

**ANNUAL TRIPARTITE CONSULTATIONS ON RESETTLEMENT
Geneva 18-19 June 2002**

**Background Notes for Agenda Item:
INTEGRATION HANDBOOK (OPEN MEETING DISCUSSION)**

Purpose

These background notes have been prepared to guide the review of the draft *Reception and Integration Handbook* under the agenda item of “Open Meeting Discussions: Integration Handbook” to be held on 19 June 10h00 to 13h00 during the Annual Tripartite Consultation (ATC). An agenda for the meeting is attached as an appendix.

The current draft of the Handbook is available on www.unhcr.org (go to the Resettlement section).

More detailed information on the background to the Handbook and its aims and objectives is also available on the web-site (see *Background Notes to Agenda Item Integration Initiative/Integration Handbook*).

Drafting Process

The Handbook is based on materials developed in the context of the *International Conference on the Reception and Integration of Resettled Refugees (ICRIRR)* conducted as part of the Integration Initiative. Both the conference and the broader Integration Initiative were made possible with the leadership and generous funding support provided by the Nordic countries. Additional funds and support were provided by the governments of the US and Canada, the German Marshall Fund and the Ford Foundation.

The Handbook was developed under the guidance of an International Task Force on the basis of a detailed brief. Individual chapters were drafted according to an agreed protocol in consultation with international integration experts. Consultation on earlier draft materials were held in Canada and the Nordic countries. Background information on the development of the Handbook including the drafting protocol and the list of members of the Task Force and integration experts have been circulated previously and will be made available at the meeting on request.

Review Process and Outcomes

Given the Handbook’s status as a guidance document and the extensive international involvement in its development, the following process is being used to finalise it for publication:

- ❑ Review by the member countries of the Working Group on Resettlement, the Handbook Task Force and integration experts, with Task Force members engaging wider constituencies at their discretion.
- ❑ A final review of the Handbook at the June ATC meeting
- ❑ A final editing process overseen by UNHCR Canada

As there was a limited response to requests for case study material in the course of the drafting process the review period is also being utilised to solicit further case study materials to illustrate promising integration practices in the Handbook.

The draft was circulated for review between the 21 April and the 21 May 2002, along with a questionnaire for recording comments. Responses have been received from five resettlement governments, twelve individuals; eleven non-governmental organizations and four UNHCR personnel. Consultations were held with broader constituencies in Australia/New Zealand (courtesy UNHCR Canberra); Spain (courtesy Spanish Working Group on Resettlement) and Canada (courtesy Canadian Council for Refugees)

Responses to the review indicate a broad consensus (notwithstanding minor changes of emphasis or wording) among respondents on:

- The overall integration goals and planning framework
- The overall structure of the Handbook
- The use and content of the best practice features
- The use and content of the planning checklists
- The content overall
- The utility of the document

Minor content changes and additions have now been made to the draft and factual inaccuracies have been corrected.

While a number of case studies have been received, these will be incorporated after the ATC meeting since many arrived after the review was completed or remain outstanding.

Issues requiring further discussion

The following issues were identified during the recent review of the draft Handbook and will be discussed during the agenda item: *Integration Handbook (Open Meeting Discussion)*.

Presentation Issues

Length and detail

In the initial brief developed by the Task Force to guide the development of the Handbook it was agreed that it would be approximately 400 pages (200 leaves). The current draft is under this being 224 pages in word processed form and an estimated 270 pages when laid out.

Review respondents favouring the length and density of the current draft did so on the grounds that it:

- Allows the document to be as definitive a text on integration as possible
- Is appropriate for its intended primary audience (policy, planning and advocacy personnel rather than those involved in 'on-the-ground' service delivery)
- Would be unlikely to be read in its entirety. That is, readers are more likely to consult specific chapters.

Those favouring editing the text did so on the grounds that:

- There is repetition that could be eliminated
- Its density detracts from its user-friendliness, (particularly for readers whose first language is not English)
- The additional expense involved in translation and production

It is important to note that accessibility will be in part increased by layout where:

- Sections will be divided
- The table of contents will be more readily located
- Boxes and quotes etc will be more readily distinguished from text
- Paging will be double sided (the document circulated for review was in 'pre-layout form and was single sided and hence would have presented as twice the thickness of the final document).

A number of suggestions have been made to enhance the user friendliness of the document including

- Editing of text
- Editing to eliminate some content
- Inclusion of an index
- Incorporating a table of contents at the beginning of each chapter.

There is a need to discuss whether the current length and density of the Handbook is acceptable and if not what changes should be made.

The following factors will need to be considered if 'editing down' is thought necessary:

- A sound process for determining what should be eliminated (bearing in mind that the current content is now the accumulated contribution of drafters, chapter experts and reviewers)
- The need for chapters to be as self contained as possible (see below)

Relationship between chapters

The Handbook is divided into three parts with the first providing introductory and contextual information, the second covering the individual components of an integration program (eg housing, employment, income support) and the third exploring planning issues of concern to resettled refugees with particular needs (eg women, young people).

The drafters aimed to make the chapters (particularly those in Part Two) as self contained as possible. However to avoid duplication, cross references are made where appropriate to other parts of the text. The design of the Handbook will also allow for ready cross referencing (ie each part and section will be individually tabbed and section and chapter titles will be clearly visible on both sides of each tab).

