.1.



A young refugee separates her market garden into areas for watering. She received the plot as well as technical advice from an agricultural expert through a programme of Africare, an NGO partner of UNHCR.
© UNHCR / F. Noy / December 2011

2011–PRESENT

Brazil: Furthering local integration with a focus on livelihoods



A Background and rationale

The number of refugees in Brazil has significantly increased since 2010, leading to reported scarcities of employment opportunities.

In different participatory assessments with refugee populations, the need for employment has consistently been raised as a main concern. UNHCR and implementing partners have faced challenges in assisting qualified refugees to find employment that matches qualifications; the vast majority has had to change their field of work or take up lower paid jobs.

UNHCR designed a local integration strategy in response to these concerns in order to promote labour and economic solutions for persons of concern.

B Actors

- UNHCR
- Local State authorities (State committees on migration and asylum)
- Comité Nacional para Refugiados (CONARE)
- Human Rights and Labour Working Group of the Global Compact Network Brazil
- Caritas
- EMDOC
- Women Entrepreneurs Network

C Actions

→ Increased partnership with the private sector

- Caritas and UNHCR partnered with EMDOC, an immigration law firm, in 2011 to develop Programa de Apoio para a Recolocação dos Refugiados, a support programme for the placement of refugees in the Brazilian labour market. Ongoing activities include educating private companies and the public on the labour rights of refugees, building partnerships with companies to enhance refugees' access to employment opportunities, and supporting refugees and asylum-seekers in the job application process (for example, with the preparation of curricula vitae).
 - The Human Rights and Labour Working Group of the Global Compact Network Brazil, in collaboration with partner organizations including UNHCR and Caritas, conducts capacity-building activities for female refugees. Since the start of the project in September 2015, the working group held several workshops for refugees as well as information sessions for human resources representatives from companies to raise awareness on the rights of refugees regarding employment. The project has been successful in facilitating contact between refugees and enterprises. Women are mentored by the Women Entrepreneurs Network and receive guidance in developing their business.
-

→ Increased partnership with public and private universities

- UNHCR engaged 12 universities to provide support services to enhance refugees' access to higher education including facilitated admission procedures for refugees, Portuguese language classes and scholarships for refugees.
-

→ Advocacy for Government programmes enhancing refugees' access to the labour market

- UNHCR advocated for the creation of State committees on migration and asylum. Such committees were set up in Amazonas, Minas Gerais, Rio de Janeiro, Rio Grande do Sul, São Paulo and Paraná. The committees in Rio de Janeiro and Paraná have adopted a local integration plan with the support of UNHCR. Following advocacy interventions in São Paulo, a number of targeted services were launched to support refugees in entering the labour market, such as Portuguese language classes and job agencies.
- On 3 June 2015, UNHCR organized a roundtable on local integration bringing together key members from the Government of Brazil along with respected community figures and refugees to speak about the various aspects of local integration in Brazil and specifically in the city of São Paulo.

D Review

There is a favorable environment to strengthen local integration mechanisms in Brazil. This is evidenced, for example, by the organization of the National Conference on Migration and Asylum by the Ministry of Justice. The Conference was an historical landmark, as for the first time ever an institutional mechanism was put in place for the Government to receive inputs from migrants and refugees at a national level. As part of the Conference, UNHCR hosted a roundtable in order to foster dialogue among refugees, Government and civil society. Some 150 people participated in the event, including refugees from 12 nationalities, and representatives of the Federal Government and the São Paulo State and Municipal Governments.

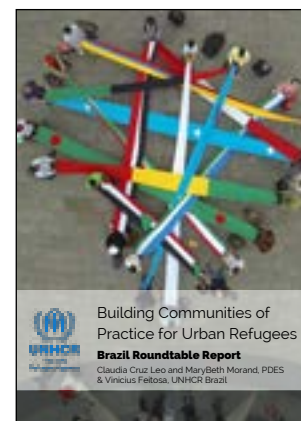
E Further information

“Building communities of practice for urban refugees: Brazil roundtable report” is available at:

<http://reliefweb.int/sites/reliefweb.int/files/resources/5613d73c9.pdf>.

