

Country strategy Evaluation **Brazil 2021-2024**



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ABBREVIATIONS AND ACRONYMS

ADRA	Adventist Development and Welfare Resources Agency
UNHCR	United Nations High Commissioner for Refugees
AGD	Age, gender and diversity
BPC	Continuous Cash Benefit
IDB	Inter-American Development Bank
CAIs	Welcome and Integration Centres
CAGED	General Register of Employed and Unemployed Persons
CadÚnico	Social Service Single Registry
CBI	Cash-Based Interventions
CO	Country Office
COMIGRAR	National Conference on Migration, Refugees and Statelessness
CONARE	Brazil's National Committee for Refugees
CPF	Individual Registration
USA	United States
FONACERAM	National Forum of State Councils
FO	Field Office
FU	Field Unit
GT	Working Group
GoB	Government of Brazil
GDP	Gross Domestic Product
HDI	Human Development Index
IBGE	Brazilian Institute of Geography and Statistics
IFC	International Finance Corporation
ILO	International Labor Organisation
IOM	International Organisation for Migration
JICA	Japan International Cooperation Agency
JNA	Joint Needs Assessment
MDS	Ministry of Social Development
MEC	Ministry of Education
MYSP	Multi-Year Strategic Plan
NFI	Non-Food Items
ObMigra	International Migration Observatory
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
OL	Operating Level
OP	Operations Plan
OPS	Operations Budget
PAAHM	Outpost for Humanised Assistance to Migrants
PDM	Post Distribution Monitoring Report
R4V Platform	Inter-Agency Coordination Platform for Venezuelan Refugees and Migrants
PTRIG	Sorting Stations
PPA's	Project Partnership Agreements

RAIS	Annual Social Information Report
RHUs	Refugee Housing
RLOs	Refugee Led Organisations
RMS	Results Monitoring Survey
RMRP	Annual Response Plan for Refugees and Migrants
SINE	National Employment System
SENAC	National Commercial Learning Service
SENAI	National Industrial Learning Service
SO	Sub-Office
ToR	Terms of Reference
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
VBG	Gender-Based Violence
VES	Signposted Job Vacancy

READING NOTES

- The original version of this report was written and published in Portuguese. This English version of the report has been produced by machine translation and has not benefited from professional proofreading.
- The report uses the terms "refugees and migrants" (or refugee and migrant people) or "forcibly displaced population", as this is the terminology commonly used by the United Nations High Commissioner for Refugees (UNHCR), the United Nations System (UNS), the Regional Inter-Agency Coordination Platform for Refugees and Migrants (Response for Venezuelans - R4V Platform), public administrations and other humanitarian and development actors in Brazil.
- The Portuguese term *interiorização*, which refers to the organised and voluntary relocation of individuals from border regions to other areas within Brazil, is used in the English version of the report as *voluntary internal relocation*, following the terminology most commonly adopted by UNHCR in its reports.
- The evaluation team uses the terms "operation needs-based budget" and its acronym "OP" (Operation Plan) and "available funds" and its acronym "OL" (Operational Level Budget), as presented in the evaluation's Terms of Reference and in the UNHCR Budget Definitions document (last update: October 6, 2022, made available to the evaluation team).
- In general, the reference to UNHCR in the text also includes partner organisations and allies who play a strategic and fundamental role in the implementation of programmes and actions for refugees and migrants. The systematic use of the expression "UNHCR and partners" has been avoided to facilitate reading.
- The evaluation period covers up to mid-2024. When contextual or programmatic data was readily available at the time of writing, figures up to December 2024 (or the last quarter) were included. In other cases, data up to the June 2024 cut-off date was used.

EXECUTIVE SUMMARY

INTRODUCTION AND METHODOLOGY

1. The evaluation of UNHCR's Country Strategy in Brazil is part of a series of evaluations designed to contribute to learning and planning processes. This evaluation covers the period from 2021 to 2024. The conclusions and recommendations of the evaluation of UNHCR's Country Strategy in Brazil will serve as a basis for drafting the new multi-year strategy, to be launched in 2026. The evaluation covers the geographical areas of Brazil where UNHCR operates, in particular the North, Midwest and Southeast, and is structured around five evaluation criteria (relevance, coherence, effectiveness, efficiency, sustainability), and five main evaluation questions. It was carried out following principles of participation and use, with a summative and formative character, using a theory-based approach as a framework and employing mixed methods for data collection and analysis. Primary information was gathered through interviews and an online survey. Secondary sources included: i) Document review; ii) Semi-structured interviews with 176 key informants (52% women); iii) Field visits to selected projects. Data analysis was structured on the basis of the evaluation matrix. An analysis of the Results Monitoring Survey (RMS) 2022 and 2023 complemented the triangulation.

2. The analysis followed a gender and equity approach, in accordance with the guidelines of the United Nations Evaluation Group, UNHCR and the United Nations System Plan of Action on Gender Equality and the Empowerment of Women. The evaluation followed UNHCR Evaluation Policy and the UNEG Evaluation Norms and Standards. Quality control was carried out through self-evaluation by the evaluation team and UNHCR Evaluation Office. The evaluation aligns with UNEG's Ethical Guidelines and Code of Conduct, as well as the UN Supplier Code of Conduct.

3. Limitations include difficulties in interacting with public administrations due to municipal elections; variations in the responses of institutions (federal, state, municipal) to the displacement of people of different nationalities, especially Venezuelan displaced people; fatigue of communities due to ongoing investigations; and the transition between different UNHCR planning and results monitoring instruments.

FINDINGS

Adapting UNHCR's strategy in Brazil

4. In response to the Venezuelan displacement crisis, UNHCR in Brazil has implemented a strategy that reflects a progressive process of adaptation to contextual changes. This strategy has been characterised by the transition from an initial emergency approach to more structural and sustainable action, focused on strengthening national public policies for the protection and integration of refugees and migrants. However, this evolution in strategy has not been reflected in a similar evolution in the budgetary structure and the financing of the operation.

5. Initially, UNHCR acted decisively in response to the humanitarian emergency, supporting the Government of Brazil (GoB) in the creation of innovative reception and assistance models for forcibly displaced Venezuelan people. These models, used as benchmarks, included the development of effective documentation, reception and internal voluntary relocation (*interiorização*) mechanisms, implemented through Operation Welcome, in close partnership with

civilian and military authorities. This collaboration consolidated a model of humanitarian-military cooperation in Latin America.

6. UNHCR's action has not been limited to the Venezuelan forcibly displaced population. With the diversification of mixed movements¹, the organisation has adapted its strategy to include other nationalities and vulnerable groups. This adaptation has included actions such as monitoring new entry points, the use of cultural mediators, and the adoption of specific protection measures for populations at risk, in line with the principles of international law (e.g., access to territory and non-refoulement).

7. One of the pillars of strategic adaptation was the systematic generation of disaggregated data and evidence-based analysis, which has allowed actions to be continuously adapted to emerging needs, facilitating the formulation of "adaptive responses". The analysis of local contexts has underpinned advocacy actions and public policy formulation, fostering dialogue with different levels of government and the private sector.

8. Although there are still challenges related to the balance between responding to immediate needs and the medium-term strategies required for local integration, UNHCR's approach in Brazil demonstrates good adaptation to diverse sub-national contexts and sensitivity to the multiple dimensions of forced displacement.

Synergies and catalytic role

9. UNHCR in Brazil has played a catalytic role in promoting synergies and mobilising a wide network of actors around the protection and integration of refugees and migrants. Its participation as co-leader of the R4V platform, alongside IOM, has been crucial in ensuring multisectoral coordination, aligning with regional normative frameworks (e.g., the Cartagena Declaration), promoting the division of responsibilities among agencies, and strengthening a more robust "protection ecosystem". The coordination of the R4V platform required a high level of commitment from UNHCR, which served to establish a division of labour, strengthen the "localisation" approach and present a reasonably orderly interlocution with the Government of Brazil. However, the coordination of R4V could not prevent a fragmented response, due to the large number of partners and the diversity of actors involved, not only from the humanitarian sector.

10. UNHCR's interaction with the Government of Brazil has been strategic, despite some challenges in relation to specific international protection issues (e.g., recognition of refugee status as declaratory², access to international protection in a context of mixed movements). More recently, UNHCR's participation in COMIGRAR II and in the formulation of the National Policy on Migration, Refugees and Statelessness has consolidated its role in the definition of long-term public policies.

11. UNHCR's coordination with state and municipal governments has also been crucial to the implementation of reception and integration policies at the local level (Cities of Solidarity Programme). This initiative strengthened the institutional capacity of cities such as São Paulo,

¹ UNHCR's definition of mixed movements refers to movements of refugees and migrants, including asylum-seekers, using the same routes and means of transport, often irregular, and for different reasons (UNHCR's 10-Point Plan of Action on Refugee Protection and Mixed 2007, Revised in 2016).

² See Refugee definition: The refugee definitions are declaratory, i.e. people are to be regarded as refugees until it is determined otherwise and apply in all situations including emergencies (UNHCR Emergency handbook).

Juiz de Fora, Belém and Manaus to formulate municipal committees and plans for refugees and migrants. Despite being major arrival and reception points for displaced people from Venezuela and despite UNHCR's sustained efforts, institutional factors and political cycles have prevented the organisation from establishing structured cooperation with key institutions in the municipality of Boa Vista and the state of Roraima.

12. UNHCR's work has also benefited from partnerships with civil society organisations, the private sector and other agencies, which made have enabled it to expand protection and develop vocational training and employability initiatives (e.g., the Companies with Refugees Forum). In addition, engagement with financial institutions has focused on understanding the impacts and benefits of forced displacement and formulating evidence-based public policies.

13. Synergies and complementarities between organisations were more difficult to achieve in urban contexts with high levels of violence where refugees and migrants are being hosted (e.g. São Paulo) and in humanitarian responses to emergencies outside of the scope of Operation Welcome (e.g. floods in Rio Grande do Sul).

Effectiveness of UNHCR's response in Brazil

14. UNHCR's position on Venezuelan displacement in Brazil extended protection to different nationalities, profiles and situations (mixed movements, extreme weather events), and was decisive in the recognition of Venezuelan displaced people as refugees through a *prima facie* procedure. UNHCR contributed to adapting the legal framework and federal public policies at the state and municipal levels, helping to ensure a differentiated approach. Challenges included issues related to transparency and the prioritisation of vulnerabilities in the group recognition process, as well as the difficulties faced in influencing a favourable protection context in the municipalities of Boa Vista and Pacaraima. In this context of mixed movements, some of the challenges were related to confusion about the application of international protection and preventing the association of refugee status solely with the issue of documentation regularisation (residence permits).

15. Through Operation Welcome, UNHCR played a crucial role in providing documentation, reception and humanitarian assistance. The establishment of screening centres ("postos de triagem") and extensive technical support to National Committee for Refugees in Brazil (CONARE) strengthened the asylum system.

16. In terms of promoting access to public services, UNHCR has worked to create local councils and committees and to support the process of voluntary internal relocation³, which has resulted in reasonable rates of socio-economic integration of those who have been voluntarily relocated. Specific initiatives, such as the Empowering Refugees programme, have sought to expand opportunities for women heads of household, although the results in reducing gender disparities are still limited.

17. UNHCR has also responded to the challenges faced by groups with specific needs, such as the indigenous Warao, the elderly and people with disabilities, through programmes focusing on traditional crafts, community housing and vocational training. However, discrimination, dependence on external aid, and fragmented services have hampered its effectiveness. Although

³ Voluntary internal relocation programme: An initiative by UNHCR and the UN Global Compact in Brazil to encourage refugees and migrants to access the Brazilian labour market through training, private sector awareness and relocation through the "voluntary internal relocation" strategy of Operation Welcome.

effective in meeting basic needs, especially in emergency situations, the use of cash-based interventions has not always been combined with a comprehensive protection perspective.

18. Finally, although Brazil has favourable legislation, full access to social protection, safe housing, financial services and specialised services remains markedly unequal across demographic groups.

Fit-for-purpose of UNHCR's structure, staff and resources in Brazil

19. The distribution of UNHCR field offices in Brazil has made it possible to cover a wide range of needs related to the arrival, reception and assistance of refugees and migrants, particularly from Venezuela. The field offices have evolved accordingly, gradually integrating people of other nationalities and profiles with protection needs into UNHCR's response. This evolution has contributed to a more tailored response to the different sub-national realities, strengthening partnerships with local associations and actors, as well as expanding interventions aimed at the socio-economic integration – particularly in the southern states –, which was a growing priority for UNHCR in Brazil. However, the emergency response continued to absorb a significant part of the field offices' resources, limiting their ability to adequately address the growing socio-economic integration needs of the Venezuelan displaced persons arriving from the north in host states in the south.

20. While UNHCR has taken steps to adapt its staffing levels to emerging needs, these efforts have not been sufficient in the face of the challenges and changes faced during the period under review. In the face of declining resources, UNHCR has had to deal with limitations such as a decrease in technical capacity, work overload and some inefficiencies resulting from staff reductions and imbalances in the allocation of staff both between functional units and between field offices (e.g. the country office increased from 30% to 41% of total staff between 2021 and 2024). The reduction of staff in the Boa Vista office, while partly understandable given the evolution of UNHCR's strategy, seems particularly pronounced given that the office managed 43% of the total OPS budget.

21. The persistence of a large gap (around 39%) over four years between the needs-based planning (OP) and the available budget (OL), which remained unchanged over the period, casts doubt on the consistency of the needs-based budget planning. The distribution of the available budget (OL) between budget lines shows an imbalance between the resources allocated to administration (ABOD) and staff (STAFF), to the detriment of the resources allocated to operations (OPS). In addition, the allocation of the available budget (OL) by outcome does not seem to be fully in line with the objectives and evolution of UNHCR's strategy in Brazil, as most of UNHCR's funding has been allocated to humanitarian needs (42% of OL between 2022 and 2024). The operation's funding model has been heavily dependent on funding from the United States. While efforts to diversify funding sources have shown positive results, they remained insufficient to reduce dependence on a single donor.

Sustainable integration of refugees into national programmes

22. Since the beginning of the Venezuelan displacement crisis, UNHCR's support to the Voluntary Internal Relocation Programme (*interiorização*) has consolidated local integration as a long-term solution, promoting refugees' access to public policies. In this process, UNHCR has played a key role in providing technical training to local and state governments, contributing to the strengthening of municipal councils and committees, and promoting the institutionalisation of reception and integration policies. However, risks remain for the sustainability of some UNHCR-supported interventions, related to the limited administrative base of the State and public

resources to ensure ownership by public administrations, some weaknesses in policy integration mechanisms between the three levels of public administration, and resistance in some sub-national institutions.

23. Direct assistance, particularly in Roraima, was essential to alleviate the pressures associated with forced displacement and enabled the transition from emergency response to development strategies. An example of this transition is the transfer of the management of the shelters to the Government of Brazil, signalling a progressive movement towards the nationalisation of the humanitarian response.

24. Cooperation between UNHCR and development organisations has been key to promoting socio-economic integration; in particular, studies conducted with the World Bank have generated data and disseminated the benefits and contributions (labour, economic and social) of refugee and migrant labour market integration, as well as of their financial inclusion.

CONCLUSIONS

Strategic dimension

C1) Institutional positioning. The joint and sustained work carried out by UNHCR together with the Government of Brazil has been essential for implementing a large-scale, multi-stakeholder humanitarian response to the Venezuelan displacement, which, despite certain gaps and limitations, has become a global benchmark in a regional and global context where asylum policies are increasingly restrictive.

C2) Recent changes in the architecture of humanitarian aid⁴. The reductions in humanitarian funding have led to a serious crisis in UNHCR's funding model (and the R4V platform in general), forcing an in-depth review of UNHCR's strategy and model of presence in the country. There is also a clear need to review the mandate received from the UN Secretary-General in 2018 to co-manage the response to the Venezuela situation.

C3) Protection. UNHCR has adopted a pragmatic approach in its engagement with national institutions. On the one hand, it has taken advantage of opportunities to offer protection and assistance on a large scale. On the other hand, there have been challenging choices, particularly in the face of emergencies, which have resulted in protection situations that were not fully aligned with the highest protection standards.

Operational dimension

C4) National asylum system. UNHCR's engagement with CONARE was essential for the maintenance and development of good protection practices in the national asylum system, as well as in the search for fair and efficient decisions. UNHCR has successfully supported staff

⁴ The analysis of the impact of the decisions of the new US administration (February 2025) on UNHCR Brazil (and globally) is outside the timeframe of the evaluation. However, the evaluation team recognizes the need to reflect on the crisis generated by reductions in humanitarian funding in the organisation and to make profound changes to UNHCR's strategy in Brazil. The evaluation team identified evidence showing that the high degree of dependence on US funding posed a critical risk to the operation (as presented in the report), which is in line with the conclusions of all the CSEs carried out in the Americas over the last three years.

training, secondments, digitisation, debates to promote protection mainstreaming, and advocacy with key national institutions.

C5) Visibility and participation in public policies. UNHCR's joint work with various government institutions has been essential in increasing visibility for asylum, protection, refugee and migrant needs, as well as promoting the integration of refugee-led organisations into political and social agendas. Even so, there remain critical challenges for integrating refugees and migrants into municipal agendas and services, especially in the state of Roraima.

C6) Socio-economic integration. UNHCR's advocacy work has been effective in creating a favourable environment for the employability of refugees and migrants, mobilising private partners and creating opportunities, but an expansion in key states and certain actions to overcome structural barriers would be necessary in order to consolidate even more inclusive environments and broaden the mobilisation of private companies.

C7) Sustainable priorities. UNHCR's performance in Brazil during the evaluation period was affected by decisions taken before the period covered by the evaluation, especially when it came to the response to the displacement of the Venezuelan population. This approach focused on finding emergency solutions to the large-scale influx, with UNHCR directly involved as a partner in the response. However, the complexities and practical and political challenges may have compromised the achievement of the highest standards of protection and the adoption of best protection practices.

C8) Capacity to adapt to changes in population movements. UNHCR's evolution within Operation Welcome reflects a sophisticated understanding of contemporary forced displacement dynamics, where the intersection between emergency response and sustainable development demands adaptive and multisectoral approaches.

C9) Climate action. UNHCR's response capacity, in particular to the floods in Rio Grande do Sul, has positioned UNHCR as a relevant organisation in responding to population displacement induced by extreme weather events. However, the response raised questions about UNHCR's role in relation to climate events, internal displacement in Brazil, and the extent to which UNHCR should assume an operational role in such emergencies in Brazil.

Organisational dimension

C10) Distribution of field presences and workforce. UNHCR's organisational structure (field presence and workforce) in Brazil is partially aligned with its strategic objectives, mainly through a focused and decentralised presence in the main border regions and major urban centres. This has been instrumental in facilitating the implementation of a wide range of interventions, from emergency humanitarian assistance to durable solutions.

