

THE INTEGRATION OF RESETTLED REFUGEES

Essentials for Establishing a Resettlement Programme and Fundamentals for Sustainable Resettlement Programmes



Resettlement gives refugees - whose lives have been shattered and futures placed on hold - renewed hope, and the opportunity to rebuild their lives. UNHCR encourages States to establish formal resettlement programmes to increase the number of refugees who can benefit from this durable solution. However, resettling refugees requires advance preparation, planning, and long-term commitment.

This guide provides an overview of the essential elements a State must put in place in order to establish a resettlement programme, and the fundamentals that should be developed over the longerterm to ensure that their resettlement programme is sustainable.

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

> ICRIRR Principles, in UNHCR, Refugee Resettlement: An International Handbook to Guide Reception and Integration, 2002, p. 12-13. http://www.unhcr.org/refworld/docid/405189284.html

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A. Resettlement

Resettlement gives refugees - whose lives have been shattered and futures placed on hold - renewed hope, and the opportunity to rebuild their lives. Resettlement goes far behind the relocation of refugees to a third state; it involves a process of being received and integrated within a new society. Governments, NGOs, volunteers, the local population, and the refugees themselves all contribute to the integration process. With the support of receiving communities, resettled refugees are able to begin a new life with dignity and respect.

Refugee resettlement is a partnership activity. UNHCR identifies refugees in need and submits their cases, but resettlement is dependent on States to voluntarily admit refugees and support

them to integrate. States that have made the formal commitment to offer resettlement on a regular basis are considered resettlement States by UNHCR.

Resettlement involves the selection and transfer of refugees from a State in which they have sought protection to a third State which has agreed to admit them – as refugees – with permanent residence status. The status provided ensures protection against refoulement and provides a resettled refugee and his/her family or dependants with access to rights similar to those enjoyed by nationals. Resettlement also carries with it the opportunity to eventually become a naturalized citizen of the resettlement country."

UNHCR, UNHCR Resettlement Handbook, 2011, p. 3, http://www.unhcr.org/resettlementhandbook

Ensuring that Resettlement Offers a Durable Solution

For some refugees, permanent resettlement in a third country is the most appropriate, or the only, durable solution. The 1951 Refugee Convention lists a range of socioeconomic and legal rights to be accorded to all refugees to allow them and their families to integrate and eventually to naturalize. While resettlement itself is not a right, the very definition of resettlement stresses that permanent status and rights are to be accorded to refugees voluntarily selected by a State. Ensuring that refugees have access to these rights is essential to the *durability* of resettlement.

UNHCR seeks solutions for each and every person of concern as part of its mandate, and has a responsibility to ensure that a solution is viable before it is promoted. Refugees remain of concern to UNHCR until they benefit from the effective protection of a State. UNHCR therefore has a responsibility to assess the readiness and capability of a State to resettle refugees, and has a role to play in integration issues. The measure of *effective* resettlement is not only how many refugees in need of resettlement have access to this solution each year, but also how well they are received and supported in the process of becoming full participants in their new communities.

States also have an obligation to facilitate the integration of refugees recognized in their country, and integration programming should largely be accessible to all refugees. However, States have the opportunity to make advance preparations for refugees selected for resettlement, and to establish specialized plans to meet the specific needs of individuals and groups identified before arrival.

Refugees generally have a high level of motivation not only to rebuild their own lives, but also to make a meaningful contribution to the receiving society. However, resettlement States *must* offer refugees the support and opportunities they require to facilitate their integration into their new community. Facilitating their integration requires a sustained government commitment to establish and implement the legislation, policies, resources and expertise to enable resettled refugees to reach their potential as productive citizens.

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UNHCR's Agenda for Protection calls upon states to put in place policies to ensure that resettlement runs in tandem with a vigorous integration policy. Language training, education, vocational training, employment, support for family reunification – these and many other activities are the building blocks of integration. And while resettlement is a way of protecting refugees and a tangible sign of responsibility sharing by states, there is no doubt that refugees also make important contributions to their new societies."

> Ruud Lubbers, United Nations High Commissioner for Refugees, Forward, *Refugee Resettlement: An International Handbook to Guide Reception and Integration,* 2002, <u>http://www.unhcr.org/refworld/docid/405189284.html</u>



What is Integration?