More information on the support programme for the placement of refugees in the Brazilian labour market is available in Portuguese at:

<http://refugiadosnobrasil.com/sobre-nos/>.



UNHCR: Examples of livelihood projects

2016–PRESENT

The diversification of agricultural income in Uganda

UNHCR promotes a resilience livelihood approach in Uganda to help refugees and host community farmers co-exist while increasing income and reducing climate-induced risks. Under various projects, farmers are supported by UNHCR in diversifying their agricultural activities in order to grow income to eventually cover basic needs during the low points in the agricultural season. For instance, fish caging was introduced in Lake Oruchinga. Using this technique, farmers were able to produce in a six-month period about three tonnes of fish per 25-square-meter cage. Farmers gained a major source of protein as well as a source of income by selling at least 50 per cent of harvested fish. In Adjumani, farmers benefited from a beekeeping project. Part of the honey produced was consumed at household level while the remainder was sold, with proceeds reinvested in additional beehives.

The promotion of market-oriented sustainable livelihoods in Chad’s Gore region

This programme aims to support refugees and host community farmers in building livelihood assets in selected agricultural value chains that have potential for growth in the region. Farmers receive training on best agricultural practices, are grouped in cooperatives to achieve economies in scale and benefits from collective marketing, and are given access to financial resources to expand their production. Interventions are identified based on needs and the ability to achieve quick-win impacts. For instance, in 2016, veterinary clinics and input supply shops were established to provide easy access to services through private initiatives that are collectively managed.

Irrigated agriculture production project in Ethiopia

UNHCR supported farmers in Dollo-Ado, a semi-arid area in Ethiopia, to cope with water stress by increasing access to irrigation water. Large water schemes were established with farmer cooperatives comprised of refugees and host community members. Access to water expanded cropping areas and season, improved yield, and reduced seasonal shocks. Farmers received training on best agricultural practices and were oriented toward market-driven production. They also received production inputs and tools that weren’t accessible in the area. Tractors were procured and given to cooperatives to supply production services for all members.

The Graduation Approach: Reaching families living in extreme poverty in Burkina Faso

UNHCR launched several initiatives based upon the Graduation Approach to build food security and sustainable livelihoods. The Graduation Approach, anchored in UNHCR Global Strategy for Livelihoods 2014–2018, aims to bring to UNHCR operations innovative, market-based methods for building refugee self-reliance. It involves identifying the most vulnerable households within a community, providing a regular and time-bound cash transfer to enable them to meet basic needs, developing their ability to save money as a tool to build resilience and enhancing their technical and entrepreneurial skills through livelihood training. The approach is being integrated into two value chain projects in refugee camps in the Sahel region of Burkina Faso. Projects aim to stimulate profitable and sustainable income-generating activities for Malian refugee and host communities. At the end of the projects, participants should be able to meet their essential needs using their own capabilities, resources and funding. The projects are built on a sequenced approach to self-reliance consisting of market analysis, consumption support, capacity building, asset building, cash/capital grants and access to credit. Twelve refugee coaches are currently supporting 300 participants in this approach.

In the Burkina Faso refugee context, the goal of the Graduation Approach is to help people with varying socio-economic profiles move their projects from one level to the next until they are self-reliant. The intention is to progressively bring in additional participants as those having moved through the programme with the help of coaching graduate. As the project has evolved, UNHCR identified the need for more work with some participants to help with the management of income and with the social challenges presented. Increased work with communities is helping them to analyze the issues and to identify approaches that will support sustainability.



At Malpensa Airport, an Egyptian refugee living in Milan is reunited with his wife and children after two years separation.
© UNHCR / C. Russo / July 2016

7.2.3 Resettlement

Resettlement of refugees to a third country where they can enjoy long-term protection and integrate into the host society can be a solution for some refugees, particularly those with limited prospects for local integration or voluntary repatriation, or for those with specific needs who cannot find adequate protection in the country of origin or the country of asylum.³