C11) Funding model and budget. There were imbalances in UNHCR Brazil's funding model and budget allocation (both among ABOD, STAFF and OPS, and among strategic planning outcomes) which made it difficult to align resources with changes in strategy and operational objectives.

C12) Quality of planning, budgeting and monitoring. In terms of reliability, consistency and clarity, some gaps in the quantitative data provided for the evaluation in relation to the planning, budgeting and monitoring of UNHCR's strategy made it difficult to carry out a more detailed analysis of organisational efficiency.

RECOMMENDATIONS

25. The Recommendations chapter contains a series of criteria proposed by the evaluation team to help prioritise recommendations in a context of budget reductions.

Strategic dimension

R1) Capitalise on the Government of Brazil experience to strengthen its position in regional and international fora on refugees and international protection, in a context of humanitarian funding crisis and where it would be necessary to review the UNHCR mandate received from the UN Secretary-General in 2028 to co-manage the response to the Venezuela situation.

R2) Promote the consolidation of the functioning of the national asylum system based on the highest standards of international protection.

Operational dimension

R3) Promote the mainstreaming of refugee and international protection in government institutions and public policies (sub-national focus), in a context of growing mixed movements.

R4) Continue working with the Government of Brazil towards the transformation of Operation Welcome from a specific emergency humanitarian response to Venezuelan displacement into a mechanism for responding to forced displacements of population, integrated into public institutions and policies.

R5) Strengthen the localisation approach of UNHCR Brazil's strategy and actions (with a sustainable response perspective).

R6) Rethink the role of UNHCR with regard to displacement caused by extreme weather events.

R7) Strengthen the socio-economic integration of especially vulnerable refugees and migrants.

Organisational dimension

R8) Review the mechanisms for organising and distributing the workforce between offices and improve internal and external communication.

R9) Strengthen efforts to diversify UNHCR's funding model in Brazil and increase Brazil's contribution as a member state to corporate funding.

R10) Improve the quality and accuracy of the planning (budget and programme) and results monitoring framework.

R11) Improve the quality of Results Monitoring Surveys to ensure their reliability as an essential tool for COMPASS-based monitoring planning.

1 INTRODUCTION

26. The evaluation of UNHCR's Country Strategy in Brazil is part of a series of evaluations designed to contribute to learning and planning processes for UNHCR Country Offices. These evaluations aim to generate evidence to strengthen operational improvements in protection, solutions, and assistance for displaced people and host communities in a given country. Country strategy evaluations (CSE) focus on UNHCR's strategic positioning, comparative advantage, and organisational performance. While CSE support organisational learning and accountability based on past performance, they are forward-looking. By highlighting lessons learned and operational strengths and challenges, recommendations from these evaluations help inform UNHCR's future directions in operational planning, resource mobilisation, and implementation at the country level.

27. The present evaluation was carried out between July 2024 and January 2025, with fieldwork in September and October 2024, and provided preliminary results in January 2025. The drafting and revision of the different versions of the report took place in February 2025. The conclusions and recommendations of the evaluation of UNHCR's country strategy in Brazil will serve as the basis for planning the current Multi-Year Strategy, to be launched in 2026.

28. The evaluation took place during a period of internal UNHCR reforms involving: i) a change in the structure and approach of strategic planning, aligned with the Global Compact for Refugees; and ii) the development of multi-year strategies at the national level. In Brazil, these reforms were implemented gradually during the evaluation period but were particularly visible from 2022 onwards.

29. The main audiences for this evaluation are the UNHCR Representative in Brazil, the Director of the UNHCR Office for the Americas, and the UNHCR team in the country and in the Regional Office for the Americas. The secondary audiences are the partner organisations.

2 OBJECTIVE, SCOPE AND METHODOLOGY

30. The objectives, scope and detailed methodology of the evaluation are available in the corresponding annex and have been extensively described in the Inception Report.

2.1. Objective and scope

31. CSEs aim to generate evidence to support improvements in protection, solutions and assistance for displaced people and communities⁵. The evaluation covered selected areas of Brazil where UNHCR operates, especially in the North (Boa Vista, Belém and Manaus), the Midwest (Brasília) and the Southeast (São Paulo), and focused on assessing UNHCR's strategy and programmes during the period 2021-2024 (until June).

32. While beyond the scope of the evaluation, the preparation of this report coincides with the start of a new U.S. administration that introduced major shifts in migration and asylum policy and cut global humanitarian funding, including support to UNHCR. For example, the new administration ended the humanitarian parole programmes for Cubans, Haitians, Nicaraguans, and Venezuelans, as well as other temporary humanitarian protection pathways. In light of these impacts, the evaluation team considers that the development of recommendations in Brazil, based on the analysis carried out in recent months, cannot be isolated from a rapidly shifting global humanitarian context.

2.2. Evaluation questions

33. The evaluation is structured around five criteria (relevance, coherence, effectiveness, efficiency, and sustainability), based on the definitions of the Organisation for Economic Cooperation and Development (OECD), and five main evaluation questions. By agreement, three sub-questions related to contextual and organisational factors were merged into a single sub-question within the chapter on effectiveness.

2.3. Evaluation methodology

34. The evaluation followed principles of participation⁶ and use⁷, with a summative and formative character. It uses a theory-based approach⁸ as an evaluation framework to identify strengths and mitigate weaknesses in UNHCR's strategy.

⁵ See Annex 2: Objective, scope and methodology (detailed version) for a more complete description of this chapter.

⁶ Develop practical recommendations for the positioning of UNHCR in Brazil and its operations, considering the evolution of the regional and national environments in which the country office operates.

⁷ Involve a wide range of stakeholders and adopt a co-creation approach to jointly define recommendations.

⁸ The theory-based approach is used to guide and inform the structure of the evaluation, as well as the analysis and substantiation of the results, conclusions and recommendations.

35. The evaluation matrix was used as a planning tool for the evaluation, structured into three levels of analysis: strategic, operational and organisational. Each question was linked to specific evaluation criteria. Triangulation of qualitative and quantitative methods ensured a more robust and comprehensive analysis for the report.⁹

2.3.1. Data collection methods

36. The evaluation used mixed methods for data collection and analysis. This included a review of 437 documents, semi-structured interviews with 176 key informants (52% of whom identified as women), and field visits to refugee and migrant assistance services in Brasília, São Paulo, Manaus, Pacaraima, and Boa Vista. In addition, an online survey was administered, with a response rate of 28%.¹⁰

2.3.2. Data analysis and validation

37. Data analysis was structured based on the evaluation matrix. A total of 3,293 text fragments were analysed using ATLAS.ti for qualitative data processing, while quantitative data analysis was conducted using the R statistical software. An analysis of the Results Monitoring Survey (RMS) 2022 and 2023 further supported the triangulation of evidence. The analysis followed a gender and equity approach, in line with the guidelines of the United Nations Evaluation Group, UNHCR and the United Nations System Plan of Action on Gender Equality and the Empowerment of Women. The process concluded with a validation workshop to co-create recommendations with UNHCR Brazil staff.

2.3.3. Governance and quality control

38. The evaluation followed the UNHCR Evaluation Policy and the UNEG Evaluation Norms and Standards. The Associate Evaluation Officer of the UNHCR Evaluation Office managed the process, with support from the Country Office (CO) Brazil. The Evaluation Reference Group, composed of eight representatives from UNHCR partners and stakeholders in Brazil, contributed to the consolidation of the data collection instruments, validation of the findings, and revision of the final report. Quality control was carried out at two levels: (i) through self-assessment by the evaluation team; and (ii) by the UNHCR Evaluation Office.

2.3.4. Limitations encountered

39. Several factors limited the evaluation. Municipal elections disrupted engagement with public administrations. Federal, state, and municipal institutions responded inconsistently to displacement, especially in cases involving Venezuelan nationals. Affected communities showed signs of assessment fatigue, and the ongoing shift between UNHCR's planning and results-monitoring systems reduced data consistency and availability.

⁹ See Annex 3: Evaluation Matrix.

¹⁰ See Annex 8: Online Survey Report.

2.3.5. Ethical issues and data protection

40. The evaluation is aligned with UNEG's Ethical Guidelines and Code of Conduct, as well as the United Nations Supplier Code of Conduct¹¹. The evaluation complies with international ethical guidelines and best practices for quality assurance, evaluation processes, and research, which do not require ethical approval when certain principles are guaranteed.

3 UNHCR'S CONTEXT AND OPERATION

3.1. National context

3.1.1. Human Development Index (HDI)

41. Between 1990 and 2022, Brazil's Human Development Index (HDI) increased by 22.6%, demonstrating a pattern of steady progress with setbacks in 2015, 2020, and 2021 due to political and public health crises, including the impeachment of President Dilma Rousseff and the COVID-19 pandemic. Although Brazil experienced a slight improvement in its HDI in 2022 -from 0.756 to 0.760 - Brazil fell in the United Nations global ranking, placing 17th in Latin America and the Caribbean. This contrast is striking given Brazil's position as the world's ninth-largest economy, underscoring the country's social and economic inequalities¹².

3.1.2. Socio-economic context

42. Between 2021 and 2024, Brazil's Gross Domestic Product (GDP) showed a steady growth pattern, reflecting the country's economic resilience and post-pandemic recovery efforts. In 2021, the economy grew by 4.8%, which represents a significant recovery from the 3.3% contraction recorded in 2020 due to the COVID-19 pandemic. In the following years, GDP rose by 3.0% in 2022 and 2.9% in 2023, followed by a stronger expansion of 3.4% in 2024, the highest annual rate since 2021.¹³

43. Despite the recent economic growth, the comparison between per capita income and purchasing power reveal enduring inequalities. In 2024, the average per capita income reached US\$ 340/month¹⁴, the highest in 12 years, but the real purchasing power of families fell by 5%

¹¹ Code of Conduct for Evaluation in the United Nations System (2008) and UNEG Ethical Guidelines for Evaluations (2020).

¹² <https://hdr.undp.org/system/files/documents/global-report-document/hdr2023-24reporten.pdf>
Accessed on: 2024-07-29.

¹³ IBGE Agency.

¹⁴ *Average per capita income in Brazil grows 11.5% and reaches highest value in 12 years - Secretaria de Comunicação Social.* (n.d.). Retrieved July 28, 2024, from <https://www.gov.br/secom/pt-br/assuntos/noticias/2024/04/renda-media-per-capita-no-brasil-cresce-11-5-e-atinge-maior-valor-em-12-anos>.

between 2013 and 2023¹⁵. State-level disparities deepen this picture: In 2024, Roraima reported a monthly per capita household income of just R\$1,538 (US\$270), well below the national average, while São Paulo, the country's main economic center, reached R\$2,662 (US\$465), underscoring stark regional disparities¹⁶, which highlights the regional contrasts.

44. Labour market conditions have shown signs of recovery, with the unemployment rate at 6.1% in December 2024, the lowest figure in the last ten years¹⁷. This improvement is linked to the gradual resumption of economic activity after the end of the COVID-19 pandemic, as evidenced by the highest number of formal employment offers available since 2021, with an increase of 16.5% in 2024¹⁸, in a context of macroeconomic growth¹⁹. After a period of reduction and weakening of social services between 2016 and 2022, aggravated by the COVID-19 pandemic, Lula da Silva's government (from 2023) resumed the agenda of promoting social welfare policies. As a result, social assistance programmes such as Bolsa Família²⁰ were reactivated that year, reaching 56 million people by March 2024. The programme began to articulate cash transfers with access to essential public services, re-establishing integration with a strong network of social services to combat poverty²¹. The return of Bolsa Família in 2023 revived concerns about its impact on the well-being and long-term financial stability of beneficiaries. Families receive an average of \$125/month, with the possibility of additional benefits such as the Early Childhood Benefit and the Gas Aid. In June 2024, the state of São Paulo led the programme in terms of beneficiaries (2.57 million), with 83.7% of families headed by women. The programme prioritises vulnerable groups, including 225,582 indigenous families, 379,783 waste pickers, 223,340 homeless people and 218,801 Venezuelan refugees and migrants²². The Bolsa Família programme has been instrumental in providing social assistance to refugees and migrants in an inclusive public policy context (as described in the section below). In this context, the annual

¹⁵ *Brazilian purchasing power falls 5% in 10 years | Economy | G1.* (n.d.). Retrieved August 25, 2024, from <https://g1.globo.com/economia/noticia/2024/01/23/poder-de-compra-do-brasileiro-foi-corroido-quase-que-pela-metade-em-10-anos-entenda.ghtml>. See also: *Quaest: 63% of Brazilians think purchasing power today is lower than a year ago | CNN Brasil.* (n.d.). Retrieved August 25, 2024, from <https://www.cnnbrasil.com.br/economia/macroeconomia/quaest-63-dos-brasileiros-acham-que-poder-de-compra-hoje-e-menor-do-que-ha-um-ano/>.

¹⁶ Data from the Brazilian Institute of Geography and Statistics (IBGE). Available at: <https://www.ibge.gov.br/cidades-e-estados/sp>.

¹⁷ *Brasil cierra el año con el desempleo más bajo en más de una década.* Retrieved December 28, 2024, from <https://elpais.com/america/2024-12-28/brasil-cierra-el-ano-con-el-desempleo-mas-bajo-en-mas-de-una-decada.html>.

¹⁸ Data from the Ministry of Labor and Employment. Available at: <https://www.gov.br/trabalho-e-emprego/pt-br/noticias-e-conteudo/2025/janeiro/novo-caged-emprego-formal-teve-crescimento-de-16-5-em-2024>

¹⁹ Data from the Brazilian Institute of Geography and Statistics (IBGE). Available at: <https://agenciadenoticias.ibge.gov.br/agencia-sala-de-imprensa/2013-agencia-de-noticias/releases/42774-pib-cresce-3-4-em-2024-e-fecha-o-ano-em-r-11-7-trilhoes>

²⁰ The Bolsa Família programme reaches 13 million families, a large proportion of the country's low-income population. The model emerged in Brazil more than a decade ago and has been refined since. Poor families with children receive an average of R\$70.00 (about US\$35) in direct transfers. In return, they agree to keep their children in school and take them for regular health checks. Bolsa Família has two important results: it helps reduce current poverty, and it encourages families to invest in their children, breaking the cycle of intergenerational transmission and reducing future poverty.

²¹ The Bolsa Família cash transfer is linked to public services through a system of conditionalities such as child vaccination and prenatal care (health), and family monitoring carried out by CRAS (social assistance). More details on conditionalities can be found at: <https://bit.ly/4jMmr8f>.

²² Data from the Bolsa Família Programme Interactive Panel - R4V/MDS Platform. Available at: <https://app.powerbi.com/view?r=eyJrJoiZTk5NmE1YTItNDNA1Zi00YTILTk0ZWmtYzlwMTA5MjdhdjOTk0liwiZCI6IjE1ODgyNjJkLTZmIjtdNDNiNC1iZDZILWJjZTQ5YzhjNjE4NiIsImMiOiJh9>

report of the Observatory of International Migration (OBMigra)²³ highlights that 376,114 migrants of various nationalities were registered in the Unified Registry by 2022²⁴, which shows the growing eligibility of this population for social programmes.

3.1.3. The rights of refugees and migrants and their inclusion in national public services

45. Brazilian legislation allows asylum seekers, refugees and migrants to access public services, as long as they meet the same requirements as Brazilian citizens. This is the case of the Single Registry for Social Programmes (CadÚnico), which guarantees access to social benefits and is particularly important for the refugee and migrant population. In 2023, the registration process for accessing social services was updated to make it easier to identify indigenous refugee and migrant families by including ethnic groups from different countries.

46. Since re-democratisation in the 1980s, Brazil has developed a legal framework that supports the rights of refugees and migrants. Through Law 9474/1997, recognised by the UN as one of the most progressive in the world, the country incorporated the traditional definition of refugee from the 1951 Convention and made the recommendations of the 1984 Cartagena Declaration mandatory. The legislation guarantees family unity, official documentation, and work permits for refugees and asylum seekers. Articles 42 to 46 formalise UNHCR's three durable solutions: repatriation (art. 42), local integration (arts. 43 and 44) and resettlement in a third country (arts. 45 and 46).

47. Law 9474/1997 served as Brazil's primary legal framework for refugees, but it offered limited coverage for stateless persons. In 2017, a new migration law was implemented (Law 13445/2017), which introduced a chapter dedicated to the protection of stateless people and established a system to reduce statelessness. This law also strengthened the application of the 1951 Refugee Convention and the 1954 Convention on the Status of Stateless Persons regarding the recognition of statelessness.

48. These laws form the foundation of Brazil's response to forced displacement and reflect the government's sustained commitment to refugee protection. Over the last six years, Brazil has solidified its position as a host country, largely driven by the influx of displaced Venezuelans. For example, according to the National Committee for Refugees (CONARE), the number of decisions on asylum applications increased by 200%, from 42,000 in 2022 to 140,000 in 2023.

49. In 2023, the Government of Brazil launched consultations to develop the National Policy on Migration, Asylum and Statelessness. The process has the support of UNHCR, the International Organisation for Migration (IOM) and the International Labor Organisation (ILO), helping ensure the policy reflects the needs of refugees, migrants, and stateless persons in Brazil. This process culminated in the 2nd National Conference on Migration, Refugees, and Statelessness (COMIGRAR), held in November 2024. Participants included ministries, international organisations, civil society, academia and the refugee, migrant and stateless communities themselves. They identified six policy priorities: access to public services, socio-economic integration, interculturality, governance and social participation, document regularisation and combating rights violations. The conference stressed that implementation will require investment

²³ OBMigra. OBMigra Annual Report 2024, p. 21. Available at: <https://portaldeimigracao.mj.gov.br/pt/dados?id=401176>.

²⁴ Migrants enrolled in the Unified Registry become eligible to receive benefits from social programmes, such as the Bolsa Família Programme.

in resources and regulatory frameworks, and reinforces the commitment of the Government of Brazil to lead the migration agenda in the region²⁵.

3.2. A brief description of the refugee and migrant populations: demographic dynamics in Brazil

50. By mid-2024, Brazil was the third largest host country for Venezuelan displaced people²⁶, hosting 793,348 people, of whom 144,463 of them are refugees, 75,998 are asylum seekers and 572,877 have residence permits.²⁷ For Venezuelan refugees and migrants living in Brazil, access to documentation is not an obstacle. In 2023, 98% reported having some form of national documentation, and 96% had the National Health Card to access public health services throughout the country²⁸. Access to documentation fluctuated during 2019-2023. This was impacted in 2020-2021 due to government policies adopted during the COVID-19 pandemic, which included the closure of land borders and the suspension of services to issue or renew documentation. Despite this, UNHCR still managed to serve 42,000 refugees, asylum seekers, and migrants who were individually registered during the pandemic.