Integration is a dynamic two-way process that places demands on both the refugee and the receiving community. Integrating refugees goes beyond ensuring that they are provided with basic needs and access to services. Integration requires that receiving States and civil society create a welcoming environment which supports refugees to achieve long-term economic stability and adjust to the new society, including fostering a sense of belonging, and encouraging participation in their new communities. Vigorous integration programmes enable refugees and their families to enjoy equality of rights and opportunities in the social, economic, and cultural life of the country.

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

ICRIRR Principles, in UNHCR, *Refugee Resettlement: An International Handbook to Guide Reception and Integration,* 2002, p.12, <u>http://www.unhcr.org/refworld/docid/405189284.html</u>

There is no exact measurement to determine at what point a newcomer is fully integrated, and there is no single, set prescription for the establishment and delivery of an integration programme. Integration occurs within a specific cultural context and social and economic environment. These vary widely among resettlement countries, as do systems of governance, and divisions of responsibility between national, State, provincial, territorial, district, regional, and municipal authorities in established and prospective resettlement states.

While UNHCR recognizes and affirms each State's need to approach resettlement in a manner appropriate to its particular context, UNHCR also advocates that the legal and socio-economic needs of resettled refugees be met in a manner that ensures a durable solution has been achieved. Although there is no global standard on resettlement and integration outcomes, States have developed instruments to measure refugees' economic and social outcomes, and there is ongoing collaboration to establish benchmarks and criteria to evaluate integration. The European Union, for example, has established integration standards, and through concerted national and regional efforts, is developing indicators to measure integration outcomes of refugees in EU States.

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

> > ICRIRR Principles, in UNHCR, *Refugee Resettlement: An International Handbook to Guide Reception and Integration,* 2002, p.12, <u>http://www.unhcr.org/refworld/docid/405189284.html</u>

Since the late 1990's, States, NGOs and UNHCR have devoted considerable efforts to assessing integration practices, and sharing guidance and good practices on building the foundation for resettlement programmes, establishing policies and procedures, delivering essential services, and preparing the host society. Distributing guidelines on good practices and organizing trainings, conferences, and twinning exchanges are all invaluable to supporting the efforts of new, prospective and established resettlement countries.

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While integration occurs within a framework of national policy and in a particular cultural context, it is fundamentally a personal process through which **refugees develop a sense of belonging**, make friendships, and enjoy mutual respect in their new society."

> Preamble, ICRIRR Principles, in UNHCR, *Refugee Resettlement:* An International Handbook to Guide Reception and Integration, 2002, p.12, <u>http://www.unhcr.org/refworld/docid/405189284.html</u>

Providing focused integration support is a sound investment. There is no evidence that refugees with the most education and work experience are the most likely to integrate; however, there is evidence that even the most vulnerable and disadvantaged can successfully integrate with the right support. Promoting optimal conditions for integration enables refugees to settle harmoniously and achieve independence, using the skills and attributes they have brought with them to benefit their new country.

Resettlement as a State Commitment

At the core of any sustainable resettlement programme is the commitment of the State to offering refugees protection and a truly durable solution. *All other elements of a sustainable resettlement programme flow from this commitment.*

Establishing a formal resettlement programme is a generous expression of a State's commitment to sharing the responsibility for addressing refugee situations with countries of first asylum. However, in order for resettlement to truly be a durable solution, resettled refugees must have the opportunity and support needed to integrate into their new communities. Setting up a resettlement programme requires advance preparation between levels of government and/ or non-governmental partners to ensure that required reception services and integration supports are in place for refugees on arrival, and are available throughout their integration period.

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Among the millions of refugees resettled, there may be a qualified doctor working as a cab driver; or a shoemaker who has become a multimillionaire. Neither is, however, an accurate reflection of an entire population, nor particularly relevant to determining if the needs that prompted resettlement were met. We cannot judge resettlement's value by isolated anecdotes on integration. Nobody promises a refugee that resettlement will lead to a perfect life, or even a happy one, just as no one can promise a refugee that repatriation ends all ills. Through resettlement, or any durable solution, we try to provide a fair chance to restart their lives.

UNHCR Dialogue; Spring 2006, p5, quoted in *Measuring* resettlement outcomes by looking at integration indicators, February 2009 Working Group on Resettlement

Reliable, predictable and committed State programmes are needed for UNHCR to respond to protection needs through resettlement, and to effectively manage resettlement processing. Recent growth in the number of resettlement States has meant that many programmes are still new or emerging, and their resettlement programmes can be considered "in development." However, setting up and maintaining an effective reception and integration programme for resettled refugees is not only a challenge for new resettlement countries, but also an ongoing focus for all resettlement countries and their partners.