In the context of mixed movements, resettlement can be an effective mechanism for responsibility sharing and international cooperation, providing options to assist first countries of asylum consistent with the principle of international solidarity. Resettlement agreements can encourage coastal States to allow for disembarkation of refugees rescued at sea, by differentiating responsibilities for initial reception and processing arrangements from the provision of long term solutions. This is now more significant as resettlement has grown in size and scope, due to increased State interest in the use of resettlement and other forms of admission as a refugee response. This is evidenced both in the rising number of countries offering resettlement places and the doubling of the number of UNHCR submissions of refugee cases for resettlement since 2012. States have recently committed to increasing the range and number of legal pathways available for refugees to be admitted to or resettled in third countries in the New York Declaration.⁴ In the context of mixed migration, this increased commitment by the international community to offer more resettlement opportunities for refugees will benefit countries of asylum which often struggle to cope with providing protection and solutions to refugees.

³ More information on refugee resettlement is available at: <http://www.unhcr.org/pages/4a16b1676.html>.

⁴ On 19 September, 2016 the United Nations General Assembly adopted a set of commitments to enhance the protection of refugees and migrants known as the New York Declaration on Refugees and Migrants. Annex I of the Declaration is the Comprehensive Refugee Response Framework. On the 20 September, a Leaders' Summit for Refugees was held, initiated by President Obama, at which State commitments were made to support refugees and hosting countries.



Egypt: Resettlement as a protection tool for victims of trafficking

A Background and rationale

Due to its geographical location, Egypt is a critical hub for the mixed migratory flow moving from the Horn of Africa to Israel and Europe. Smuggling of individuals mostly from the Horn of Africa through Eastern Sudan and the Sinai into Israel has been ongoing since 2006. This initially voluntary movement turned into one characterized by kidnapping and increasingly brutal trafficking from around 2010 onwards.

Victims include men, women, children and accompanying infants fleeing from already desperate circumstances mainly in Eritrea and Ethiopia. Some were kidnapped from refugee camps and their surrounding areas or smuggled across borders by middlemen. The victims were taken to the Sinai and sold, sometimes more than once, to Bedouin groups. Once in the hands of traffickers, the ransoms reached up to USD 33,000. The trafficked were kept in houses and camps close to the Israeli border in inhumane conditions and subjected to daily torture. Most of the women and many men have been subjected to acts of sexual violence on an ongoing basis, and often for extended periods of time. Families, communities in countries of origin and diaspora communities all over the world have over the years contributed to collections to pay ransoms.

Those who were released, or escaped from the traffickers, found themselves stranded in Cairo. Local integration of victims of trafficking can be challenging, particularly in a politically unstable context, because of the heightened protection concerns, psychosocial trauma of the victims and limited or non-existent self-reliance options. In this context, UNHCR has worked to find resettlement opportunities to ensure that victims and their families obtain effective protection in a third country.

B Actors

- UNHCR
- IOM
- NGOs, including Africa and Middle East Refugee Assistance, Saint Andrew's Refugee Services and Ethiopian and Eritrean community-based organizations
- Resettlement countries, notably the United States of America, Canada and Australia

C Actions

- UNHCR employed resettlement as a protection tool for victims of trafficking through the Sinai who continued to face protection concerns and in particular the risk of re-abduction in Cairo. Local integration was generally not a viable option, because adequate services for treating severely traumatized victims of trafficking and torture were unavailable, and because of ongoing risks of exposure to sexual and gender based violence.

→ UNHCR provided victims of trafficking with access to accelerated registration and refugee status determination procedures, and facilitated access to suitable durable solutions, in particular resettlement to third countries.

→ UNHCR collaborated closely with IOM as the key partner organization providing assistance to victims of trafficking in Egypt, along with several NGOs including Africa and Middle East Refugee Assistance, Saint Andrew's Refugee Services and a number of community-based organizations. Together, these organizations worked to identify and process vulnerable individuals for resettlement.