51. The majority of Venezuelan displaced people live in Roraima and Amazonas, which together host 41.75% of the population. 71% of households include children. Children live in 71% of Venezuelan households in Brazil, yet refugee children are 53% less likely to attend school compared to non-refugee children. Female-headed households account for 57%, and 24% of households have people living with disabilities.

52. Since 2017, 1,028,634 Venezuelan displaced people have entered Brazil, with 53% remaining in the country. As of November 2024, it was estimated that 626,885 Venezuelan displaced people were currently living in the country, up 7.1% from May 2024²⁹. Following the presidential election in Venezuela in July 2024, daily arrivals increased, peaking at 12,325 entries in August 2024³⁰. In response, the Government of Brazil increased federal support in Roraima to assist the newly arriving population.

53. Haitian and Afghan nationals are among the refugee and migrant communities living in Brazil. In 2023, with the support of UNHCR, the Government of Brazil launched an action plan to strengthen the protection and local integration of the Haitian population. The same year, almost 10,000 humanitarian visas were granted, which represents an increase of 45% compared to 2022. While migratory status in Brazil guarantees the full enjoyment of rights, including access to formal

²⁵ COMIGRAR, 2nd National Conference on Migration, Refuge and Statelessness, November 8-10, 2024, Brasília DF. | Retrieved January 17, 2025 from https://www.gov.br/mj/pt-br/assuntos/seus-direitos/migracoes/participacao-social-1/comigrar/cadernos-com-propostas-priorizadas/ES2COMIGRARCuadernoFinal_compressed.pdf

²⁶ Brazil | R4V. (n.d.). Retrieved August 6, 2024, from <https://www.r4v.info/pt/brazil>

²⁷ UNHCR Protection Brief, October 2024, retrieved from: https://www.r4v.info/sites/g/files/tmzbdl2426/files/2025-01/Protection-Brief-Brazil_Oct2024.pdf

²⁸ JNA 2023 - Joint Multisectoral Analysis of the Needs of Venezuelan Refugees and Migrants in Brazil | R4V. (n.d.) Retrieved August 4, 2024, from <https://www.r4v.info/pt/node/91261>

²⁹ Numbers of Venezuelan refugees and migrants - November 2024 report R4V | Retrieved January 17, 2025 from <https://www.r4v.info/es/document/r4v-america-latina-y-el-caribe-refugiados-y-migrantes-venezolanos-en-la-region-noviembre-3>

³⁰ A municipio de Brasil se ve abrumado con la llegada de migrantes venezolanos | Retrieved September 15, 2024, from <https://elpais.com/america/2024-09-15/un-municipio-de-brasil-se-ve-abrumado-con-la-llegada-de-migrantes-venezolanos.html>

jobs and public services, it does not eliminate the barriers some groups face in the labor market. Between 2021 and 2024, only 1,057 Afghan refugees found formal employment, compared to 46,162 Haitians between 2021 and 2024³¹.

54. Refugees and indigenous migrants from Venezuela face cultural and linguistic barriers, and limited access to basic services such as health and education. They also face challenges in accessing the internal relocation programme, in particular access to the labour market.

55. The cooperation agreement between the Government of Brazil and UNHCR was recently enacted in Decree No. 11.809/2023, which formalises the operation of UNHCR office in Brazil. The agreement focuses on international protection and humanitarian assistance to refugee populations and other forcibly displaced persons. It also expands cooperation to include actions due to environmental and climate disasters. The most recent was in May 2024, when UNHCR worked in coordination with the government to provide assistance to people affected by the floods in Rio Grande do Sul.

3.2.1. Impact of the new US administration on forced displacement

56. Since taking office in 2025, the new U.S. administration has adopted policies that have disrupted the work of governments and international agencies worldwide. These include strict border controls, mass deportations of migrants, the suspension of the asylum system in the US, and interruptions in humanitarian funding (globally and for UNHCR). As a result, many organisations have struggled to deliver consistent assistance and protection to refugees and migrants. In Brazil, the lack of funding led IOM to temporarily suspend its activities, directly affecting Operation Welcome³². Similarly, the recent deportations of Brazilian migrants from the United States have been a source of tension between the two countries³³.

³¹ Reports on the Brazilian formal labour market for persons in need of international protection - UNHCR Retrieved January 18, 2025 from <https://www.acnur.org/br/media/informe-sobre-o-mercado-de-trabalho-formal-para-pessoas-haitianas-no-brasil> and <https://www.acnur.org/br/media/informe-sobre-o-mercado-de-trabalho-formal-para-pessoas-refugiadas-afegas-no-brasil>

³² Operation Welcome (Portuguese: Operação Acolhida) is a humanitarian response initiative led by the government of Brazil to assist Venezuelan migrants and refugees fleeing political, economic, and social crises in their country. Operation Welcome is a federal task force created in March 2018, coordinated by Brazil's federal government in partnership with the UNHCR, IOM, UNICEF, civil society organisations, and municipal and state governments. It focuses primarily on Venezuelans entering Brazil through the northern border state of Roraima.

³³ Flight of repatriated nationals from the USA Retrieved January 28, 2025 https://www.gov.br/mre/pt-br/canais_atendimento/imprensa/notas-a-imprensa/voo-de-nacionais-deportados-pelos-euase

3.3. 3. Operational context: Operation Welcome and the role of UNHCR³⁴

57. In April 2018, the UN Secretary-General assigned UNHCR and IOM the task of coordinating the response to the Venezuelan situation³⁵ in 17 Latin American and Caribbean countries, forming the R4V (Response for Venezuela) Regional Interagency Coordination Platform. By October 2024, R4V Brazil had 55 partners, including UN agencies and civil society organisations. Its main products include the Annual Refugee and Migrant Response Plan (RMRP) and the Joint Needs Assessment (JNA). For 2023-2024, the RMRP Brazil brought together 42 organisations, estimating a financial need of US\$122 million.

58. In Brazil, UNHCR works directly and through 15 partners across various regions. It has offices in Brasília (country office), Boa Vista (sub-office), Manaus and São Paulo (field offices), as well as Pacaraima and Belém (field units). In May 2024, UNHCR also deployed a team to Rio Grande do Sul to support the emergency response to severe flooding.

59. Brazil's response to the Venezuelan displacement crisis has been recognised as innovative and comprehensive, combining humanitarian assistance with socio-economic integration³⁶. Since 2018, the Government of Brazil has introduced legal measures to “federalise” the response to forced displacement. These include strengthening border control, facilitating refugee mobility, and coordinating assistance related to shelter, vaccination, and the distribution of food and basic products.

60. UNHCR supports Brazil's national humanitarian response, Operação Acolhida (“Operation Welcome”), in close coordination with government bodies such as the Ministry of Social Development (including the Federal Subcommittee for the Reception and Voluntary Internal Relocation of Immigrants in Situations of Vulnerability) and the Civil House³⁷. The Government of Brazil recognised the refugee and migrant influx as a “humanitarian crisis” and classified the response measures as emergency aid. To organise the humanitarian response to the Venezuelan displacement, Operation Welcome was launched in both Pacaraima and Boa Vista. The Ministry of Defence, acting as the operational coordinator of the response, officially began structuring the operation in March 2018.

61. Operation Welcome operates on three fronts: (i) Border control: Reception and documentation centres in Pacaraima and Boa Vista provide entry processing and enable refugees and migrants to apply for international protection or residence permits; (ii) Temporary shelter and humanitarian assistance: the Ministry of Social Development and UNHCR coordinate shelters

³⁴ This section focuses on the implementation and support of Operação Acolhida, since this is UNHCR's main intervention in Brazil, in order to keep it short and introductory. In addition to UNHCR's technical and operational institutional support to Operação Acolhida, UNHCR's response also incorporated advocacy components, partnerships, training, etc.

³⁵ Venezuela is in the midst of an unprecedented social and humanitarian collapse that has led to food insecurity, hyperinflation, regional instability and the second largest migration crisis in the world. Although it began during Hugo Chávez's regime, the situation worsened around 2015, during Nicolás Maduro's presidency, due to a combination of low oil prices and a lack of oil production as a result of a lack of maintenance and investment.

³⁶ Brazil's response to Venezuelan refugees and migrants is | IOM Brazil. (n.d.). Retrieved August 25, 2024, from <https://brazil.iom.int/pt-br/news/resposta-brasileira-aos-refugiados-e-migrantes-venezuelanos-e-referencia-para-outros-governos>

³⁷ The Civil House in Brazil is similar to the Head of Cabinet or Minister of the Presidency in other countries.

and transit centres that offer temporary housing and humanitarian support; and (iii) Voluntary internal relocation: Operation Welcome offers refugees and migrants the possibility of voluntary relocation to other municipalities in search of socio-economic integration.

62. Since the beginning of Operation Welcome, Venezuelan displaced people arriving in Pacaraima have been transported free of charge to Boa Vista, where there is a sorting centre with the same services as at the border. Through its partners, UNHCR has coordinated up to seven active shelters³⁸ in Roraima, including Jardim Floresta, Pricumã, Rondon 1 and 5, Waraotuma a Tuaranoko, Centro de Trânsito BV-8 and Janokoida. At the time of writing, UNHCR coordinates two shelters (Jardim Floresta and Pricumã) and one transit centre (BV8).

63. In Roraima, Venezuelan refugees and migrants can register for the voluntary internal relocation programme, known as *interiorização*. Inspired by the response to the Haitian influx (2012-2014), the programme involves the federal, state and municipal governments, with support from UNHCR, IOM, other international organisations and civil society.

64. From April 2018 through May 2024, the voluntary internal relocation programme has relocated 134,071 Venezuelan nationals to 930 municipalities across Brazil³⁹. The process is free, voluntary and exclusive to Venezuelan citizens. There are four types of relocation, each with specific requirements:

65. **Institutional relocation (shelter to shelter)** targets Venezuelan refugees and migrants living in shelters in Roraima who wish to relocate but lack the resources to pursue other options. The programme transfers them to temporary reception and integration centres in other cities, where they can stay for up to three months with access to food, hygiene kits, and integration support. Around 70% of the beneficiaries of this type of relocation reported having a source of income after their three-month stay⁴⁰. In September 2024, UNHCR supported three reception and integration centres with a capacity for 150 people. By December 2024, 17,208 people had been relocated through institutional relocation, of which 7,369 had received UNHCR support. Overall, since 2018, UNHCR has supported over 50 reception and integration centres, either through implementing partners or with mixed support through operational partners.

66. **Family reunification** is intended for family members seeking to join refugees who are already legally established in Brazil. Unlike relocation between shelters, it is also available to those living outside the shelters in Roraima. The host family must demonstrate the financial capacity to support the new member without jeopardising their own livelihood.

67. **Social reunification (*interiorização com apoio social*)** is similar to family reunification but is open to Venezuelan displaced people who wish to join friends or individuals with whom they share emotional bonds in other cities. While no proof of kinship is required, the host must demonstrate the financial ability and, where relevant, the social stability to accommodate the applicant without jeopardising their own well-being. Applicants must submit identification documents, proof of income, and a clean criminal record.

³⁸ Profile of Shelters in Roraima (n.d.). Retrieved August 6, 2024, from information relating to April 6, 2024

³⁹ For data on the employability, duration of employment and economic inclusion of the Venezuelan population, see Section 4 - EQ3.1.

⁴⁰ See: <https://www.acnur.org/br/interiorizacao> . Accessed October 10, 2024.

68. **Internal relocation for work or Signposted Employment Vacancy (*interiorização com Vaga de Emprego - VES*)** enables Venezuelan refugees and migrants to relocate from Roraima based on a signed commitment from Brazilian companies. Selection takes place before relocation and the vacancies are managed by the Government of Brazil or its partners. Operation Welcome, through the Coordination and Voluntary Internal Relocation Centre, coordinates trips and employers to prevent exploitation. Beneficiaries receive social support for up to three months.

69. UNHCR offers additional support to families with children through Cash-Based Interventions (CBI), guaranteeing financial assistance to cover basic needs during the first month until a salary is received. In cases of greater vulnerability, the support can be beyond one month. UNHCR also complements complementary initiatives to promote the employability of refugees and migrants participating in work-related relocation:

- Empowering Refugee Women: UNHCR, the Global Compact - Brazil Network, and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) have joined forces to promote refugee and migrant women's access to work. They are offering workshops in Boa Vista, including vocational training in partnership with the National Commercial Learning Service (SENAC), and sensitising private sector employers from the Companies with Refugees Forum. These employers offer work opportunities to refugee and migrant people, including those who can be voluntarily relocated through Operation Welcome.
- Companies with Refugees: a platform run by UNHCR and the Global Compact - Brazil Network that promotes the employability and entrepreneurship of refugees. It connects employers from all over Brazil who offer vacancies to Venezuelan displaced people through the intermediation of Operation Welcome.

3.3.1. Overview of UNHCR's operations and presence in Brazil

70. Since 2019, UNHCR's programmes in Brazil have evolved significantly, especially as a response to the Venezuelan situation. UNHCR's presence in Brazil has been structured around a country office in Brasília and field offices in São Paulo, Manaus, Boa Vista, Belém and Pacaraima. In 2020, the Boa Vista Field Office (FO) was upgraded to a Sub-Office (SO), overseeing the Field Unit (FU) in Pacaraima. UNHCR engaged 40 partners in 2019, focusing on the social and economic integration of refugees. Staffing levels reached 270 employees in 2022 and 221 in 2023.. Funding remained a challenge, with annual budget needs of US\$52.5 million between 2022 and 2024, with available funds representing only 38.5% of planned needs.

71. Resource mobilisation continued to be a challenge for UNHCR in Brazil, particularly in the face of emergencies like the floods in Rio Grande do Sul and the surge in refugees from Afghanistan.

72. Between 2022 and 2024, UNHCR's planned annual needs-based budget (OP) for Brazil was US\$52.5 million, and available funding (OL) covered only 38.5% of that amount⁴¹. Until 2024, the United States, through the Bureau for Population, Refugees, and Migration (BPRM), stood out as

⁴¹ UNHCR: BRA_OP OL budget 2022-2024; Brazil financial data_2021-2023.

one of the main funders of the UNHCR operation in Brazil, contributing 41% of the OL in 2021, 49% in 2022, 58% in 2023 and 50% in 2024⁴².

73. Globally, UNHCR has worked in coordination with federal, state and municipal governments, as well as other government agencies, civil society organisations, the private sector and academia.

74. From 2019 to 2023, UNHCR was part of the United Nations Country Team (UNCT), participating in various sub-groups. It supported the update of the United Nations Development Assistance Framework (UNDAF) Joint Work Plan 2017-2021⁴³, and the development of the United Nations Sustainable Development Cooperation Framework (UNSDCF)⁴⁴ 2023-2027, which focuses on five pillars (economic transformation, social inclusion, environment, governance and sustainable development). In 2023, it strengthened partnerships with the United Nations Children's Fund (UNICEF), the ILO and other agencies to ensure the inclusion of refugees in the UN development system.

75. In 2023, UNHCR began discussions with the Government of Brazil to ensure the long-term sustainability of Operation Welcome by aligning it with national public policies and the development of a National Policy on Migration, Asylum, and Statelessness.⁴⁵

⁴² UNHCR: Brazil Funding Update 2021-2024; Funding by type of donor 2021-2024.

⁴³ For more information, see: <https://brasil.un.org/pt-br/52528-marco-de-assist%C3%A2ncia-das-na%C3%A7%C3%B5es-unidas-para-o-desenvolvimento-2012-2015>.

⁴⁴ For more information, see: <https://unsdg.un.org/resources/united-nations-sustainable-development-cooperation-framework-guidance>.

⁴⁵ See the previous section.

4 FINDINGS

4.1. Adapting UNHCR's strategy in Brazil

EQ1. To what extent has UNHCR adapted its strategy in response to the situation in Venezuela, considering the needs of refugees, migrants and host communities, the regional context and other cases?

76. UNHCR supported the Government of Brazil's response by helping develop new models of reception and assistance that have served as benchmarks, generating disaggregated data and joint analysis to adapt the response to the diversification of protection needs of a greater number of nationalities and specific needs. Data generation has also been essential for UNHCR's advocacy actions on public policies related to human mobility and displacement, for highlighting the contributions of refugees and migrants to the economy and the private sector, and for evidence-based decision-making

77. However, the persistence of humanitarian needs made it difficult to adapt and balance the response to immediate needs with the adoption of the medium-term perspective necessary for a sustainable approach to programmes. UNHCR strengthened the analysis of protection needs in a context of mixed movements, advocated for the right of access to territory and the principle of *non-refoulement*. As displacement patterns diversified, UNHCR adapted its actions beyond the Venezuelan population to include other nationalities and vulnerable groups. This included increasing the number of monitored entry points, adopting cultural mediators and strengthening the protection of new profiles of people in situations of vulnerability.

78. UNHCR's strategic adaptation in Brazil in response to the forced displacement of Venezuelans reflects a process of transition from an emergency approach to one of strengthening public protection and integration policies. However, this evolution in strategy has not been sufficiently matched by corresponding changes in the operation's budgetary structure or financing⁴⁶. UNHCR has played a central role in Operation Welcome, collaborating with the Government of Brazil in reception, documentation and voluntary internal relocation actions. Increased support for socio-economic inclusion (a central axis of voluntary internal relocation and a reflection of government priorities) has been key to expanding refugee and migrant access to the formal labour market. UNHCR's early presence on the border with Venezuela and its alignment with government policies have been instrumental in the organisation playing a key role in updating national guidelines on displacement and migration in 2023 and 2024. Its collaboration with civilian and military authorities under Operation Welcome has helped establish an innovative model of humanitarian-military cooperation in Latin America.

⁴⁶ See the chapter "Fit for purpose of UNHCR's structure, staff and resources in Brazil".

4.1.1. EQ1.1 To what extent does UNHCR's current strategic positioning in the country respond effectively to the needs of the Venezuelan population and other cases, considering the protracted nature of the situation, the evolution of the context and the resources available (e.g. donor funding, private sector opportunities)?

79. UNHCR has been a key partner of the Government of Brazil since the beginning of the Venezuelan displacement for the creation, implementation, management and monitoring of Operation Welcome, a large-scale national strategy to respond to the largest human displacement crisis in Brazil and in the region⁴⁷. UNHCR has not only aligned itself with government strategies, but has also played an active role through its early presence at the border with Venezuela (since 2016), strong institutional positioning, and sustained operational support for Operation Welcome. These factors have significantly shaped national policies on human mobility and emergency response. UNHCR's joint work and alignment have taken place at all three levels of public administration (federal, state and municipal) and have remained consistent, regardless of political cycles and institutional turnover. UNHCR has also worked in an integrated manner with the civil and military authorities (Humanitarian Logistics Task Force⁴⁸), in what has been a benchmark national⁴⁹ and international experience in humanitarian-military collaboration in response to the large-scale displacement of the Venezuelan population.