Some resettlement States face significant challenges in establishing their programmes, as commitments were made before the required preparations were in place. Other resettlement States who established their programmes years ago have yet to secure domestic funding, but rather continue to rely on external financial support to provide essential services to resettled refugees. Newer, and even established resettlement countries must also contend with serious difficulties in sustaining domestic support and funding for their resettlement programmes. This range of challenges has led some States to suspend their programmes or reduce their quotas, undermining UNHCR's ability to offer refugees a durable solution.

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UNHCR encourages States to be **predictable** in terms of admissions levels including multi-year commitments, budgets, and eligibility criteria; **diverse** in terms of the refugee beneficiaries, to include protection cases as well as refugees with specific needs; **responsive** to urgent needs, emerging needs and appeals for responsibility sharing; and **non-discriminatory** in selecting refugees for resettlement on the basis of their needs, regardless of nationality, ethnicity, religion, family size or other factors."

UNHCR Resettlement Handbook, 2011, p.386, http://www.unhcr.org/resettlementhandbook

A resettlement State's relative "success" in facilitating effective integration of all refugees directly affects the degree to which its receiving communities continue to endorse and support national resettlement policies.



Establishing and Sustaining Resettlement Programmes

While national administrative, political, cultural and economic systems vary widely between States, there are standard essentials that must be in place before resettlement can begin. These include legislative and policy instruments ensuring status and rights; stakeholder consultation and collaboration; and integration programmes to deliver support and provide access to essential services. A State that does not have these essentials in place is not considered ready to offer refugees a permanent solution through resettlement.

However, ensuring these essentials are in place is just the beginning, as resettlement States make the commitment to resettle refugees on a regular basis. Ensuring that resettlement programmes are effective and sustainable in the long term takes time, as policies and systems must be put into place and adapted based on experience, and communities must be engaged to foster a welcoming environment. All resettlement States should work towards the fundamentals of entrenching resettlement in their legislation and policy instruments, securing stable funding, developing responsive integration programmes, and fostering the domestic support required to make multi-year commitments. By working towards these fundamentals, States can ensure that their resettlement programmes are sustainable in the long term.



B. Essentials for Establishing a Resettlement Programme

Resettling refugees requires advance planning and preparation. The following structures and processes must be in place before a State is ready to receive resettled refugees:

Legislation and policy instruments to ensure a secure legal status and the allocation of rights;

Stakeholder consultation and collaboration; and

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An integration programme to deliver required supports and ensure access to essential services.

Legislative and Policy Instruments

Resettlement cannot begin without the effective implementation of a legal and policy mechanism to establish the State's resettlement criteria and procedures, and to ensure that refugees are granted basic rights, and are provided with a secure status and access to naturalization.

Although permanent residence on arrival is the goal, the assumption is that resettled refugees will, at a minimum, be given a status and rights on arrival that is equivalent to refugee status, in accordance with the applicable domestic legislation. The status provided must offer long-term security including the possibility of acquiring citizenship, and must not restrict access to certain rights. Naturalization removes some of the final barriers to integration, and deepens the bond between resettled refugees and their new country.

Family unity is a fundamental principle of refugee protection, and States are encouraged to take the necessary measures to maintain the unity of the family, and ensure that financial and administrative barriers do not hamper family reunification.

States who commit themselves to a regular resettlement quota will ideally have flexible and responsive selection criteria and procedures. UNHCR recognizes, however, that creating support for the legislative and policy changes required to entrench flexible selection criteria and to offer permanent residence upon arrival may be a long-term process.