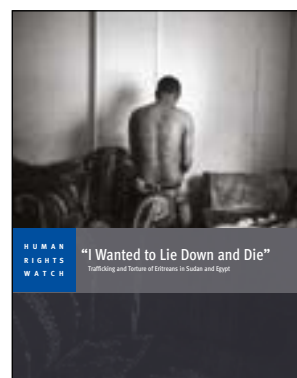
D Review

Resettlement has been crucial in providing Ethiopian and Eritrean victims of trafficking with access to durable solutions. The main destination countries for resettlement over this period were the United States, Canada and Australia. As of 1 March 2016, the vast majority of victims of trafficking who were identified between 2012 and 2014 had been resettled to third countries. Over 200 Ethiopian and Eritrean victims of trafficking have departed to various resettlement countries, while 85 are at different stages of the resettlement process and will be departing shortly. While there has been a significant decrease in the number of trafficking cases in Egypt since 2014, UNHCR continues to engage to support victims of trafficking in the region, including through resettlement where this is the most appropriate option.

E Further Information

For more information on the human trafficking through the Sinai, see Human Rights Watch, *"I Wanted to Lie Down and Die": Trafficking and Torture of Eritreans in Sudan and Egypt*, 11 February 2014, ISBN: 978-1-62313-0978, available at: <http://goo.gl/9I2FN7>.

For more information on refugee resettlement, see the UNHCR, "Resettlement", available at: <http://www.unhcr.org/resettlement.html>.





UNHCR: Enhancing responsibility-sharing efforts through the Syria Core Group

A Background and rationale

In response to the large-scale, protracted displacement of Syrians, and as part of international responsibility-sharing efforts, the Syria Core Group was formed in 2013.

Core groups are formed under the umbrella of UNHCR’s main resettlement forums – the Working Group on Resettlement and the Annual Tripartite Consultations on Resettlement – to create a space for States to cooperate on resettlement programmes for individual populations. These groups are established through the agreement of resettlement States and UNHCR based on a joint assessment for a coordinated, multi-year approach.

The Syria Core Group aims to:

- Secure increased opportunities for resettlement and humanitarian admission of Syrian refugees;
- Increase cooperation and support to achieve more efficient and effective resettlement processes from identification to departure; and
- Foster dialogue with host States to demonstrate solidarity and support the resettlement and protection of refugees.

B Actors

- The Syria Group is currently comprised of 29 States, IOM, UNHCR and the EU.

C Actions

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- Since its creation, the Syria Core Group has met in Geneva at least four times each year, and has also conducted field visits to Egypt, Jordan, Lebanon and Turkey to meet with host governments, UNHCR staff and Syrian refugees. These visits have helped to familiarize States with the operational contexts in which refugee resettlement takes place, provided opportunities to discuss matters of shared concern with host Governments, and laid the groundwork for increased resettlement and humanitarian admission opportunities for Syrian refugees.
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- Once a year, the Syria Core Group also convenes a working group meeting for representatives from refugee-receiving countries neighbouring the Syria Arab Republic to come together in Geneva, exchange information and provide feedback on the implementation of the resettlement and humanitarian admission programmes for Syrian refugees.

→ The high level meeting on 30 March 2016 on Global Responsibility Sharing through Pathways for Admission for Syrian Refugees was a product of the Syria Core Group working together with UNHCR to promote additional pathways for Syrian refugees through innovative approaches. The meeting aimed to secure pledges for increased admission opportunities for Syrian refugees, setting the goal of ten per cent of the Syrian refugee population (or 480,000 places). The success to date has been impressive, with close to 225,000 places pledged for resettlement and other pathways.

D Review

The Syria Core Group has played a critical role in mobilizing support for large-scale resettlement, testing new approaches to processing, and forging a link with refugee-hosting States neighbouring the Syrian Arab Republic. It has demonstrated that large-scale resettlement can be an effective means of sharing the responsibility for refugee protection. By resettling the most vulnerable refugees, international responsibility sharing can lead to protection dividends by, for example, alleviating the pressures on critical health and social services in host countries. The Syria Core Group is a clear example of targeted multilateral efforts on a specific refugee situation generating political traction leading to more countries becoming involved, and ultimately, the availability of more pathways for more refugees.

7.2.4 Complementary pathways to protection and solutions

Complementary pathways serve to increase the range of safe and regulated means by which refugees may reach sustainable solutions to their international protection needs. Complementary pathways may offer permanent solutions immediately or contribute to durable solutions realized progressively through the use of a series of residency permits or visas.