80. UNHCR's position in the country and its role as co-leader of the R4V platform have successfully generated multi-stakeholder interest in asylum, refugee issues, and specific challenges concerning rights, access to services, and local integration. The UNHCR has been instrumental in finding solutions and engaging new partners to improve the "refugee and migrant protection ecosystem" in Brazil. The country is widely recognised in terms of its refugee protection structure for its tripartite scheme, involving the government, civil society and international organisations through UNHCR. The range of actors involved has steadily expanded. This is exemplified by new partnerships with universities, stronger participation of public bodies with human rights mandates, the promotion of partnerships with organisations led by refugees⁵⁰, and growing engagement of the private sector, including companies, development banks and development actors. In terms of integration, efforts have opened up more and better opportunities for private companies to hire refugees and migrants⁵¹. However, the scope of these actions was limited by a budget structure that did not keep pace with UNHCR's strategic shift from emergency response toward socio-economic integration⁵². UNHCR was also engaged in local capacity building, with strong dialogue with state and municipal governments, helping to create councils, committees, laws and action plans. While traditionally UNHCR's alignment and dialogue were

⁴⁷ Operation Welcome was created by Provisional Measure No. 820/2018, converted by the National Congress into Law No. 13,684/2018, which deals with emergency assistance actions to welcome people in situations of vulnerability resulting from mixed movements caused by a humanitarian crisis, and establishes the Federal Emergency Assistance Committee regulated by Decree No. 9,970 of 2019. Operation Welcome was established along three main lines: Border Management, Shelter and Voluntary Internal Relocation.

⁴⁸ Ministerial Directive 03/2018 authorized the creation of the Humanitarian Logistics Task Force as part of Operation Welcome). The Armed Forces are responsible for providing logistical support to the operation in the areas of infrastructure, transportation, health and administration of other government institutions, United Nations agencies and civil society entities.

⁴⁹ SILVA, Josias Marcos de Resende. Humanitarian Logistics Task Force: the development of military capabilities in the context of Operation Welcome. Praia Vermelha Military Observatory. Rio de Janeiro: ECEME, 2020

⁵⁰ In 2024, UNHCR funded 40 RLOs across the country.

⁵¹ See the "Effectiveness" chapter.

⁵² See the chapter on aligning the structure and resources of the operation with the strategy.

with the Government of Brazil, the involvement of new local and non-state actors has added important dimension to the organisation's work in Brazil

4.1.2. EQ.1.2 How has UNHCR adapted its strategy over time to respond to mixed movements, evolving protection needs, points of entry and changing donor priorities?

81. **UNHCR's strategy evolved from a humanitarian approach focused on supporting Brazil's emergency response to the Venezuelan displacement to a broader approach aimed at strengthening public policies and services. This includes, in particular, the development of the National Policy on Migration, Asylum and Statelessness (2024) and the local integration of refugees and migrants. However, the persistence of humanitarian needs, both linked to Venezuelan displacement (including Venezuelan indigenous refugees) and from other nationalities (such as Afghans) and challenging situations (e.g. COVID-19 pandemic), made it difficult to strike a balance between responding to immediate needs and adopting a medium-term perspective, which is necessary for a sustainable approach to programmes ("sustainable response").** Despite a relative decline in the intensity of Venezuelan population flows to Brazil through Pacaraima⁵³, the deterioration of the situation in Venezuela (aggravated after the 2024 elections) continued to generate humanitarian needs in the state of Roraima. The adaptive capacity of UNHCR in Brazil has been recognised not only in relation to fluctuations in population inflows, but also in various emergency situations that have occurred in the last four years (such as the COVID-19 pandemic and extreme weather events). The online survey indicates that UNHCR's adaptability to mixed movements and changing needs is considered positive by most respondents (55% of respondents rate adaptability as good or very good)⁵⁴.

82. Even so, the difficulties faced in the process of transferring the management of the shelters in Roraima to national institutions in 2024 highlight the difficulties in shifting from a "care and maintenance" approach in a humanitarian context, in which UNHCR continues to be seen as a fundamental partner in Operation Welcome.

83. In addition to international protection for Venezuelan displaced people, the need to support the national refugee system persisted. This was especially important given the significant increase in the number of requests for refugee status, from approximately 30,000 in 2020 to almost 60,000 in 2024, and the involvement of highly diverse nationalities with over 150 countries represented in 2023⁵⁵. In 2024, the floods in Rio Grande do Sul led to UNHCR's intervention in the emergency response, which was widely recognised. However, this disrupted regular programmes underway and generated debates with national institutions about the relevance of UNHCR's response.

84. During 2024, UNHCR in collaboration with IOM and other organisations, provided institutional and technical assistance to the Government of Brazil as part of the participatory

⁵³ The daily average of border entries shows a slowing trend, although with many fluctuations during the period evaluated (e.g. an increase after the Venezuelan elections in 2024). Over the last four years, the cumulative number of Venezuelan refugees and migrants in Brazil has steadily increased.

⁵⁴ See Annex 8: Online Survey Report.

⁵⁵ JUNGER DA SILVA, Gustavo; CAVALCANTI, Leonardo; LEMOS SILVA, Sarah; DE OLIVEIRA, Antônio Tadeu Ribeiro. International Migration Observatory; Ministry of Justice and Public Security/Migration Department. Brasília, DF: OBMigra, 2024

process to draft the National Policy on Migration, Refugees and Statelessness, which consolidated the role of UNHCR in a scenario of mixed movements in Brazil.

85. UNHCR supported the Government of Brazil's response by contributing to the development of new reception and assistance models, which serve as a reference for good practices, generate more disaggregated data⁵⁶ and joint analyses, and strengthen advocacy with national actors; this support (including a more decentralised approach), facilitated responding to the diversification and complexity of the protection needs of a greater number of nationalities and entry points in Brazil. UNHCR's strategy has shifted from focusing on supporting the federal response to Venezuelan displacement, characterised by large-scale arrivals through the north of the country, notably in Pacaraima, to promoting a broader vision that encompasses previously existing but unidentified needs, such as long-settled Haitian population, emerging needs (e.g. Afghan, Palestinian and Cuban populations) and new entry points (São Paulo airport and other land border points in the north of the country). The diversity of nationalities and protection situations in Brazil has led UNHCR and national partners to use cultural mediators, develop culturally adapted services, strengthen the response to gender-based violence and monitor new border crossings in the states of Acre, Amapá and Roraima. UNHCR's joint work with national institutions and partners - especially at state and municipal levels- was essential to ensure the protection of the new population profiles. At the organisational level, the autonomy granted to UNHCR field presences, along the establishment of partnerships at the state and municipal levels, were key to adapting a national strategy to diverse sub-national contexts.

86. UNHCR strengthened the analysis of protection needs in the context of growing mixed movements and advocacy for the right of access to territory, the principle of *non-refoulement*, in a context where Brazil has become a hub for arrivals and transit to North America, and at a time when national authorities have restricted visa-free entry to curb misuse of asylum procedures⁵⁷ and irregular stay. UNHCR has expanded the monitoring international protection needs and border flows as Brazil became a key transit route to North America for arrivals from other continents. Concern among the Brazilian authorities about the possible increase in refugee applications at Guarulhos airport, irregular entries into Brazil and the activity of mafias smuggling people from Asian countries led the Ministry of Justice to issue a technical note (October 2024)⁵⁸ restricting visa-free entry, prompting UNHCR to respond in defense of continued access to the territory and the right asylum.

4.1.3. EQ1.3 To what extent have UNHCR's actions and positions in relation to Brazil's refugee protection policies and strategies been adequate in terms of international protection standards? And, if adequate, to what extent have they been the best possible?

87. As far as *non-refoulement* is concerned, the actions and positions of UNHCR have not been relevant as to have an impact on the Government of Brazil's decision-making on the

⁵⁶ See evaluation question 1.5 To what extent has UNHCR used evidence-based processes and tools to identify the needs of forcibly displaced people and prioritise areas for intervention?

⁵⁷ In UNHCR documents and refugee status determination (RSD) guidelines, the expression "mala fide" is often used in reference to: i) Applications made with dishonest intent, such as those based on fabricated stories or false documents; ii) Conduct by applicants who may deliberately misrepresent or omit critical information (UNHCR Handbook on Procedures and Criteria for Determining Refugee Status (HCR/1P/4/ENG/REV.4)).

⁵⁸ Ministry of Justice and Public Security, National Secretariat of Justice, Office of the Department of Migration. TECHNICAL NOTE No. 18/2024/Gab-DEMIG/DEMIG/SENAJUS/MJ. [<https://www.gov.br/mj/pt-br/assuntos/secretaria-nacional-de-justica-senajus/nota-tecnica-demig.pdf>]

protection of refugees, with the occurrence of two potentially constituting violations of the principle. However, in response to these situations, UNHCR advocated for the respect of the *non-refoulement* principle, demonstrating that it was in line with international refugee law⁵⁹. Challenges to the principle of *non-refoulement* were identified at two different times and in two different situations: in response to the COVID-19 pandemic with the closure of borders, preventing refugees from accessing Brazilian territory and, more recently, with the restriction of access to the refugee procedure by people in transit through Brazil at Guarulhos Airport. In both situations, the Government of Brazil presented justifications for the measures, based on public health and safety issues (including those of migrants). UNHCR's response began with advocacy actions seeking to reverse the measures: in the case of the pandemic, by pointing out that other less restrictive measures could achieve the same goal, and in the most recent case, arguing that Brazil is historically a transit country and that there is a need to normalise this situation. These UNHCR actions have been part of a critical but constructive approach and dialogue with the Government of Brazil. The results of the online survey show a largely positive perception of the application of international standards and protection in Brazil: 75% of all respondents consider the standards to be good or very good⁶⁰.

88. UNHCR has consistently engaged in advocacy aimed at promoting the adoption of higher international protection standards in Brazil and disseminating good practices. However, these efforts have, at times, faced resistance. In particular, comparative references to less progressive protection standards in neighbouring countries have been employed as a rationale for limiting the implementation of more ambitious reforms in Brazil. Brazil has been seen as a country with good protection structures, with a national law considered a model for many years, with a tradition of respect for the right to asylum, and consequently refugee protection, and with a commitment to human rights. Brazil is also a country of reference and good practices in guaranteeing access to rights, the functioning of the asylum system and other means of migratory regularisation. In relation to the humanitarian response to the Venezuelan displacement, Brazil is an example of progress in international refugee protection standards to improve national protection frameworks and stimulate improvements in the regional context. In some discussions on international protection in Brazil, comparisons between countries in the region have been used as an argument for not promoting higher standards of protection and limiting the scope of changes to existing national frameworks. In contrast, Brazil took on the pro-tempore presidency of regional CONARE meetings and endeavoured to include discussions on integration. They brought national good practices in relations with the private sector and development banks to the forefront of these discussions.

89. UNHCR's work with the Government of Brazil on humanitarian visas as a form of safe access to the territory, which can be seen as a high standard of protection, was decisive in extending this practice to Afghans and Ukrainians. However, it has had less impact when it comes to linking humanitarian visas to the national asylum system, i.e. becoming an effective complementary pathway not only for migrants in general, but also for refugees, to prevent setbacks and restrictions on existing practices. The granting of

⁵⁹ This issue is relevant since *non-refoulement* is one of the pillars of International Refugee Law, enshrined in Article 33 of the 1951 Convention and in the Fifth Conclusion of the Cartagena Declaration, for example, and is essential in the day-to-day protection of refugees and in the work of UNHCR, as it prevents the return (directly or indirectly) of people to places where their lives, freedoms or safety are at risk. In Brazil, in general, there is respect for international refugee law as a rule, without major systemic violations, i.e. without the adoption of actions, measures or policies that are at odds with international norms and standards, either widely or permanently.

⁶⁰ See Annex 8 Online Survey Report.

humanitarian visas for people affected by the situations in Afghanistan and Ukraine had an impact on UNHCR's work in Brazil. In operational terms, this impact stemmed from the number of people from Afghanistan who came to Brazil, with figures exceeding 13,000, which required significant efforts from UNHCR in partnership with national institutions (federal, state, and municipal) to implement specific reception and integration policies. On the other hand, given that more than half of the people who benefited from this practice used Brazil as a transit country, the Government of Brazil adopted measures to restrict this practice on the grounds of protecting individuals from using dangerous onward routes or prioritising those intending to settle in the country. To this end, it has drafted a "community sponsorship project". UNHCR has dialogued with the Government of Brazil to maintain a humanitarian approach, especially to ensure that the Afghans are recognised as refugees. In addition, one of UNHCR's key points of advocacy has been to link humanitarian visas to the asylum system, rather than just to the residency permit, a point that has met some resistance from the Government of Brazil.

90. UNHCR's advocacy efforts for the approval of family reunification visas have been confronted with the lack of solid international standards and some gaps in the implementation of national legislation. Family reunification has been another challenge in the context of humanitarian visas. National legislation⁶¹ provides broad eligibility for family reunification for recognised refugees, including ascendants and descendants and other economically dependent members). Nevertheless, there were difficulties in obtaining these visas and applications for visas for family members of refugees in Brazil were not answered or were delayed by the Government of Brazil during the evaluation period. In this context, UNHCR has been working with the Government of Brazil to improve the protection of refugee families by granting humanitarian visas for family reunification. However, the lack of solid international standards on the issue, the requirement for stricter criteria to prove economic dependence, the absence of administrative deadlines and the lack of an appeal mechanism have made it difficult to obtain visas⁶², jeopardising the successful implementation of this right.

4.1.4. EQ1.4. To what extent have UNHCR's actions and positions in relation to Age, Gender and Diversity (AGD) policies, and ethnicity, been adequate in terms of international standards and/or national laws?⁶³

Refugees and indigenous migrants from Venezuela

91. UNHCR's work, together with public and civil society partners, has been consistent and aligned with international standards and national laws to promote access to rights and public services for indigenous refugees and migrants from Venezuela, especially access to documentation. The regularisation of the Warao indigenous refugees in Belém and Ananindeua, carried out in early 2024, was structured in three stages: pre-documentation, processing by the Federal Police and issuing of civil documents is a successful example of joint efforts. This initiative had the collaboration of institutions such as the Pará Justice Department (SEJU), the Immigrant and Refugee Support Centre of the Pará State University (NAIRE/UEPA), the Pope John XIII Foundation, the International Education Institute of Brazil (IEB), the Municipal Education Department (SEMEC) and the National Justice Council (CNJ), as well as the National Committee for Refugees (CONARE). The project aimed to overcome language and bureaucratic

⁶¹ Law No. 9.474/1997, CONARE Normative Resolutions No. 04 and No. 27.

⁶² Martuscelli, Patrícia Nabuco (2025) Family Reunification of Refugees in Brazil: Why does it Matter? Refugee Research Online.

⁶³ See question 3.6 for more details on the socio-economic integration of vulnerable profiles.

barriers, ensuring access to rights. The Federal Police waived the need for appointments via SISMIGRA, speeding up the issuing of documents such as the Individual Registration (CPF), demonstrating the effectiveness of multi-sector partnerships in protecting vulnerable populations⁶⁴.

92. UNHCR has supported the collection of data on the indigenous refugee and migrant population through studies, needs assessments, and participatory consultations, with the aim of enhancing public authorities' understanding and awareness of this group. This has contributed to more targeted actions and initiatives by public administrations. This is the case of the anthropological document *The Warao in Brazil: Anthropology's contributions to the protection of indigenous refugees and migrants*⁶⁵, which, through a more in-depth understanding, underpins the needs that strategies aimed at the Venezuelan displaced indigenous population should consider, with an emphasis on cultural adaptation. This study supported interactions with local governments by presenting not only data but also experiences and recommendations. Another document, the *Reference Guide for Social Work with the Indigenous Refugee Population*⁶⁶, contributed to UNHCR's dialogue with municipalities and state governments by facilitating the inclusion of indigenous people in local public services. In the health sector, UNHCR supported the training of indigenous Warao interpreters in various states across the country, as well as the training of Indigenous Community Health Promoters, to help indigenous people communicate effectively and access basic services, thereby increasing their inclusion in public policies. In the education sector, and in partnership with UNICEF, UNHCR has supported the promotion of education for refugee and migrant children and adolescents in indigenous shelters in Pacaraima and Boa Vista, although this is not seen by the indigenous communities as sufficient to meet the demand for intercultural and bi/multilingual education.

93. UNHCR has managed to strengthen the communication capacities of the indigenous refugee and migrant communities, promoting their participation in Brazilian social and political life, while respecting the culture of these communities. UNHCR's first action on this front was to support the creation of community radio stations in indigenous shelters as part of Operation Welcome in Manaus and Pacaraima in 2020. Although they were created independently, with the support of local partners, radio stations became a community-based protection initiative aimed at empowering communities and addressing cross-cutting challenges faced by this population⁶⁷. UNHCR then promoted initiatives to strengthen the political autonomy of indigenous leaders. In 2020, UNHCR supported the training of Venezuelan displaced indigenous leaders in Roraima, and the following year, 2021, in Belém⁶⁸. UNHCR then supported the creation of the Warao Council in 2022, which marked a turning point in the visibility, mobilisation and recognition of the Warao people in Brazil⁶⁹.

⁶⁴ Available at: <https://www.acnur.org/br/noticias/comunicados-imprensa/acnur-organiza-mutirao-para-regularizacao-documental-de-indigenas>.

⁶⁵ According to this document and other surveys carried out with the support of UNHCR, the Warao ethnic group is the largest indigenous refugee and migrant population from Venezuela moving through Brazil.

⁶⁶ Available at: <https://www.acnur.org/br/media/web-guia-de-referencia-para-o-trabalho-social-com-populacao-indigena-refugiada-e-imigrante>.

⁶⁷ Available at

Pacaraima: <https://www.missoeshumanitarias.org/indigenas-warao-criam-radio-no-abrigo-janokoida/>

Manaus: <https://www.r4v.info/pt/document/brasil-promovendo-estrategias-de-protecao-indigena-comunitaria-por-meio-da-radio-yakera>

⁶⁸ Available at: <https://www.acnur.org/br/noticias/comunicados-imprensa/indigenas-da-etnia-warao-concluem-curso-de-formacao-de-liderancas-em>

⁶⁹ Reference document: Action Plan of the Warao Ojiduna Council.