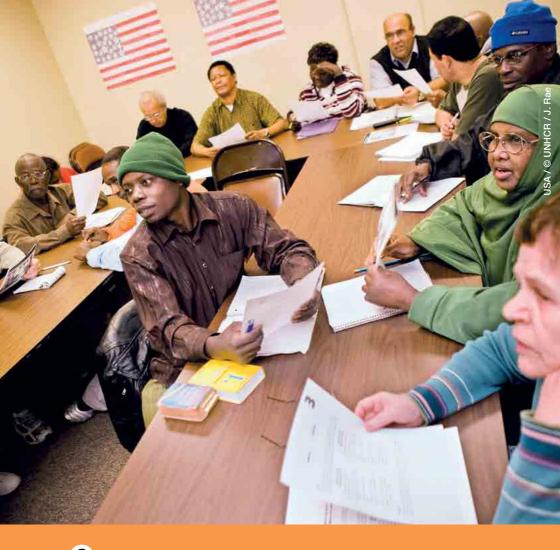
2 Stakeholder Consultation and Collaboration

Resettling refugees requires advance consultation and collaboration with stakeholders from various levels of government and civil society. A commitment to resettlement must take into account that resettled refugees must be able to access basic services in their new communities, as well as specialized services.

Resettlement should not begin until the affected ministries, departments, services and providers have been consulted, and have developed a process for collaboration and evaluation throughout the planning and implementation phases.

Key stakeholders include:

- The central government body responsible for refugee and integration policies;
- The ministries and departments responsible for mainstream services, including education, health, labour and social security;
- The regional and local authorities of towns and communities to which refugees will be resettled;
- The providers of specialized reception and integration services to be offered to resettled refugees, and the providers of mainstream services in the destination communities: e.g. Health services, housing agencies, employment services, education services
- And in some contexts, civil society representatives, including members of the ethnic and/or linguistic group being resettled, and prospective volunteers.



- **?** Questions to be considered by prospective resettlement States:
- Has there been consultation and collaboration with key stakeholders?
- Is the division of roles and responsibilities between various stakeholders clear?
- Has a process for consultation and evaluation during the integration period been established?

3 Integration Programme

Resettlement should only begin once an adequately resourced basic integration programme with identified divisions of roles and responsibilities between partners is in place. It must be clear who will provide essential services, how they will be funded, and how refugees will access them.

Investments need to be made at an early stage to ensure that sound coordinating infrastructures and processes are established, that cooperative relationships are fostered between players, and that relevant personnel have opportunities to develop and share their expertise in integration programme development and implementation.

Adjusting to a new society is demanding for all migrants, including resettled refugees. However, most refugees also need to redress personal, social and economic disadvantages, and require specialized supports after their arrival. Countries must review the capacity and quality of available services, and supplement mainstream services with specialized programmes to support the integration needs of resettled refugees. They should determine where the refugees will be settled, and ensure that the service providers in these communities are prepared to receive and support them.



- Has suitable funding been allocated to support the integration programme? Are supplemental funds available?
- Are essential specialized services and support mechanisms in place, and is access to required mainstream services ensured? (Including initial reception and orientation, interpretation, income support, housing, health care, language training, education and training, services to meet specific needs, employment support and social support)?
- Is the State committed to adapt its resettlement programme over time with the goal of establishing a sustainable and responsive programme, which supports resettled refugees to reach their potential as productive citizens?



Pre-departure preparations

- Orientation brochures or courses for refugees to inform them about their new country
- Orientation of the receiving community stakeholders
- Transmission of relevant case details to service providers

Initial reception

 Airport pick-up, provision of documentation, food, initial housing, required clothing, and urgent health care

Social support

- Counselling, mediation and referral to relevant agencies
- Family reunification and legal support
- Advocacy and community outreach
- Transition to mainstream services

Employment support

- Assessment of skills, experience and qualifications
- Employment readiness training
- Volunteer opportunities
- Counselling and job search support

Language training

 Accessible language courses geared to the abilities and needs of the refugees Essential services for resettled refugees include:

Education and training

- Elementary and secondary school registration for children
- Educational upgrading for adults
- Recognition of educational and professional or vocational qualifications

Interpretation/translation

• During reception and orientation sessions and appointments with service providers

Health Care

 Including screening, vaccinations, preventative care, and access to specialized health care providers as required

Orientation and Documentation

- Orientation to the community including location of basic services, transportation etc.
- Overview of the integration programme or tailored integration plan
- Overview of rights and responsibilities, including the role of police and other emergency personnel
- · Opening a bank account
- Registration for government identification as appropriate

Income support and/or in-kind support

- To cover food, clothing, transportation, furniture, household supplies, and other basic needs
- Eventual transition to mainstream services as required

Housing

 Considerations include safety, affordability, accessibility, access to public transport, and proximity to services, employment, education, interpreters, and ethnic support networks

Services to meet specific needs

 Specialized services as required for survivors of violence and/ or torture, women and girls at risk, children at risk, refugees with disabilities, older refugees and others not likely to enter the workforce etc.