A particular feature of complementary pathways is that refugees generally use them autonomously. Refugees already use many existing avenues, but with growing openness on the part of States, UNHCR and other partners have an opportunity to support their increased use as well as the creation of more. While still evolving, support from UNHCR and other organizations will be designed to lift barriers, facilitate connections, develop systems, improve protection standards, and monitor processes and outcomes so as to ensure protection and help to grow viable outcomes.

Complementary pathways may be found through individual Member States' general temporary entry and permanent residence or migration programmes, or through a combination of different States' temporary entry and permanent residence or immigration programmes. These include (but are not limited to):

- Family reunification for extended family members who do not fall within refugee resettlement criteria;
- Points-based and skilled entry or other schemes; and
- Education and apprenticeship programmes, including those that involve community or institution sponsorship.

Pathways may be local, regional or global in scope, or designed to serve a limited number of nationalities, professions and skills or other categories. They will most likely be achieved in partnership with civil society actors. For example, a pathway to solutions may be found through visas or permits that promote (facilitated) study to apprenticeship and then apprenticeship to work; or study-to-work-to-long-term residency.

Complementary pathways will take many forms but should be part of a progressive approach to comprehensive solutions, with ongoing international protection and continuous advancement towards greater enjoyment of rights, while comprehensive, durable solutions are pursued. All parties involved need to commit to facilitating the evolution of the pathways to result in improved protection and the opportunity to find a solution. Where an opportunity puts refugees at risk of *refoulement*, either immediately or in the future, UNHCR should not support it as a pathway to protection and solutions.

UNHCR will work with Member States, international and other non-government organizations, civil society actors, academia, the private sector and refugees themselves to identify viable pathways to protection and solutions. UNHCR will facilitate refugees' access to authoritative information, programming and advocacy that helps to lift barriers, and provide or facilitate counselling to refugees, so they are in a position to benefit from the availability of complementary pathways.

2013–PRESENT

Brazil: A complementary pathway to protection and solutions for Syrians



A Background and rationale

Since 2013, Brazilian consulates in the Middle East have been issuing special visas under simplified procedures to people affected by the Syria conflict allowing travel to Brazil, where they may then present an asylum claim. This practice, based on Normative Resolution Number 17, passed on 20 September 2013 by the Government of Brazil, aims to open the Brazilian asylum space to people of Syrian nationality based on a “shared responsibility” approach to pursuing comprehensive solutions for persons in need of international protection.

Despite the geographical distance, Brazil extended this open-door policy in September 2015 for an additional two years to give more people a chance to rebuild their lives after fleeing violence in the Syrian Arab Republic.

B Actors

- Government of Brazil
- UNHCR

C Actions

- By October 2015, 8,000 people affected by the Syria conflict had received special visas issued pursuant to Resolution Number 17 and were able to begin to rebuild their lives in Brazil.

- In 5 October 2015, UNHCR and the Government of Brazil signed a cooperation agreement to enhance and formalize cooperation on Brazil's special visa programme for people affected by the Syria conflict.

- Under the agreement, UNHCR and Brazil agreed to make the process of granting the special visas more efficient and secure. Better procedures will be put in place to identify individuals and families of concern who may qualify for a special visa, and who may desire pursuing protection and solutions in Brazil. Both Syrian nationals and others affected by the Syria conflict can take advantage of this programme. The cooperation between UNHCR and Brazil includes the exchange of information, expertise and experience

- Under the agreement, UNHCR provides training and capacity building activities to the Brazilian consular representations in Jordan, Lebanon and Turkey on interviewing techniques and the identification of potential candidates for visas based on the humanitarian policy of the Brazilian Government.

D Review

The Brazilian special visa programme constitutes an important gesture of international solidarity offering a progressive approach to solutions, by providing refugees with an opportunity to pursue an alternative, complementary pathway to protection and solutions. Those seeking asylum in Brazil will have access to work and education while they await the outcome of their application for asylum. Brazilian legislation extends to refugees a number of rights, such as to work, education, health, and mobility within national territory, thus allowing visa holders to rebuild their lives in Brazil.

E Further information

For more see UNHCR, "Brazil and UNHCR strengthen partnership to help refugees fleeing the Syria conflict", 7 October 2015, available at: <http://www.unhcr.org/5615130c6.html>.