Protection of other vulnerable groups

94. **UNHCR's efforts and advocacy have played a key role in highlighting the multiplicity of factors that contribute to the vulnerability of refugees and migrants, as well as the diversity of their needs and circumstances. These actions have been instrumental in raising awareness among public institutions and facilitating the inclusion of vulnerable refugees and migrants within public policies. Nevertheless, progress remains insufficient in systematically mainstreaming vulnerabilities - such as gender, ethnicity, class and age - into institutional structures and public programmes.** The inclusion of refugee needs in different debates, and with different actors, is a positive aspect of UNHCR's work in Brazil⁷⁰. There is a strong perception that the protection and integration of refugees and migrants have become a relevant issue on the political and public agenda as a result of UNHCR's work, making it more visible and enabling advances in protection. Beyond the legal advances, other protection issues, especially access to rights and services, continue to pose challenges. The limitations of border protection screening to identify vulnerabilities and specific needs at an early stage, as well as specific protection profiles, remain a challenge. In fact, data from the online survey indicates that attention to the needs of vulnerable profiles is one of the areas with the lowest rating among UNHCR staff (41% consider that UNHCR has not responded adequately to the needs of vulnerable profiles)⁷¹.

95. In general, CONARE, with the support of UNHCR, has implemented targeted campaigns aimed at expediting asylum procedures for individuals of African descent and survivors of gender-based violence, including **women and LGBTQIA+ persons**. In the case of applicants of African descent, particular emphasis was placed on addressing the impacts of racism. For survivors of gender-based violence, measures included establishing *prima facie* procedures for victims of female genital mutilation, as well as recognising LGBTQIA+ individuals as refugees under the "membership of a particular social group" criterion. Advocacy work and support from UNHCR were crucial to securing these gains. In addition to institutional measures for international protection, RMS data shows advances in the perception of safety among refugees and migrants, although challenges remain for women. The proportion of people who feel safe at night increased in 2023, with women going from 38.2% to 48.3% and men from 47.7% to 60.3%⁷². Even so, men's perception of safety remains significantly higher.

96. With regard to the work carried out with **refugee and migrant women**, there is a perception that a positive partnership is developing between UNHCR and UN Women⁷³. The focus of actions has been on women heading single-parent households. There are still challenges, especially socio-economic integration, which was evidenced in research on voluntary internal relocation⁷⁴. The issue of gender-based violence (GBV) still appears as a limiting factor for the economic

⁷⁰ Interviews with external actors (academia and civil society).

⁷¹ Similarly, the participation of vulnerable profiles in planning and implementation (through consultations with refugee and migrant communities) was rather limited. See Annex 8 Online Survey Report - UNHCR Brazil's Country Strategy Evaluation (2021-2024).

⁷² Annex 11: Analysis of UNHCR Result Monitoring Survey (2022,2023). According to the report, individuals with a residence permit also reported a greater increase in perceptions of security (from 43.3% to 56.1%) compared to those without. However, those who preferred not to reveal their residency status reported only a marginal improvement (35.7% to 37.5%), remaining the least likely to feel safe. See more details on the analysis of RMS results in relation to gender-based violence in the specific annex (Annex 12).

⁷³ Interviews with UNHCR and UN Women staff. More details on the developments of the partnership between UNHCR and UN Women in the period can be found in question 3.6.

⁷⁴ See question 3.6 for more details on the socio-economic integration of women heads of single-parent households.

autonomy of refugee women. Awareness of GBV services fell significantly between 2022 and 2023, from 66.9% to 23.8% among women and from 70.5% to 19.7% among men, which may hinder integration efforts, particularly for women⁷⁵.

97. Three population groups that continue to present significant challenges are those related to **age**—specifically children and older persons—and **individuals living with disabilities**. With regard to children, there are a large number of unaccompanied children, as well as a low school attendance rate, especially among people in shelters. UNHCR has supported the Federal Public Defender's Office, which has been the main partner on this issue. There is a perception that the situation of elderly people still needs significant improvement⁷⁶. There are great difficulties for older persons in leaving the shelter and in the integration process. There are also contradictory situations that may require targeted communication actions. On the one hand, these groups have achieved some success in accessing national social benefit (Bolsa Família, Continuous Cash Benefit - BPC). Still, on the other hand, there is a need to combat misinformation, including prejudices and the perception that elderly refugees only come to Brazil to get social benefits. With regard to individuals with disabilities, the issue arose above all in relation to the challenges of care, reception and integration along the northern border⁷⁷.

4.1.5. EQ1.5 To what extent has UNHCR used evidence-based processes and tools to identify the needs of forcibly displaced people and prioritise areas for intervention?

98. **The generation and use of data across multiple domains—internally, to inform UNHCR's analysis and programmatic decision-making, and externally, to support the work of the R4V platform and the Government of Brazil—have been widely acknowledged as key value-added contributions of UNHCR in Brazil.** Strengthening UNHCR's capacities to generate and use data, in partnership with national institutions, has been central to adjusting the country strategy, informing programmatic decisions and designing differentiated interventions. Investment in data has been essential to understanding and responding to the dynamic nature of refugee populations and mixed movements. The constant changes in the profiles and needs of these populations have led UNHCR to invest in data collection and analysis that consistently captures the evolution of the protection needs, avoiding reliance on outdated information. Similarly, specific analyses on the indigenous refugee population have been decisive in better characterising their specific needs and influencing public policy response⁷⁸. Access to data from ObMigra and the Federal Police, which was previously difficult to obtain before 2021, was crucial for conducting more precise analyses and informing strategic adjustments. The increased availability of data has made it possible to transition from a strategy focused on the Venezuelan crisis (influenced by R4V's humanitarian architecture) to a broader approach that includes other nationalities (outside of R4V's focus) and is more focused on durable solutions. In addition, the use of "ActivityInfo" and the disaggregation of data by sex and age group allowed the identification of the differences between nationalities, which facilitated targeted interventions. Some nationalities showed similar patterns, while others showed significant differences, highlighting the importance of adopting differentiated approaches. UNHCR also produced gender-disaggregated

⁷⁵ Report UNHCR BRA RMS 2022-2023 - Detailed Analysis of GBV Indicators (Annex 12). The document analyses how this reduction may be related to programmatic and contextual factors, such as changes in research methodology, training limitations, the arrival of new migrants with less access to information and institutional instability.

⁷⁶ Interviews with UNHCR staff and civil society organisations.

⁷⁷ See more details on the socio-economic integration of people living with disabilities in question 3.6.

⁷⁸ See the UNHCR question on the age, gender and diversity approach.

data on socio-economic integration, which proved essential for both programmatic analysis and strategic decision-making.

99. **The structuring of a DIMA team (both in the country office and in Boa Vista, Manaus, São Paulo offices), the investment made in two Results Monitoring Surveys and the joint work with various public administrations make UNHCR Brazil a benchmark operation in data management and analysis, as well as for aligning with national information systems⁷⁹, despite some limitations.** UNHCR's installed technical capacity in the country has made it possible to carry out two ambitious RMSs that have contributed to monitoring programmes and generating evidence and publications for understanding flows and needs (in addition to other studies). UNHCR also strengthened its work with national institutions and systems (CONARE, SISMIGRA, CadÚnico⁸⁰, Instituto Brasileiro de Geografia e Estatística, among others). For example, in the case of the Ministry of Justice / CONARE, UNHCR's support has also been essential in strengthening the capacity to process applications, manage the database, and analyse the asylum situation in Brazil. However, an in-depth analysis of the RMS and voluntary internal relocation programme databases identified limitations in methodological design, comparability over time, and their effectiveness as monitoring tools to inform strategic planning through COMPASS⁸¹.

⁷⁹ As part of the scope of the evaluation, UNHCR and the evaluation team agreed to focus specifically on the databases of the two RMS and the voluntary internal relocation programme. The UNHCR's own databases (RMS) received more in-depth treatment. The analysis of the voluntary internal relocation programme's database was lighter, as it dealt with data from national public administrations.

⁸⁰ <https://www.gov.br/mds/pt-br/acoes-e-programas/cadastro-unico>.

⁸¹ See the specific annex (Annex 11) with the results derived from the analysis of the RMS and voluntary internal relocation program databases.

4.2. Synergies and catalytic role

EQ2. - To what extent has UNHCR been able to promote and benefit from synergies with key stakeholders and play a catalytic role in Brazil, mobilising other relevant actors around the cause of refugees and other displaced populations to maximise the leverage effect of its interventions?

100. In shaping Brazil's response to the forced displacement of Venezuelan nationals, UNHCR has played a catalytic role, fostering synergies among diverse actors to maximise the impact of interventions supporting refugees and migrants. Its role as co-lead of the R4V platform, in partnership with IOM, and its alignment with regional frameworks such as the Cartagena Declaration, have contributed to enhanced coordination between governmental bodies, civil society organisations, and international actors. This coordination effort, led by UNHCR, has required considerable institutional commitment and facilitated the development of a clear division of labour across sectors and networks, strengthened coherence within the protection ecosystem, and the advancement of a "localisation" approach. It has also enabled more structured engagement with the Government of Brazil. However, despite these achievements, coordination within the R4V framework has faced challenges due to the fragmentation of the response. This fragmentation stemmed from the wide range and diversity of participating actors, many of whom lacked experience operating in a humanitarian context.

101. More recently, UNHCR's contributions to the development of COMIGRAR II and the formulation of the National Policy on Migration, Asylum, and Statelessness have further consolidated its role in shaping long-term migration and protection policy. Additionally, coordination with state and municipal governments has proven instrumental in the implementation of reception and integration measures, particularly under the Solidarity Cities programme. This initiative has enhanced institutional capacities in municipalities such as São Paulo, Juiz de Fora, Belém, and Manaus, supporting the creation of Municipal Committees, and Refugee and Migrant Action Plans. Despite the strategic importance of Boa Vista and the state of Roraima as primary points of arrival for forcibly displaced Venezuelans, UNHCR has faced obstacles in establishing structured partnerships with key local institutions due to political dynamics and shifting governance cycles.

102. Collaboration with civil society organisations and the private sector has been crucial in expanding the operational scope of UNHCR's efforts. Notably, the agency's engagement with the Companies with Refugees Forum has stood out as a key platform for private-sector involvement. Partnerships with UN agencies have facilitated access to labour market opportunities and supported protection and empowerment initiatives for women and children; however, the overall scale and reach of these collaborations remain limited compared to the breadth of needs, UNHCR has worked with financial institutions to analyse the economic impacts of forced displacement and support evidence-based public policy design.

103. Achieving synergy and complementarity among actors has proven more challenging in urban settings with elevated levels of violence, such as São Paulo, which also serve as key destinations for refugees and migrants. Difficulties have also emerged in responses to emergency situations not covered by Operation Welcome's structure, including disasters such as the floods in Rio Grande do Sul.

4.2.1. EQ2.1 To what extent has UNHCR work been aligned with regional strategies, national policies and priorities and collaborated with national and local authorities in Brazil to develop complementary strategies and initiatives that contribute to durable solutions for refugees and migrants, and how have these partnerships evolved over time?

Alignment with regional strategies

104. **UNHCR's work has enabled the consistent operationalisation of relevant global⁸² and regional⁸³ frameworks in Brazil. It has also enabled the implementation of the mandate given by the UN Secretary-General in 2018 to UNHCR and IOM to support the response to the Venezuelan displacement.** The co-leadership of the R4V platform is widely regarded as a practical embodiment of the United Nations' principles of "Delivering as One" and the promotion of "New Ways of Working". Both the Cartagena Declaration and Brazil's Action Plan have served as key reference points in shaping the Government of Brazil's response to the Venezuelan displacement crisis, with active support from UNHCR. The application of the Cartagena Declaration—specifically, the characterisation of the Venezuelan situation as one involving serious and widespread violations of human rights—has reinforced the central principle of non-refoulement, legitimised the provision of humanitarian reception visas, and laid the foundation for the implementation of Operation Welcome. Furthermore, the Government of Brazil's role during its pro tempore presidency of the Quito Process in 2021, supported by UNHCR, was instrumental in consolidating regional responses. Brazil's role facilitated progress in key areas such as socio-economic integration, asylum procedures, migration regularisation, temporary reception measures, and regional coordination, particularly during the exceptional circumstances posed by the COVID-19 pandemic.

Alignment with the federal government

105. **UNHCR has maintained a critical but constructive dialogue with the Government of Brazil, sometimes providing support and technical expertise to inform decisions, while also pushing back against measures that threatened refugee protection.** UNHCR's relationship with the Government of Brazil has been generally constructive and central to the development of Brazil's refugee protection system. According to the online survey, UNHCR's alignment and collaboration with national policies is positively perceived, with 68% of participants classifying alignment as "good" or "very good"⁸⁴. Even so, there have been times when UNHCR has needed to take a different stance from the approach taken by the government and advocate for higher international protection standards.

106. The first is the Government of Brazil's stance that only people recognised as refugees by the Government of Brazil are refugees, which diverges from international refugee law standards. While international law states that recognition of refugee status is declaratory, the Government of Brazil has adopted the stance that it is constitutive, thus restricting the rights that refugees should

⁸² New York Declaration for Refugees and Migrants, Global Compact on Refugees, Global Compact for Safe, Orderly and Regular Migration, United Nations Network on Migration.

⁸³ Los Angeles Declaration on Migration and Protection in 2022.

⁸⁴ See Annex 8 Online Survey Report.

have from the moment their displacement begins. This may lead to violations of the principle of non-refoulement, as discussed above⁸⁵.

107. A second aspect is Brazil's stance against being a transit country, despite this being a longstanding part of its migration history, but which has recently served to justify actions that risk contravening international refugee law. A third issue is that, since Brazil has a system widely recognised as favourable to refugee protection, government decisions that fall short of this standard or of international norms are often difficult to reconcile or justify. Some setbacks have shown that respect for international standards cannot be taken for granted, and that in some cases is insufficient to ensure compliance.

108. The alignment and strong support of UNHCR (together with IOM and other agencies) with the Ministry of Justice and the National Organising Committee⁸⁶ for the 2nd COMIGRAR⁸⁷ were instrumental in shaping a new public policy on migration, refuge and statelessness. In addition, since 2023, UNHCR and other agencies have supported a broad consultative process involving universities, civil society, government bodies, and refugee-led organisations throughout the country to draw up proposals to inform the development of the National Policy on Migration, Refugees and Statelessness and the Action Plan.

109. Alignment with municipal governments has been particularly significant, given their responsibilities for delivering social programmes and services⁸⁸, as well as their generally limited experience and institutional capacity in responding to f displacement. This alignment has been instrumental in bridging the gap between reception policies, which fall under federal jurisdiction, and local integration efforts, which are partly the responsibility of municipalities. UNHCR's engagement with municipal governments has been fundamental to the development and establishment of Municipal Committees and Plans for refugees, migrants, stateless persons, and returnees—most notably in cities such as São Paulo, Juiz de Fora, Belém, and Manaus. UNHCR's multisectoral approach at the federal level has extended to the municipal sphere, recognising that both the creation of these committees and the approval of local policies or action plans necessitate the mobilisation and consensus of multiple municipal secretariats. More broadly, this work has been framed within the Solidarity Cities initiative, which is anchored in Brazil's 2014 Action Plan and positions cities as critical actors in providing protection and durable solutions for displaced populations. Given that municipalities are at the forefront of both providing immediate assistance and promoting local integration, UNHCR's support has evolved over time to encompass a broader range of geographical areas and thematic issues. However, the scope and intensity of this support have varied depending on local political dynamics and institutional capacity. In the specific cases of Pacaraima and Boa Vista, UNHCR has worked

⁸⁵ The approach adopted by the Government of Brazil is that, because the refugee status is constitutive, only people who have already been recognized as refugees have access to all rights. Therefore, not allowing them to apply for refugee status in the Sao Paulo airport or to be returned (before or without applying for refugee status) would not violate the law. However, according to the best international protection standards, with the constitutive approach, there is a risk of violating the principle of non-refoulement (see for example; UNHCR Emergency Handbook - Access to territory and non-refoulement)

⁸⁶ Commission made up of representatives of the federal public administration (Ministry of Justice and Public Security, among others), migrants, refugees and stateless persons, international organisations (such as UNHCR and IOM) and academia.

⁸⁷ COMIGRAR, 2nd National Conference on Migration, Refugees and Statelessness, November 8-10, 2024, Brasilia DF. [https://www.gov.br/mj/pt-br/assuntos/seus-direitos/migracoes/participacao-social-1/comigrar/cadernos-com-propostas-priorizadas/ES2COMIGRARCuadernoFinal_compressed.pdf].

⁸⁸ In the case of CadÚnico, municipalities are responsible for using the data to plan and manage local public policies aimed at the low-income population, implemented within the municipality or the Federal District.

closely with local authorities to address the challenges of a protracted emergency that has deeply impacted the demographic and socioeconomic fabric of these small border municipalities. UNHCR has also sought to support and constructively influence public policies and services in Boa Vista and the state of Roraima, which serve as key entry and reception points for Venezuelan nationals. Despite sustained advocacy and efforts to establish collaborative mechanisms, UNHCR has encountered limited engagement from municipal and state institutions, largely due to political constraints and fluctuating governance cycles.

4.2.2. EQ2.2 How has UNHCR coordinated its response with the Government of Brazil, development partners, humanitarian actors and the private sector to maximise synergies and achieve shared objectives in Brazil's refugee and migration context?

110. Coordination with humanitarian actors (R4V platform) required high levels of dedication and resources from UNHCR, helped define a division of labour between sectors and networks, reinforced the platform's "localisation" approach and enabled a reasonably orderly interlocution with the Government of Brazil. However, R4V coordination could not prevent the fragmentation of the response due to the large number of partners and the diversity of actors involved, not only from the humanitarian community. Coordination with humanitarian actors through the R4V platform demanded substantial commitment and resource investment from UNHCR. This effort contributed to the establishment of a clear division of labour across sectors and networks, the reinforcement of the platform's "localisation" approach, and the facilitation of a relatively structured channel of communication with the Government of Brazil. Nevertheless, despite these achievements, R4V coordination was unable to fully prevent the fragmentation of the humanitarian response, owing to the sheer number and diversity of participating actors, many of whom were not used to working in humanitarian contexts. In addition, there have been challenges in maintaining the specificities of UNHCR's work, especially in a context where the distinction between refugees and migrants remains unclear. The high demands of co-leading and coordinating a platform that brings together more than 100 partners, including national and international humanitarian organisations with their own extended networks, as well as other actors such as government authorities, academia and civil society that supported coordination, were frequently highlighted by the UNHCR team. Despite the challenges, UNHCR's efforts were instrumental in mobilising civil society organisations and other national actors (including refugee-led organisations) on the R4V platform and were recognised as an outstanding contribution of UNHCR's co-leadership. The results of the online survey indicate that UNHCR's coordination efforts and synergies with various stakeholders are generally perceived positively (64% of respondents rated coordination as "good" or "very good"⁸⁹, with local authorities expressing particularly high levels of satisfaction, as 69% rated coordination as "very good"). The humanitarian nature of many R4V platform members has facilitated effective sectoral coordination⁹⁰, particularly in the management of reception shelters and during critical phases of displacement. The partnership with IOM, as co-lead of the R4V platform, has been crucial in

⁸⁹ See Annex 8 Online Survey Report.