Fundamentals for a Sustainable C. **Resettlement Programme**

Although resettlement programmes can begin when the essentials are in place, resettlement States must be committed to make adaptations and improvements over time to ensure that their programmes are sustainable and responsive, supporting resettled refugees to reach their potential as productive citizens.

To be sustainable, resettlement programmes must be grounded securely in legislation and policy, must have political and public support, and must dedicate secure and stable funding to resettlement processing and integration activities. To be as effective as possible, integration programmes should be flexible, adapted to address deficiencies identified through experience, and responsive to changing needs and populations.

The legislative, political, social and economic realities facing States mean that even established resettlement States may not yet meet the fundamentals for a truly sustainable programme. For example, a number of States have a legislative framework in place to support resettlement on an annual basis, but do not yet offer a secure status to refugees on arrival. Others are not financially self-sustaining, but rely on external funding or support. States may find that their integration programmes are inadequate or have implementation challenges. Local governments or communities may be hesitant to accept refugees, or may even be directly hostile. Furthermore, some States have restrictive selection criteria that undermine their ability to respond to refugees most in need.

The long-term viability of independent, effective resettlement programmes depends on the evolution of a State's legislation, policies and integration programmes, and on the openness of a society to adapt to increasing diversity.

To be sustainable, a resettlement programme requires these fundamentals:

Entrenching resettlement in legislation and policy instruments, ensuring permanent residence, family reunification, and equal access to rights, including access to citizenship;

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A responsive integration programme supported by consultation and collaboration with relevant stakeholders, engagement with civil society, and the commitment of adequate resources; and

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Supportive, hospitable and welcoming communities.

Resettlement Entrenched in Legislation and Policy Instruments

States may begin resettling refugees before entrenching resettlement in their legislation and policy instruments, but resettlement programmes may not be sustainable until this is done.

Ensuring that the State's resettlement programme is defined in legislation and that the budget allocation, decision-making and processing steps are clearly defined in policy instruments helps establish resettlement as a regular government programme. To sustain support for international responsibility sharing, UNHCR encourages States to establish flexible selection criteria and procedures that are responsive to UNHCR submissions.

The rights, entitlements and duties of all resettled refugees must be clearly defined within the State's legislation and policy instruments, at all administrative levels.

Permanent residence status leading to citizenship, and family reunification are key to providing resettled refugees with security and a truly durable solution. Permanent residence must be provided on arrival, and resettled refugees should have access to applying for citizenship without unreasonable barriers related to cost or integration indicators. Family separation impedes integration, and States are encouraged to take the necessary measures to maintain the unity of the family, and ensure that financial and administrative barriers do not hamper family reunification.

UNHCR recognizes that it may take time to create support for the legislative and policy changes required to entrench flexible and responsive selection criteria and to offer permanent residence upon arrival, but these are fundamental to sustainable resettlement programmes.



- ? Questions to be considered by resettlement States:
- Is resettlement entrenched in the State's legislation and policy instruments as a regular government programme?
- Are selected refugees provided with permanent residence on arrival, ensuring access to rights?
- Are the selection criteria and procedures flexible enough to respond to UNHCR submissions?
- Is the process for securing naturalization clarified in laws and procedures, and accessible to resettled refugees? Are refugees informed of the pathway to citizenship and supported in the
- П Do the resettlement provisions establish accessible family

2 A Responsive Integration Programme

An adequately resourced basic integration programme with identified divisions of roles and responsibilities between partners is essential to beginning resettlement, but to ensure sustainability, the integration programme must engage stakeholders and civil society, and be responsive to lessons learned.

Integration is a mutual, gradual and multi-faceted process, with interrelated legal, socio-economic and cultural dimensions. Integration programmes require coordination, collaboration, and secure resources. There is no set prescription for effective integration, and integration programmes must be adapted over time to respond to deficiencies identified through experience and to changing needs and populations. States must be committed to providing the resources required to sustain their own resettlement programmes.