While only one response felt that chapters were not sufficiently self contained, this was from a large constituency with a strong interest and expertise in integration. This concern presents a dilemma, particularly when considered in light of the issues raised about repetition in, and the length of, the document.

There is a need to discuss whether the approach currently adopted in the Handbook is appropriate and, if not, what devices could be used to enhance the self containment of individual chapters while at the same time containing length and repetition.

Refugee centeredness and voice

The Handbook is written in a style which speaks to those involved in planning integration. This style was adopted following consultation on a sample chapter developed in advance of the remainder of the document and distributed to Task Force members for comment.

An attempt is made to represent the refugee experience through the use of quotations from resettled refugees.

A strong view was expressed in one response that the tone of the document has the effect of creating an 'us and them' scenario and of moving refugees from the 'centre' of the integration process.

It was suggested that this could be addressed by:

- Editing and reorientating the 'tone' of the document
- Representing the refugee experience through refugee stories, case studies or anecdotes (This could be achieved by inserting a small individual case study in each chapter or having one or two larger case studies in the introductory section. A factor to consider in this is that it would involve substantial further work)

There is a need to discuss the best way of ensuring that the document is both refugee centred and that it represents the voice of resettled refugees.

There was some concern that the refugee quotes were not sufficiently representative (they currently come from Canada, Sweden, the US and Australia). Members of the Task Force have been e-mailed with a request for more quotations. ***Further discussion is required*** as to whether to:

- continue to solicit a more representative range of quotes in the final editing process
- remove country of origin and resettlement from ones we have (but retain overall source in the acknowledgments)
- edit so that successive quotes from the same country do not appear.

The current draft also contains a list of brief descriptions of contributions made by resettled refugees to receiving societies. These are taken from the UNHCR website and will be laid out as a time line on the bottom of each page of Part One in the final document. These are included to emphasise the contributions, strengths and survival skills of resettled refugees. An attempt was made to ensure representation of a range of countries-of origin and resettlement, men and women, and both 'every-day' and prominent achievements. Concern was expressed by several respondents that the examples used were not sufficiently representative.

Further discussion is required as to whether adjustments need to be made to this material if it is to be retained.

Content issues

Resettled refugees from traditional and developing societies (see chapter 3.5 of draft)

This chapter was developed consistent with the initial brief. This topic area was also a relatively prominent item on the agenda of the ICRIRR. Consistent with responses to the review of the Handbook there is a need to:

- (a) **Clarify** confusion in the terminology and definitions used in this chapter so that they more clearly describe the population with which it is concerned.
- (b) **Discuss** whether it is necessary to include this chapter. Some respondents noted that many of the issues in this chapter apply to all resettled refugees to some degree
- (c) **Determine** whether it may be more appropriate to incorporate material in this chapter into other relevant topic chapters.

Refugee men

Several responses identified material on the experience of refugee men as a gap in the draft.

Discussion is required on the most appropriate way to address this with options including

- Reorientating chapter 3.2 (women) so that it is concerned with gender issues (quite complex at this stage)
- Incorporating material on refugee men in various relevant parts of the Handbook
- Developing an additional chapter on refugee men.

Family reunion

Several respondents asked for more detailed information on family reunion, believing that the current content belied the complexity of the issue for receiving countries. Since this is an area that received very little coverage in the ICRIRR papers (on which this draft is based), it would require some additional research work.

Further discussion is required to determine whether further information is required on Family Reunion and if so what particular issues this should address. Some guidance on sources of information will also be required.

Unaccompanied minors

Several respondents requested further information on refugee minors, particularly in relation to broader planning issues (eg jurisdictional issues between national and other tiers of government, adoption)

Further discussion is required to determine whether further information is required on refugee minors and if so what particular issues this should address. Some guidance on sources of information will also be required.

Case studies

A list of case study material to be drafted for the final document is included in the draft and will be available at the meeting in summary form. Discussion is required as to whether these examples are appropriate and sufficiently representative.

Title

A common theme emerging in the consultation was the need for the Handbook title to reflect the two-way street notion of integration. Possible alternatives will be presented for consideration at the meeting.

Layout and design

Notwithstanding minor comments on the symbols used (to be fed back to the designer), most respondents commented favourably on the layout. Exceptions were two responses which indicated that it was 'too busy'. The input of the meeting is sought on the design.

Translations

It is intended that the Handbook will be produced in four languages, English, French, Portuguese and Spanish. The UNHCR has requested resettlement governments to consider donating the cost of translation. The Canadian Government has generously agreed to fund the translation of the document into French. The support of other resettlement countries is being sought to fund translations of the document into Spanish and Portuguese.

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Agenda for ATC Agenda Item:

Integration Handbook (Open Meeting Discussions)

Wednesday 19 June 1000hrs-1300hrs

- 1. Introductions**
- 2. Handbook drafting process, structure and logic**
- 3. Review process and outcomes**
- 4. Issues Arising from the Review**
 - 4.1 Presentation Issues**
 - *Length and detail*
 - *Relationships between chapters*
 - *Refugee centeredness/voice*
 - 4.2 Content Issues**
 - *Resettled refugees from traditional and developing communities*
 - *Refugee men*
 - *Family reunion*
 - *Refugee minors*
- 5. Case studies**
- 6. Title**
- 7. Layout and design issues**
- 8. Translations**
- 9. Process for finalising**