⁹⁰ The R4V is organised into seven sectors: i) Shelter and Food Distribution; ii) Education; iii) Health; iv) Integration, Internalisation and Humanitarian Transport; v) Nutrition; vi) WASH; and vii) Protection (child protection, gender-based violence and human trafficking). These sectors hold regular meetings to set priorities, disseminate standards, monitor activities, outline advocacy strategies, and share potential challenges and good practices. In addition, the R4V Platform in Brazil has three working groups that focus on specific topics related to: i) Indigenous Peoples; ii) Communication with Communities and Accountability to Affected Populations (AAP); and iii) CBI/CVA (Cash Voucher Assistance); in addition to the Coordination, Information Management and Communication Support Groups that work to ensure the functioning of the Platform.

defining complementary roles and co-managing key components of the response to the Venezuelan displacement. This includes joint coordination of shelter-related interventions under the framework of Operation Welcome, with the objective of complementing governmental activities. While UNHCR and IOM collaborate in shared areas of coordination, each agency maintains distinct areas of expertise and operational focus. However, in the context of mixed movements and overlapping emergency responses, national actors have struggled to clearly distinguish between the respective mandates and roles of UNHCR and IOM—particularly where asylum and migration pathways coexist (and at times compete). The promotion of localisation, through the strengthening of local actors, has been an essential aspect of UNHCR's strategy. Nonetheless, UNHCR's sustained presence has remained critical to ensuring that specific protection needs are addressed and that gaps in public service provision are filled. This is especially pertinent in light of the structural challenges facing public service delivery in Brazil and the existence of significant regional disparities.

111. Humanitarian coordination faced limitations in urban contexts affected by high levels of violence, as well as during the emergency response to the floods in Rio Grande do Sul. UNHCR has made efforts to adapt humanitarian coordination to specific contexts, including, as far as possible, urban areas with high levels of violence (as in Rio de Janeiro) and regions heavily impacted by climate emergencies (as in Rio Grande do Sul). Despite some UNHCR initiatives with its partners, such as Caritas RJ's itinerant actions in vulnerable areas of the city⁹¹ and the response to other climate-related emergencies, there was competition between agencies for coordination, visibility and resources, influenced, inter alia, by a lack of knowledge about UNHCR's mandate and its role in responding to these situations.

112. UNHCR has promoted and participated in joint actions with other UN agencies in Brazil, helping to provide specialised responses to the needs of refugees and migrants. However, the scope of these initiatives has been limited in relation to the magnitude of people's needs and the complexity of public policies in a federal country with very diverse sub-national realities. As part of the local integration strategy, UNHCR partnered with the International Labor Organisation (ILO) to address the economic needs of refugees, promoting self-sufficiency and reducing dependence on aid. The ILO's analysis addressed the challenges that Venezuelan migrants face in accessing decent work, as defined by the ILO, even those who have been integrated through Operation Welcome⁹². In addition, UNHCR's partnership with UN Women focused on the socio-economic integration of refugee and migrant women, especially single mothers (e.g. project "Empowering Refugee Women"⁹³). In a complementary way, education and child protection were central aspects of the collaboration between UNHCR and UNICEF. Their joint initiatives ensured that refugee and migrant children in Brazil have access to essential services such as education, health and protection (e.g. the "One Million Opportunities" programme, which supports the transition of young people over the age of 14 into the job market).

113. UNHCR's collaboration with international financial institutions, including the World Bank, has resulted in joint studies assessing the positive short-term fiscal and labour market impacts of Venezuelan refugees and migrants. The findings of these studies have

⁹¹ 2022 CARJ_Annex_D_Project Performance Report-Final Year End.pdf.

⁹² Gordon, J. (2024, 15 enero). Decent Work for Displaced Persons: Lessons from the Experiences of Venezuelan Migrant and Refugee Workers in Colombia and Brazil. https://papers.ssrn.com/sol3/papers.cfm?abstract_id=4709229.

⁹³ UNHCR Brazil. Empowering Refugee Women | UNHCR Brazil. UNHCR Brazil. <https://www.acnur.org/br/o-que-fazemos/empoderando-refugiadas/empoderando-refugiadas-english-version>.

informed and guided programmatic decisions within UNHCR, the R4V platform, and Operation Welcome⁹⁴.

⁹⁴ See question 5.1 for more details.

4.3. Effectiveness of UNHCR's response in Brazil

EQ3. How effective has UNHCR been in promoting access to territory and legal residence for refugees and other displaced populations, expanding the provision of assistance and protection services for people with specific needs, and supporting access to quality services through public systems, promoting local integration and increasing livelihood opportunities?

114. UNHCR's response to Venezuelan displacement in Brazil succeeded in extending protection to various nationalities, profiles and situations (mixed movements, extreme weather events), and was decisive in recognising Venezuelan displaced people as refugees through a *prima facie* procedure. UNHCR contributed to the adaptation of the legal framework and federal public policies at the state and municipal levels, helping to adopt differentiated approaches. The challenges faced included a lack of clarity in how vulnerabilities were prioritised during the group recognition process, concerns around procedural transparency, and difficulties in influencing a favourable protection environment in the municipalities of Boa Vista and Pacaraima. In a context of mixed movements, confusion about the application of international protection and the overlap between refugee status, migration regularisation, and residence permit access were other major challenges.

115. UNHCR's actions were particularly effective in Operation Welcome, which provided essential services, including documentation, humanitarian assistance and reception. The implementation of sorting stations and technical support to CONARE strengthened the asylum system.

116. UNHCR has played a crucial role in promoting local integration and access to public services by supporting the development of policies and plans that take into account regional specificities (e.g. creation of local councils and committees, support for voluntary internal relocation). These initiatives have proven to be effective, with reasonable rates of job placement and socio-economic integration for those participating in the internal relocation programme. Specific programmes (e.g. Empowering Refugee Women) have aimed to increase the employability of female heads of households who are single, although with limited results due to structural barriers.

117. The integration of specific groups (Warao indigenous people, the elderly and people living with disabilities) has presented challenges related to the limitations of cultural and social interventions and systemic barriers. UNHCR has made progress in initiatives such as supporting indigenous handicrafts, promoting community housing and professional training, but challenges of discrimination and dependence on external support persist. The use of cash-based interventions, especially in emergencies, has proved to be an effective tool for meeting basic needs, though not consistently integrated into a broader protection strategy. Disparities in perceptions of safety, awareness of GBV, access to safe housing, financial stability, and social protection coverage across different demographic groups suggest that even in a favourable policy context, specific needs, especially those of vulnerable groups, have not been consistently met, underscoring the need for more targeted interventions.

4.3.1. EQ3.1 To what extent has UNHCR's advocacy policy effectively contributed to the creation of a favourable protection environment for refugees and migrants in Brazil?

118. **UNHCR's position on Venezuelan displacement in Brazil, in a favourable legal environment, gave visibility to the needs and extended the protection to other nationalities and profiles, and was decisive for the recognition of the Venezuelans' refugee status, through a *prima facie* procedure⁹⁵. However, issues related to transparency and the prioritization of vulnerabilities were identified in the process of group recognition⁹⁶.** Faced with a favourable national legal framework and the specific pressures in Roraima due to the increased arrival of Venezuelan displaced persons⁹⁷, the Government of Brazil implemented a large-scale federal response to provide protection and assistance to the Venezuelan population, with the support of UNHCR. Subsequently, UNHCR's advocacy work contributed to extending protection to the Haitian population (MJSP/MRE Interministerial Ordinance No. 37), Cubans, as well as providing visas and humanitarian assistance to deal with the successive arrivals of Afghans at Guarulhos International Airport. UNHCR advocated for the preservation of the right to asylum, with safe access to international protection, especially at a time when the Ministry of Justice decided to restrict access to the territory for passengers without a visa (August 2024). This decision took place in a context of growing concern about the use of Brazil as a transit country for some of the mixed movement routes to the United States.

119. UNHCR's influence was essential for the adoption of *prima facie* procedures⁹⁸, both for people from Venezuela and for specific nationalities (Syria, Iraq, Afghanistan, Mali, Burkina Faso⁹⁹) and vulnerable groups (as seen in question 1). Furthermore, it was crucial to keep the dialogue around efficiency improvements grounded in UNHCR's core protection mandate. The technical support provided by UNHCR, and subsequently adopted by CONARE, has facilitated group-based recognition of refugee status, reduced processing and decision-making times, enhanced analytical capacity, and simplified the assessment of profiles at high risk of persecution. This collaboration with CONARE introduced practices and technologies that marked an important step forward for refugee protection, both in Brazil and internationally. In this context, UNHCR has played a catalytic role in developing innovative approaches to address persistent protection gaps and shortcomings. Notably, UNHCR's efforts contributed to revitalising a protection-driven approach and restoring standards that had weakened between 2021 and 2022. Furthermore, the effectiveness of UNHCR's advocacy efforts in Brazil is widely acknowledged and viewed favourably by key stakeholders. A total of 70% of participants in the online survey rated its effectiveness as "good" or "very good". National institutions, meanwhile, reported an even more

⁹⁵ The UNHCR uses the *prima facie* approach to recognise refugee status whenever there are clear circumstances in a person's country of origin that meet the definition of a refugee. This approach is often used in large-scale situations, such as when people are fleeing conflict or human rights violations (UNHCR Emergency handbook).

⁹⁶ Jubilut, Liliana Lyra, Jarochinski Silva, João Carlos (2020). Group recognition of Venezuelan people in Brazil: a new appropriate model? *Revista Migraciones Forzadas* (issue 65), 42-44.

⁹⁷ National legislation allowed *prima facie* recognition, through simplified procedures, for asylum seekers from Venezuela, Afghanistan, Iraq, Syria, Burkina Faso and Mali, as well as people persecuted because of their sexual orientation or gender identity, women at risk or survivors of female genital mutilation.

⁹⁸ By 2023, the Government of Brazil had recognised around 75,000 Venezuelan refugees (with a recognition rate of 97.5%) thanks to the application of the *prima facie* procedure. In 2023, Venezuelan displaced people submitted 112,644 applications, which corresponds to 81.4% of all applications received (Ministry of Justice and Public Security, Refuge in Figures, 9th edition, last updated on Wednesday, September 11, 2024 [<https://portaldeimigracao.mj.gov.br/pt/dados?id=401361>]).

⁹⁹ For more details on this *prima facie* application, see JUBILUT, Liliana L.; RIBEIRO, Flávia Oliveira. Brazil's application of serious and widespread human rights violations as a basis for refuge in the framework of CONARE's 25th anniversary. *Périplos - Revista de Pesquisa sobre Migrações*, v. 8, p. 32-61, 2024.

favourable view (85% rating the effectiveness of advocacy as "good" or "very good")¹⁰⁰. However, academia and civil society have raised concerns about the criteria used to prioritise group recognition, particularly regarding how vulnerabilities are addressed, the transparency of the process, and the role of technology in decision-making.

120. UNHCR has contributed to the adaptation of the federal legal framework and public policies at state and municipal levels, taking into account the diversity of sub-national asylum and mixed movement contexts, and assisting in the adoption of differentiated approaches. However, the ability to influence a favourable environment in the municipalities of Boa Vista and Pacaraima has been more limited due to local circumstances. UNHCR was instrumental in preparing and holding the 2nd COMIGRAR, the National Conference on Migration, Refugees and Statelessness. UNHCR supported consultations and contributions to guarantee the progress of this public initiative. It sought to ensure the inclusion of asylum issues, which had only appeared tangentially within debates on documentation and regularisation. In the context of local integration, there has been a search for tools to monitor protection-related aspects of voluntary internal relocation, including initiatives such as the Moverse survey (2021-2023), conducted by UNHCR, UN Women and the United Nations Population Fund (UNFPA)¹⁰¹, which highlighted gender inequalities, but this monitoring is still limited in scope.

121. UNHCR's sustained presence in key geographical areas—including border entry points and settlement locations—has played a critical role in defending the rights of refugees and migrants and in providing technical support to state and municipal authorities for the development or revision of sub-national legal frameworks. This territorial engagement has enabled local governments to formulate context-specific policies and plans tailored to the characteristics and needs of displacement flows and population profiles¹⁰². Such efforts have included the establishment of state and municipal councils or committees, as well as the adoption of state- and municipal-level policies and action plans. The adoption of differentiated approaches has been particularly important in the development of inclusive policies for specific refugee groups. For instance, targeted efforts in Belém and Manaus have supported policy development with and for indigenous refugee populations, while initiatives in São Paulo have focused on the Afghan refugee population. These experiences have produced replicable good practices that may inform similar efforts in other municipalities across Brazil¹⁰³. However, the adoption of inclusive public policies has been more limited in municipalities most heavily affected by the arrival of Venezuelan nationals, such as Pacaraima and Boa Vista in the state of Roraima. This is the case despite the considerable mobilisation of federal resources and the involvement of international organisations. Several factors have hindered progress in these contexts, including the perception of the mass influx of Venezuelans as a temporary or cyclical phenomenon, the tendency to view responsibility for the crisis as falling under federal rather than municipal jurisdiction, and the influence of local political and societal debates. These dynamics have posed challenges to the formulation of municipal policies and plans capable of responding adequately to the profound demographic, social, and economic transformations that have taken place over the past seven years.

¹⁰⁰ See Annex 8 Online Survey Report.

¹⁰¹ <https://www.onumulheres.org.br/pesquisa-moverse/>.

¹⁰² <https://www.acnur.org/br/o-que-fazemos/politicas-publicas>.

¹⁰³ Belém's policy and municipal committee were presented at the First Regional Meeting of Solidarity Cities of the Americas in Montevideo (April 2024).

4.3.2. SQ3.2 To what extent has UNHCR been able to successfully integrate protection and, at the same time, support the Brazilian authorities in preparing a response to large refugee flows?

122. **One of the principal challenges during the period was UNHCR's effort to prevent the reduction of refugee status to a mere issue of documentation regularisation.** The prevailing perception—and at times, instrumentalisation—of the asylum system as a mechanism primarily for obtaining legal documentation, rather than as a means of ensuring international protection, presented a complex context. This challenge was particularly pronounced in light of the significant increase in the number of forcibly displaced individuals, including those in need of refugee protection, arriving in Brazil. The Government of Brazil has increasingly prioritised the issue of migratory regularisation, placing emphasis on documentation. Since late 2022 and into 2023, UNHCR has worked actively to counter this trend by promoting a narrative that emphasises the distinct yet complementary roles of asylum and other forms of migratory regularisation. While recognising the importance of residency permits as a means of legal documentation, UNHCR has underscored that such mechanisms should not replace the asylum system, which is essential for ensuring access to comprehensive international protection for those in need. A central challenge in this context has been to clarify the distinction between asylum and other legal residence pathways, and to safeguard access to the asylum system in accordance with international and regional protection standards. The mainstreaming of protection has proven helpful in placing protection concerns at the centre of Brazil's public response to mixed movements. However, some confusion persists within institutions regarding the legal and functional differences between asylum procedures and humanitarian residence permits. To address these challenges, UNHCR adopted a multi-stakeholder approach involving all three levels of public administration—federal, state, and municipal—and promoted the localisation of services. Strengthened partnerships at the local level, particularly with universities and civil society organisations, have played a key role in supporting effective access to the national asylum system and in reinforcing institutional capacity for protection delivery.

4.3.3. EQ3.3 To what extent has UNHCR's direct assistance, including reception and documentation, the provision of shelters, humanitarian aid and voluntary internal relocation (in the case of Operation Welcome), been effective in responding to immediate needs and promoting self-sufficiency?

Operation Welcome

123. **Through its work on Operation Welcome in Roraima, UNHCR demonstrated its ability to respond to a volatile context of forced displacement by successfully adapting its response to changing flows and profiles of the displaced population.** Since the beginning of UNHCR's support for the Government of Brazil's response (in conjunction with IOM and other international organisations, civil society and the R4V platform) until September 2023, more than 950,000¹⁰⁴ Venezuelan refugees and migrants who entered Brazil through Roraima have received some kind of assistance to guarantee their protection and dignity. UNHCR has been instrumental in improving access to rights, highlighting the number of Venezuelan displaced persons who have received the Continuous Cash Benefit (5,300) and the 4,000 indigenous Venezuelan displaced persons who have been assisted through Operation Welcome¹⁰⁵. During

¹⁰⁴ <https://agenciabrasil.ebc.com.br/direitos-humanos/noticia/2023-09/operacao-acolhida-audiencia-na-camara>.

¹⁰⁵ For more information on the number of people granted asylum, see the "Context" section.

the period from 2020 to 2021, external factors, such as the COVID-19 pandemic, required UNHCR to recalibrate its work within Operation Welcome, which it did successfully. For example, faced with the declaration of a health emergency due to the COVID-19 pandemic, UNHCR in Boa Vista followed the “stay and deliver” approach, keeping its operations on the ground to constantly monitor not only the needs of sheltered people, but also those located in spontaneous occupations, on the streets or in rented spaces¹⁰⁶.

Reception and documentation

124. UNHCR has assumed a pivotal role in facilitating access to documentation for refugees and migrants in Brazil, undertaking extensive collaboration with both the Federal Police and the National Committee for Refugees (CONARE)¹⁰⁷. This engagement has included sustained support via documentation working groups that implement pre-identification procedures for individuals with specific protection needs and arranged transportation to the Federal Police headquarters in Boa Vista to ensure access to relevant services. A key development in improving reception processes was the establishment of Triage Posts (Postos de Triagem, PTRIG), initially in Pacaraima and subsequently in Boa Vista. UNHCR played a central role in designing these posts, significantly improving the efficiency of reception mechanisms by integrating multiple services at a single location. Furthermore, UNHCR has prioritised the identification of individuals with specific protection needs and has applied a cross-cutting protection lens to guide the selection of priority profiles for shelter. This approach has been implemented not only in Boa Vista but also in Pacaraima, including the creation of a dedicated accommodation facility (BV-8) for individuals requiring specific protection. Despite these initiatives to improve access to asylum procedures, external factors have influenced the documentation preferences of newly arrived individuals. Many opt for temporary residence permits over asylum claims, which has implications for UNHCR’s core mandate related to international protection. This trend complicates efforts to identify those who meet the criteria established by the 1951 Refugee Convention and who should therefore be encouraged to seek asylum. A critical gap remains in the form of insufficient information dissemination and the absence of robust screening mechanisms capable of assessing individuals’ protection profiles—what UNHCR refers to as “protection-sensitive entry systems.” While the agency acknowledges the importance of enabling individuals to make informed decisions regarding the type of documentation they pursue, its capacity to provide comprehensive information on asylum and international protection has been constrained. These limitations stem from the emergency context, the high volume of people transiting through the PTRIGs in Pacaraima and Boa Vista, and the complex and often overlapping experiences of refugees and migrants.