A responsive institutional framework is fundamental to supporting resettlement. This includes a decision-making structure with a division of responsibilities, allocation of resources, and also information-sharing, training and evaluation processes for key partners, including all levels of government, non-governmental organizations, and other service providers. Refugee participation in the development, implementation and evaluation of integration programmes helps to identify and address challenges. Cooperative relationships between players and opportunities for personnel to develop their expertise in integration programme development and implementation help ensure that systems are responsive and that the resource needs are well understood.

At the local level, communities must be prepared to welcome and support resettled refugees. Opportunities to bring newcomers and their new community members together, and mechanisms to identify and address issues are critical to the programme's success. New partnerships with civil society representatives such as associations, volunteer networks, churches, ethnic community and self-help groups, schools, businesses, universities and the media can provide practical and financial support for resettlement.

Sharing integration experiences and best good practices among all resettlement partners and between resettlement States supports a deepening understanding of how to improve service delivery and

integration outcomes. Feedback and consultation mechanisms that actively involve resettled refugees assist in identifying gaps in services and barriers to access. Basic services can be adapted and focused, and new partners drawn in to deliver services. For example, public-private partnerships, loans to support entrepreneurship, and employer incentives to provide on-the-job training are just some examples of effective employment support services.

Countries should regularly review the capacity and quality of available services, and supplement mainstream services with specialized programmes to support the reception and integration needs of resettled refugees. In order to ensure that a State is able to respond effectively to requests to resettle diverse populations, these specialized services must be responsive to the identified overall needs of arriving refugees, and adapted to provide the support needed at an individual level. Similarly, mainstream services should also be adapted over time to reflect the changing character of the population.

? Questions to be considered by resettlement States:

- Is the division of roles and responsibilities of government and NGO partners in training and coordination structures clear and supported?
- Are the ministries, agencies, and non-governmental partners who play a role in the resettlement process fully engaged in the process? Are there established feedback and consultation mechanisms? Are resettled refugees engaged in the consultations?
- Is the integration programme responsive to feedback and lessons learned?
- Have stable public funds been committed to support both the resettlement processing and the integration programme? Are supplemental funds available if required?
- Is innovation to improve the design and delivery of essential specialized services and support mechanisms based on experience with resettled refugees encouraged?
- Is service delivery responsive to the individual refugee's integration goals?

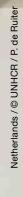
3 Supportive, Hospitable and Welcoming Communities

Although a resettlement programme can be established initially with minimal public awareness, there must be informed public support in order to sustain a State's commitment to resettling refugees. Fostering truly welcoming communities can be the most challenging aspect of integrating refugees.

The environment that refugees encounter in the neighbourhoods, workplaces, social venues and classrooms of the receiving society has a significant impact on their well-being and capacity to rebuild their lives. A welcoming environment not only helps refugees to restore their faith in others, but also enables them to develop friendships and build informal networks. These are important, not just for day-to-day support, but also for enhancing access to employment opportunities, recreation, and participation in public life. Refugees have a responsibility to engage in integration efforts to the best of their abilities. Overall, welcoming communities ease the way for refugees to adjust to their new surroundings and move towards independence and self-sufficiency.

Given the two-way nature of integration's adjustments, garnering public support for resettlement, and establishing welcoming communities for refugees and other newcomers requires openness and flexibility in institutions and the general society. Measures to support refugee integration should be part of a broader national strategy that actively combats racism, promotes equality, and seeks to transform public institutions and the society at large by rendering them responsive to the challenges of increasing diversity.

However, targeted information and local media campaigns are crucial to dispelling myths and building support within the receiving community. Pre-arrival awareness strategies to inform the community about refugee situations, the role of resettlement in providing protection and durable solutions, and the background of refugee populations coming to their communities promote greater understanding of refugees and their needs.





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Nieuwe Startl Where they exist, established refugee and ethnic communities can have an important role in preparing the community, and also in extending hospitality and support to new arrivals. These communities may serve as bridges between new arrivals and the receiving community, interpreting practices and values and promoting understanding.

Engaging civil society associations and networks in providing practical support is also an effective means of fostering understanding. Encouraging and facilitating interaction between refugees and the receiving communities helps to break down cultural barriers, and to motivate people to volunteer to help refugees.

The long-term sustainability of any State's resettlement programme relies on the public's openness to welcoming refugees into their communities, and the flexibility of institutions and the general society to adapt to diversity.









Resettlement Service Division of International Protection **United Nations High Commissioner for Refugees** 94, Rue de Montbrillant, 1202 Geneva, Switzerland

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