Reception and temporary shelter

125. UNHCR, in coordination with the Ministry of Development and Social Welfare, Family and Anti-Hunger, the Armed Forces and various partner organisations, has been instrumental in shaping shelter management practices, adopting a person-centred model that emphasises the prioritisation of vulnerable populations and on-site protection case management. Through collaborative management with partners integrated into Operation

¹⁰⁶ UNHCR before and after Operation Welcome: an analysis in the light of the Brazilian humanitarian response, UNHCR. Brazil. Available at: <https://www.acnur.org/br/media/o-acnur-antes-e-depois-da-operacao-acolhida>.

¹⁰⁷ The National Committee for Refugees (Conare) is a collegiate body, linked to the Ministry of Justice and Public Security, which decides on requests for recognition of refugee status in Brazil. Its powers and composition are defined in Article 12 of Law No. 9,474 of July 22, 1997.

Welcome, UNHCR has effectively overseen multiple shelters and transit accommodations in Boa Vista and Pacaraima¹⁰⁸. This joint operational structure is currently maintained in five facilities across Roraima, which remain under the direct management of UNHCR and its implementing partners. These shelters have provided critical assistance and protection to tens of thousands of refugees and migrants in recent years. The integration of protection as a cross-cutting component is evident in multiple aspects of Operation Welcome. This includes the segmentation of shelters by population profile—for example, facilities designated exclusively for Indigenous communities being organised in accordance with their cultural practices and specific needs. Moreover, the allocation of Refugee Housing Units (RHUs) is guided by the household's profile and tailored to their particular vulnerabilities. Case management activities have enabled referrals to services within the public system¹⁰⁹, fostering moderate levels of engagement between Operation Welcome and local actors. However, these interactions have also underscored significant limitations, particularly the constrained capacity and, at times, reluctance of local service providers to meet the complex needs of refugee and migrant populations. These challenges are especially acute in the case of Indigenous groups, who have often remained in temporary shelters for extended periods¹¹⁰. For these populations, the implementation of durable solutions is hindered by both cultural specificities and systemic barriers, highlighting a pressing need for more inclusive and adaptable policy responses.

126. In addition to its involvement in formal shelter management, UNHCR has systematically monitored and provided assistance to refugees and migrants residing in spontaneous settlements and rented accommodations in Boa Vista and Pacaraima. This sustained engagement has enabled the ongoing identification of vulnerabilities, facilitated referrals to essential public services, and supported community-strengthening initiatives. However, substantial demographic, economic, and social changes—particularly in Boa Vista—have contributed to rising tensions between host and displaced communities. These shifts have not been adequately addressed through initiatives promoting social cohesion, largely due to the limited financial and operational resources available to UNHCR¹¹¹ and its partners under Operation Welcome. From an urban planning and governance perspective, the establishment of shelters, primarily on public and military land allocated for emergency use, and the proliferation of informal settlements have significantly altered Boa Vista's urban landscape and socio-economic dynamics. After seven years of continuous operation, the shelters have gradually evolved beyond their originally temporary and emergency nature, contributing to the emergence of what has been informally dubbed "Rondonlândia." Simultaneously, spontaneous settlements have developed outside the framework of Operation Welcome, often characterised by poor living conditions and inadequate sanitation. UNHCR's capacity to influence municipal urban development planning—such as the integration of new humanitarian services and facilities into Boa Vista's Master Plan and Multi-Year Plan—has been constrained by prevailing socio-political conditions. These limitations have hindered efforts to institutionalise the humanitarian response within broader development frameworks. Moreover, cases of xenophobia in the state of Roraima have posed a barrier to local integration and undermined the effectiveness of social inclusion programs. The lack of access to safe housing remains one of the challenges faced by refugee and migrant populations. RMS data indicates that a significant proportion of this population continues to live in precarious conditions.

¹⁰⁸ UNHCR managed up to 12 shelters in 2021.

¹⁰⁹ Case referrals include the Maternity Hospital, health centres, the State Public Defender's Office, school enrolment and CRAS/CREAS, CAPS II.

¹¹⁰ UNHCR: Brazil Annual Results Report, p. 16.

¹¹¹ UNHCR annual reports.

As of 2023, only 27.9% of women and 35.1% of men reported having access to adequate housing. Although there has been a modest increase in security of tenure¹¹² among those holding residence permits—from 2.0% in 2022 to 3.4% in 2023—and among those without such permits (from 1.6% to 3.0%), the overall rates remain low. Importantly, RMS data suggests that possession of a residence permit does not necessarily translate into improved tenure security, underscoring the need for more comprehensive housing policies and integration mechanisms¹¹³.

Voluntary internal relocation.

127. UNHCR has played a critical role across the three strategic pillars of Operation Welcome, demonstrating its effectiveness in coordinating a comprehensive, adaptable, and quality-driven humanitarian response. Notably, UNHCR has been central to the implementation and development of the Government of Brazil's voluntary internal relocation programme—a cornerstone of the country's broader integration strategy for refugees and migrants. The voluntary internal relocation programme operates through four distinct modalities: Institutional Relocation, Signposted Job Vacancy (Vaga de Emprego Sinalizada, VES), Family Reunification, and Social Reunification¹¹⁴. UNHCR has made significant contributions, particularly in the Institutional and VES modalities. Under the Institutional modality, relocation is facilitated via Reception and Integration Centres (Centros de Acolhida e Integração, CAIs). As of December 2024, more than 7,369 individuals had benefited from this modality through a network of 50 centres strategically located across Brazil. The impact of this model is underscored by the high rate of socio-economic inclusion: approximately 70% of beneficiaries exited CAIs with a stable income source, highlighting its effectiveness at supporting economic self-reliance and integration. UNHCR has also been instrumental in supporting CAIs to accommodate individuals with specific protection needs, including women heads of single-parent households, individuals with serious medical conditions, persons with disabilities, members of the LGBTQIA+ community, and the elderly. These efforts are reflective of UNHCR's commitment to Age, Gender, and Diversity (AGD) policy¹¹⁵ and the global pledge to “Leave No One Behind.” Despite these achievements, the integration outcomes associated with the voluntary internal relocation programme are not uniform across all population groups. One of the most pressing challenges pertains to the Indigenous population, whose participation in the relocation programme is constrained by the programme's eligibility requirements and by cultural and ethnic considerations. Similarly, actions targeting other specific groups—such as older adults—have yielded limited results due to their narrow scope and implementation¹¹⁶.

128. The protracted nature of the Venezuelan displacement has prompted a paradigmatic shift in how UNHCR operates under Operation Welcome. This evolution reflects a deliberate movement away from emergency assistance toward interventions that foster

¹¹² Security of tenure refers to ensuring that residents are not at risk of eviction, including legal protection for tenants and access to formal rental contracts to improve housing security.

¹¹³ Annex 11: Analysis of Result Monitoring Survey as part of the Country Strategy Evaluation - UNHCR Brazil.

¹¹⁴ Within the macro context of the voluntary internal relocation programme, the UNHCR team works to encourage voluntary internal relocation through information sessions in the shelters, identification of interested profiles, relocation of people from the shelters to the Rondon 5 Voluntary Internal Relocation Centre, liaising with the Humanitarian Logistics Task Force of Operation Welcome to manage voluntary internal relocation processes led by the UNHCR, registering processes in the UNHCR Case Management System (proGresV4) and in Acolhedor, Operation Welcome's system, and distributing non-food items (such as backpacks, blankets, etc.) to people who are going to travel. <https://www.acnur.org/br/interiorizacao>.

¹¹⁵ See questions 1.4 and 3.6 for more details on UNHCR's work with people in vulnerable situations.

¹¹⁶ See question 2.2 for more details on partnerships with other agencies.

self-sufficiency and long-term integration of refugees and migrants in Brazil. Surveys conducted by UNHCR and the R4V platform indicate that the vast majority of displaced Venezuelans express a clear intention to remain in Brazil¹¹⁷. In response to this trend, UNHCR has progressively prioritised programming that moves beyond basic services—traditionally focused on care and maintenance—and focuses on durable solutions and sustainable livelihoods. At the individual level, this shift has been exemplified by pilot initiatives, such as the replacement of Non-Food Item (NFI) distributions with Cash-Based Interventions (CBIs)¹¹⁸ in Manaus to enhance autonomy and financial decision-making capacity among beneficiaries. At the community level, UNHCR has intensified efforts to strengthen community-based protection mechanisms¹¹⁹, including the identification, mapping, and engagement of Refugee-Led Organisations (RLOs). These efforts include responsible disengagement strategies that support long-term integration¹²⁰, such as the voluntary internal relocation programme. This strategic shift has also involved re-engagement with the Government of Brazil on transferring shelter management responsibilities. Initial discussions, which began in 2020 but were suspended due to the COVID-19 pandemic, resumed in 2023 considering the evolving displacement context. Following sustained dialogue and coordination with the Ministry of Development and Social Assistance, Family and Fight against Hunger, UNHCR began gradually handing over shelter management responsibilities in 2024, marking an important step in the localisation and sustainability of the humanitarian response in Roraima.

129. The strategic evolution of UNHCR's engagement under Operation Welcome has been effective in advancing durable solutions and fostering national ownership from the earliest stages of the response. This shift has helped ease pressure on overstretched reception infrastructure in small border municipalities¹²¹ and build the institutional capacity of public administrations to address the complex challenges posed by large-scale displacement¹²². Data from the Annual Social Information Report (RAIS) and the General Register of Employed and Unemployed (CAGED) for 2024 highlight the labour market dynamics of Venezuelan refugees and migrants in Brazil. The states of the South and Southeast regions—notably Santa Catarina, Paraná, Rio Grande do Sul, and São Paulo¹²³—account for the highest absolute numbers of Venezuelan

¹¹⁷ https://www.acnur.org/br/sites/br/files/2025-01/2021-autonomia-integração-venezuelanos-boavista_1.pdf

¹¹⁸ NFI to CBI report [internal document].

¹¹⁹ UNHCR and its partners have also supported the implementation of community projects related to nutrition, health, water and sanitation and education identified by the communities themselves, seeking to ensure the sustainability of the projects and community processes.

¹²⁰ Internal communication from UNHCR Representative in Brazil [internal document].

¹²¹ Executive Decree No. 36 of September 29, 2017 of the Pacaraima City Hall, considering the existence of 500 indigenous people of the Warao ethnic group already sheltered and an estimated population of refugees and immigrants living on the streets of 1,500 people. Decree No. 49/e of February 22, 2018 of the Boa Vista City Council, declared a social emergency due to the intense influx of refugees and immigrants who were living in situations of personal and social risk.

¹²² Law No. 13.684, of 2018, of the Federal Government, which provides for emergency assistance measures to welcome people in vulnerable situations due to migratory flows, created Operation Welcome, coordinated by the Government of Brazil with the partnership of United Nations agencies, civil society organisations, states and municipalities and private initiative.

¹²³ Venezuelan refugees and migrants in the formal labour market in Brazil (January 2012 to June 2024). Available at: <https://www.acnur.org/br/sites/br/files/2025-02/202406-venezuelan-refugees-migrants-formal-labour-market-brazil.pdf>.

individuals formally employed¹²⁴. This geographic pattern correlates with the operational priorities of the Voluntary Internal Relocation Programme, which targets areas that have stronger economic infrastructure and greater potential for formal employment and income generation. However, RAIS data also reveal that these same states show shorter formal employment durations for Venezuelan refugees and migrants¹²⁵. Although the available quantitative data are insufficient to establish definitive direct causality, qualitative findings from academic literature and expert consultations conducted for this evaluation suggest that many employment opportunities in these regions are concentrated in labour-intensive service sectors. These positions are typically associated with low wages, limited benefits, and indicators of labour precarity, raising concerns among civil society organisations and labour advocates. Moreover, these patterns have prompted discussions regarding the potential displacement of Brazilian nationals by migrants in sectors marked by poor working conditions and low pay¹²⁶.

130. RMS data suggest relatively high levels of financial inclusion among the displaced Venezuelan population. In 2023, 85% of women and 90% of men reported having access to either a bank or digital account. Despite this widespread access to financial services, overall economic stability remains fragile, with only 16% of women and 20% of men reporting an improvement in their financial situation¹²⁷. A significant contributing factor to this persistent economic vulnerability is the financial burden and limited awareness surrounding the procedures required to revalidate university and technical education qualifications. As a result, many displaced Venezuelans with university or technical education are compelled to accept positions characterised by underemployment, undermining their professional potential and socio-economic integration¹²⁸.

Humanitarian assistance to the Afghan population and other groups

131. **UNHCR effectively coordinated a joint humanitarian response to the arrival of Afghan nationals in Brazil, working in close collaboration with national authorities, civil society organisations, and other international actors**¹²⁹. Upon arrival, it became evident that the local assistance networks in the municipalities of Guarulhos and São Paulo lacked the capacity to address the specific needs and characteristics of this newly arrived population. To address these gaps, UNHCR, with support from the Municipal Secretariat for Social Assistance and Development of São Paulo, conducted a comprehensive mapping of relevant services and organisations able to support the Afghan population. As a result, a Working Group (WG) was

¹²⁴ "Through Operation Welcome, Brazil promotes the socioeconomic inclusion of Venezuelan refugees and migrants, especially through the Internal Voluntary Relocation Programme, which promotes the voluntary relocation of Venezuelan people from the bordering state of Roraima to other parts of the country where they can achieve better opportunities for social and economic inclusion." Venezuelan refugees and migrants in the formal labour market in Brazil (January 2012 to June 2024).

¹²⁵ According to RAIS data for 2023 compiled by the evaluation team, the average length of employment per month in states such as Santa Catarina, Paraná and Rio Grande do Sul does not reach 10 months, while states in the Northeast, or even Rio de Janeiro, exceed 15 months, reaching 17.80, as is the case in Pernambuco

¹²⁶ As is the case with the slaughter of pigs, poultry and other small animals, the main source of employment for Venezuelan displaced people, 24,946 were employed in 2024 in this sector alone, according to RAIS and CAGED data for 2024.

¹²⁷ Annex 11: Analysis of Result Monitoring Survey as part of the Country Strategy Evaluation - UNHCR Brazil

¹²⁸ Information shared by groups of refugees and migrants who took part in the UNHCR Participatory Diagnostics 2023.

¹²⁹ The UNHCR considers all Afghan people to be refugees, regardless of the type of documentation they have in the host country (declaratory and not constitutive recognition of refugee status).

established, enabling UNHCR to provide initial guidance and training to both longstanding and newly engaged partners within the emerging support network. This coordination effort catalysed a broader response, with the municipalities of São Paulo, Guarulhos, and the state of São Paulo—supported by civil society—undertaking initiatives to establish and adapt emergency shelters specifically designed to accommodate Afghan refugees¹³⁰. Once the most acute phase of the emergency had passed, UNHCR transitioned to providing technical assistance to partner organisations involved in shelter management. This support encompassed 11 shelters, including both public and civil society-run facilities. In addition to ensuring safe and culturally sensitive reception conditions, UNHCR facilitated the training of cultural mediators¹³¹ and community agents and promoted the use of the Help Platform to improve access to essential information and services. UNHCR also supported partner organisations in enhancing public efforts to support local integration. These included Portuguese language instruction and labour market mediation, which were extended not only to the Afghan population but also to individuals of other nationalities seeking protection in Brazil.

132. Haitian nationals and individuals from African countries had received less institutional attention from UNHCR, limiting their access to adequate assistance, protection and social integration services. In response to this gap, UNHCR has expressed support for the Brazilian Government's 2023 Action Plan for Strengthening the Protection and Local Integration of the Haitian Population, a framework designed to offer more targeted and specialised assistance to Haitian refugees and migrants. Until 2024, the Haitian population in Brazil was not recognised as refugees by UNHCR, but rather as migrants seeking improved living conditions, primarily in the aftermath of the devastating 2010 earthquake in Haiti. A significant shift occurred following the escalation of violence in Haiti, which generated widespread insecurity and systemic human rights violations. In 2022, UNHCR High Commissioner called on States to halt deportations of Haitian nationals, citing the risk of *refoulement*¹³², given the deteriorating conditions on the ground. Despite the fact that many Haitian nationals have experienced protracted displacement, their integration outcomes generally lagged behind those of other groups. Language barriers have limited their access to formal jobs and services, often pushing them into informal or low-income self-employment. Haitian migrants and refugees—like many individuals from African countries such as Angola—also faced xenophobia, further obstructing their prospects for inclusion. Qualitative feedback collected during the evaluation indicates that many Haitian respondents perceive they receive less equitable treatment and fewer compared to Venezuelan nationals. Nevertheless, official data from RAIS and CAGED indicate that, as of September 2024, 46,162 Haitian nationals were formally employed in Brazil¹³³. Although the Government of Brazil's Action Plan, supported by UNHCR, marks an important policy development, its implementation remains at an early stage. Progress is hindered by limited data on the Haitian population and the ongoing challenges they face integrating into Brazilian society.

¹³⁰ Available at:

<https://reliefweb.int/report/brazil/protecao-e-assistencia-populacao-afega-no-brasil-setembro-de-2022-pt>

¹³¹ The training of cultural mediators has been essential to support the Advanced Humanized Migrant Assistance Post (PAAHM) since the beginning of the Afghan influx to Guarulhos International Airport.

¹³² Available at: <https://www.unhcr.org/news/news-releases/unhcr-calls-states-refrain-forced-returns-haitians>.

¹³³ Available at: <https://www.acnur.org/br/media/informe-sobre-o-mercado-de-trabalho-formal-para-haitianos-no-brasil-setembro-de-2024>.

4.3.4. EQ3.4 How has UNHCR facilitated the socio-economic integration of refugees and migrants in Brazil and to what extent have these efforts promoted self-sufficiency, sustained integration into national programmes and improved general living conditions?

133. UNHCR has collaborated extensively with local governments and civil society organisations to promote the socioeconomic inclusion of refugees and migrants in Brazil, expanding access to social benefits and labour market opportunities through Portuguese language classes and vocational training. In 2020, as part of a multi-agency partnership with the Ministry of Citizenship, the International Organisation for Migration (IOM), UNICEF, and UN Women, UNHCR launched the first in a series of reports providing multilingual information on accessing Brazil's Emergency Aid programme, implemented in response to the COVID-19 pandemic. This report was made available in several languages, including Warao¹³⁴, to address the diverse linguistic needs of displaced communities. In 2022, a second report was produced offering guidance on Brazil Aid (Bolsa Família). This publication was translated into multiple languages—including Spanish, English, French, Ukrainian, Arabic, Pashto, and Dari¹³⁵—to ensure accessibility for a broad range of beneficiaries. To deliver Portuguese language instruction, UNHCR established partnerships with various civil society organisations and universities affiliated with the Sérgio Vieira de Mello Chair, a programme promoting refugee integration through higher education institutions. In parallel, UNHCR-supported partners delivered professional and vocational training across multiple regions of the country. For example, in the North, courses were implemented by the Adventist Development and Relief Agency (ADRA) and Hermanitos, while in the South and Southeast, organisations such as Cáritas and Visão Mundial played a leading role. These initiatives often involved collaboration with the “S System” institutions, particularly the National Industrial Learning Service (SENAI) and the National Commercial Training Service (SENAC). Additional partnerships were formed with Federal Institutes, as in Belém, and with public sector bodies such as the Ministry of Labour (MTE) and the Public Ministry of Labour (MPT). These agencies promoted specialised programmes—including Mujeres Fuertes and Jóvenes en Acción—aimed at empowering women and youth from refugee and migrant backgrounds through targeted skills development and employment pathways.

134. CBIs have often been used by UNHCR as a means of promoting self-reliance and delivering humanitarian assistance in both protracted crises and emergencies. However, their use in such settings - where demand is very high - has limited their reach and made it difficult to integrate them into UNHCR's protection approach. The transition from in-kind assistance to cash-based support, where feasible, has proven to be a key strategy in overcoming logistical constraints of aid distribution while enhancing the autonomy and dignity of communities. Initial financial assistance has played a vital role in supporting women and their families during the first month of relocation, helping them meet their basic needs until they received their first income. When targeted to women, CBIs—especially when combined with the efforts of implementing partners—have also contributed to their empowerment. For survivors of gender-based violence (GBV), the assistance enabled what many described as a “new beginning”. For other vulnerable groups, CBIs have served as a critical source of livelihood support. According to post-distribution monitoring data, 89% reported significant or moderate improvements in their living conditions¹³⁶. Furthermore, CBIs have typically been complemented by social support and

¹³⁴ Available at: <https://www.r4v.info/es/document/brasil-informe-auxilio-emergencial-warao>.

¹³⁵ Available at: <https://www.acnur.org/br/noticias/comunicados-imprensa/cartilha-reune-informacoes-sobre-auxilio-brasil-para-pessoas>.

¹³⁶ Post Distribution Monitoring Report (PDM) 2023.

the provision of material goods, with most partner organisations combining financial assistance with non-financial aid. This integrated approach has helped bridge the gap between emergency relief and long-term socio-economic integration, particularly for those later enrolled in Brazil's Bolsa Família social protection programme. Importantly, CBIs have also emerged as a key enabler of the Voluntary Internal Relocation Programme, especially within the Signposted Job Vacancy (VES) modality. In this context, CBIs have supported individuals and families in managing relocation costs and initial settlement, thereby facilitating a more sustainable transition towards autonomy and inclusion.

135. In emergency situations, the adoption of a flexible approach to the use of CBIs has enabled UNHCR to respond quickly and effectively to urgent needs, including during the COVID-19 pandemic and the floods in Rio Grande do Sul. In such crises, the scale and immediacy of the humanitarian needs necessitated the use of CBIs as a stand-alone intervention to support the acquisition of basic goods and services, thereby addressing essential needs in a timely manner. However, while this approach has proven effective in reducing short-term vulnerability in the context of rapid emergency interventions, it has also weakened the connection between CBI and its protection objectives.¹³⁷

136. UNHCR, in partnership with the Global Compact - Brazil network, public authorities and civil society organisations, has facilitated the integration of refugees and migrants into the labour market by brokering links between businesses and displaced populations, while providing technical guidance to prevent labour exploitation. Through strategic collaborations with social organisations such as Cáritas and Missão Paz, and the development of the “Empresas com Refugiados” (Companies with Refugees) platform—established in cooperation with the Global Compact – Brazil Network—UNHCR has supported the integration of refugees and migrants into formal employment channels. To further this objective, UNHCR has established a partnership with the National Employment System (SINE), providing technical assistance and training to civil servants, raising their awareness of labour law as it relates to refugees and migrants, and promoting the removal of administrative and informational barriers to labour market access. To safeguard against labour rights violations, UNHCR has also offered legal advice and rights-based information to refugees and migrants, thereby helping them understand how to recognise and respond to exploitative practices. A prominent example of this initiative is the “Protect Work” campaign, developed in collaboration with the Ministry of Labour and Employment (MTE) and other United Nations agencies. Originally launched in response to the COVID-19 pandemic, the campaign continues to disseminate labour rights information to refugee and migrant communities¹³⁸. In parallel, UNHCR and its partners have extended legal and procedural guidance to employers, offering assistance on the documentation and legal requirements for hiring refugees and migrants in Brazil.

137. UNHCR supported the revalidation of university degrees for refugees and migrants in Brazil, recognising this process as a crucial step towards labour market inclusion and the effective utilization of skilled human capital. Following the discontinuation of dedicated funding, UNHCR adopted a more sustainable approach, by systematising information on the revalidation process and developing a comprehensive guide to assist not only refugees and migrants, but also universities and the Ministry of Education. Despite these efforts, the revalidation of foreign academic qualifications remains a significant barrier to integration, particularly for individuals with higher levels of education. As civil society actors have

¹³⁷ This finding is in line with the results of previous evaluations in the Americas.

¹³⁸ Available at: <https://www.gov.br/trabalho-e-emprego/pt-br/acesso-a-informacao/acoes-programas/programas-projetos-acoes-obras-e-atividades/proteja>.

noted, the more advanced the educational attainment of refugees and migrants, the greater the difficulty they encounter in securing employment in their field of expertise. This challenge stems largely from the revalidation process, which is lengthy, complex, and financially burdensome. Between 2016 and 2022, UNHCR provided financial support to facilitate the revalidation of academic qualifications through a partnership with the Compassiva Association, which managed the administrative and procedural aspects of the process. According to UNHCR data, during this period, a total of 495 applications were processed: 173 diplomas were fully revalidated, 162 received approval, and 160 remained under review¹³⁹. From 2023 onwards, UNHCR ceased its direct financial support for the revalidation of diplomas. As a result, the Compassiva Association was no longer able to accept new applications. In response to these developments, UNHCR produced a detailed report mapping the entire revalidation procedure, including the universities authorised to conduct assessments and the regulatory frameworks¹⁴⁰ governing the process. This report was officially presented on World Refugee Day 2023.

138. UNHCR has effectively supported and engaged with refugee-led organisations, as well as municipal and state-level councils and committees, as part of a broader strategy to promote self-reliance and improve living conditions for displaced populations. This approach recognises that integration is not solely an economic or labour market issue, but also a social and community process, as emphasised by several individuals consulted during the evaluation. UNHCR has provided technical guidance, institutional support and, in many cases, funding to refugee-led associations, which have increased the autonomy of refugees and migrants to advocate for their rights, access services and build more inclusive communities. In 2024, UNHCR conducted a mapping exercise that identified approximately 76 active refugee-led organisations across Brazil. Of these, 40 received direct cash transfers to support the implementation of activities related to protection, livelihoods, and the promotion of peaceful coexistence within their communities.

4.3.5. EQ3.5 How effective has UNHCR's advocacy work with private partners been in creating an environment conducive to the employability of refugees?

139. UNHCR has engaged in strategic advocacy with private sector partners to create an environment more conducive to the employability of refugees and migrants, with positive results, although there is still potential to broaden corporate engagement and extend activities beyond major urban centres to underrepresented regions. One of UNHCR's key achievements in this area has been the establishment and promotion of the Companies with Refugees Forum, which serves as a platform to connect businesses committed to inclusive employment practices. Participating companies have reported tangible benefits from refugee and migrant recruitment, including enhanced talent retention, lower staff turnover, and increased organisational innovation. Companies with greater experience in refugee hiring have become reference points within the network and have been invited by UNHCR to contribute to high-level events alongside public authorities, civil society, and international organisations. These companies offer market-informed insights and recommendations to improve refugee integration strategies. By 2024, participation in the Companies with Refugees Forum had grown to 120 companies, up from approximately 80 the previous year. While this growth is notable, some interviewees highlighted that this figure remains modest relative to the 2,000 companies affiliated

¹³⁹ Available at: Revalidation of refugee diplomas - Challenges and opportunities <https://www.acnur.org/br/media/revalidacao-de-diplomas-de-pessoas-refugiadas-desafios-e-oportunidades-pdf>.

¹⁴⁰ UNHCR (2022). Revalidation of refugee diplomas - Challenges and opportunities.

with the Global Compact – Brazil Network. Moreover, the geographical concentration of participating companies—primarily in large urban centres in the South and Southeast—was identified as a limiting factor. Stakeholders observed that companies in more remote regions, particularly in the North, where many Venezuelan refugees and migrants reside, are less engaged and do not necessarily share the same inclusive vision as those already active in the Forum. Findings from an online stakeholder survey indicate divided views on the progress toward enabling refugee employability and socioeconomic integration. While 48% of respondents rated UNHCR's efforts as "good" or "very good", 44% considered them to be only "fair" or "insufficient"¹⁴¹, underscoring the need for continued improvement. In response to these gaps, UNHCR has developed a new strategy for the Companies with Refugees Forum in 2025, which focuses on the establishment of regional hubs in selected states to promote localised engagement. Additionally, targeted outreach has been conducted in regions such as Manaus and Boa Vista, including corporate events organised with the support of *Hermanitos* (implementing partner). These efforts are already showing results, as evidenced by the recent membership of companies such as Solar Coca-Cola, based in Manaus.

4.3.6. EQ3.6 To what extent have UNHCR initiatives been effective in supporting the socio-economic integration of the most vulnerable refugee groups, such as women heads of household, people living with disabilities, the elderly and indigenous populations?

140. UNHCR has implemented targeted initiatives to support the socio-economic integration of refugee and migrant women who are heads of single-parent households, in response to the limited visibility of gender-specific challenges within the voluntary internal relocation strategy under Operation Welcome. While institutional voluntary internal relocation has been introduced as a mechanism to address gender disparities, it has proven insufficient, as many of these women continue to face barriers to labour market entry. Recognising the need for a more focused response, UNHCR, in partnership with UN Women and the United Nations Population Fund (UNFPA), launched the MOVESE Programme – Economic Empowerment of Refugee and Migrant Women in Brazil in 2021. The programme seeks to ensure that governmental policies, as well as those of private sector and civil society actors, promote and uphold the economic rights of Venezuelan refugee and migrant women and expand their development opportunities. As part of the programme's first phase, MOVESE conducted research in 2021 examining the integration dynamics of refugee and migrant populations during the economic crisis triggered by the COVID-19 pandemic, with a particular focus on the voluntary internal relocation programme implemented under Operation Welcome¹⁴². The findings revealed a phenomenon described by experts as the "feminisation of shelters", whereby women with children faced greater challenges than men in participating in the relocation process. This resulted in a disproportionately higher number of women remaining in shelters, reflecting both gendered obstacles to relocation.

141. In 2022, a dedicated action plan was developed to address the needs of single women-headed households responsible for the care of children and adolescents residing in shelters in Roraima. This initiative marked the beginning of collaborative efforts between UN Women and

¹⁴¹ See Annex 8: Online Survey Report.

¹⁴² The research, "Opportunities and challenges for the local integration of people of Venezuelan origin living in Brazil during the Covid-19 pandemic", was carried out by the Federal University of Minas Gerais (UFMG), through its Centre for Development and Regional Planning (CEDEPLAR) and IPEAD (Foundation Institute for Economic, Administrative and Accounting Research of Minas Gerais), the Federal University of Roraima (UFRR) and the Pontifical Catholic University of Minas Gerais (PUC-MG).

UNHCR¹⁴³ aimed at strengthening support for these families. As part of this plan, efforts were made to integrate these women into existing employment-focused initiatives supported by UNHCR, UN Women, and the Global Compact – Brazil Network, such as Empoderando Refugiadas and the Companies with Refugees Forum¹⁴⁴. Despite these intentions, structural challenges in Brazil—including the limited availability of full-time childcare services and insufficient employer engagement—limited the participation of single mothers in these programmes. Consequently, Empoderando Refugiadas was unable to extend targeted support to this particularly vulnerable group. Given these persistent barriers, priority was given to the institutional voluntary internal relocation model, specifically tailored for single mothers¹⁴⁵. Under this arrangement, all participating women received CBI from UNHCR to help cover basic needs, such as food, during the initial months of relocation. Nevertheless, feedback from civil society actors suggests that the partnership between UNHCR and companies affiliated to the Companies with Refugees Forum has not produced sustainable employment results, as few women in this situation are being employed.

142. Among the initiatives supported by UNHCR specifically targeting women, entrepreneurship training has been extended to promote the socio-economic integration of elderly women. However, structural challenges that disproportionately affect vulnerable women aspiring to become entrepreneurs undermined the effectiveness of these interventions. UNHCR supported the *Mujeres Fuertes* programme in partnership with the Public Ministry of Labour in Amazonas and Roraima, as well as civil society organisations such as *Hermanitos*, ADRA, and the Mana Institute. By the end of 2024, the programme had provided entrepreneurial training to 497 women in Manaus and Boa Vista in the areas of gastronomy and beauty care¹⁴⁶. The programme specifically targeted female heads of single-parent households, including elderly women not residing in shelters. Despite these efforts, experts interviewed noted persistent challenges facing small-scale female entrepreneurs, including income instability, limited access to credit, lack of support networks, and the scarcity of childcare services. These constraints continue to hinder the economic empowerment of women heads of household and elderly women—conditions that mirror those faced by Brazilian women in comparable circumstances—and raise ongoing concerns regarding their protection and integration.

143. UNHCR has observed a growing influx of elderly people, particularly in Boa Vista, often arriving alone and with complex health and social conditions. This trend is putting increased pressure on pressure on local public services, which remain under-resourced and ill-prepared to respond to such specific needs. While not a new trend, this increase seems to be driven by the deterioration of health services in Venezuela, and other push factors, as well as Brazil's universal access to healthcare and broad social protection, which act as pull factors. Access to these services is frequently cited as a primary motivation for displacement to Brazil across all population profiles, according to UNHCR surveys. The concentration of vulnerable profiles in Boa Vista, many with little or no prospect of participation in the interiorisation

¹⁴³ Available at: Joint Plan for the Socio-Economic Integration of Refugee and Migrant Women Solely Responsible for Children and Adolescents. UN Women and UNHCR, 2022.

¹⁴⁴ Available at: <https://www.acnur.org/br/noticias/comunicados-imprensa/no-8-de-marco-venezuelanas-embarcam-rumo-novo-recomeco>.

¹⁴⁵ According to people consulted, in 2024, 60% of the families taken in by the UNHCR's implementing partner, SOS Children's Villages, were single-parent families headed by women.

¹⁴⁶ Available at: <https://www.acnur.org/br/noticias/notas-informativas/mujeres-fuertes-capacitou-445-mulheres-para-o-emprededorismo-em>.

programme and difficulties in local integration, exacerbates existing challenges and debates about the management and capacity of municipal services.¹⁴⁷

144. UNHCR's efforts to support the socio-economic integration of the Indigenous Warao population have encountered multiple barriers, including cultural incompatibilities, discrimination, and gender-based inequalities. As a result, Warao communities remain highly dependent on UNHCR, public services, and civil society partners. Under the Narunoko Project in 2022, which aimed to relocate Venezuelan Indigenous families to other parts of Brazil, participants received financial support through CBI, including for individuals pursuing specific projects such as handicrafts¹⁴⁸. Although the Warao are eligible for Brazilian government benefits such as Bolsa Família, many families remain unable to access them due to barriers such as lack of valid documentation or non-fulfilment of eligibility criteria—such as school enrolment and vaccination requirements for children. These difficulties are compounded by language barriers, cultural differences, and widespread discrimination, particularly in northern regions like Roraima, all of which hinder their inclusion in the formal labour market. In response, UNHCR has supported vocational training initiatives for Indigenous youth¹⁴⁹. However, reports from civil society and the Indigenous community suggest these courses are generally short-term, basic in scope, and offered sporadically¹⁵⁰. Most support to Indigenous women has centred on handicraft production, yet significant constraints persist. The gendered division of labour—in which women are financially dependent on men and bear sole responsibility for childcare—limits their ability to participate in training or income-generating activities. Academics interviewed highlight the income instability and lack of scalability in Warao handicrafts, which reinforces the community's dependence on UNHCR¹⁵¹. In terms of housing, existing initiatives have yet to deliver sustainable solutions, with varying degrees of success. Nevertheless, some promising developments were reported in 2024, including land donations to Warao families in Cuiabá¹⁵², support for communities that have acquired land in Brasília¹⁵³ and Cantá¹⁵⁴, and the inclusion of Indigenous Warao in housing programmes in Belém^{155, 156}.

145. Refugees and migrants with disabilities face significant barriers to leaving shelters, mainly due to difficulties in accessing employment, which vary according to the type and severity of disability and remain heavily dependent on UNHCR support for socio-economic

¹⁴⁷ CNN Brasil. "Venezuelan immigration issue makes municipal management difficult", says Boa Vista mayor to CNN. 07/10/2024 [<https://www.cnnbrasil.com.br/eleicoes/questao-da-imigracao-venezuelana-dificulta-gestao-municipal-diz-prefeito-de-boa-vista-a-cnn>].

¹⁴⁸ Available at: <https://www.acnur.org/br/noticias/comunicados-impremsa/acnur-and-partners-support-indigene-families-of-venezuela-in-the-search-for>.

¹⁴⁹ Available at:

¹⁵⁰ The 2023 R4V report reaches similar conclusions: Education and training for the indigenous Venezuelan refugee and migrant population in Brazil: Initiatives, lessons learned and recommendations.

¹⁵¹ In participatory assessments carried out by the UNHCR in 2022, the indigenous people themselves pointed to the issue of income instability as a problem for the development of the activity (UNHCR, 2023). And despite the considerations made during the interviews in relation to handicraft initiatives, the main indications of work on the part of the indigenous people themselves continue to be the jobs they did most in Venezuela, which are: handicrafts, fishing and agriculture (UNHCR, 2022).

¹⁵² Available at: <https://www.gov.br/povosindigenas/pt-br/assuntos/noticias/2024/03/acao-conjunta-garante-terreno-para-52-familias-warao-em-cuiaba>.

¹⁵³ Available at: <https://agenciabrasilia.df.gov.br/2024/03/06/df-acolhe-e-da-dignidade-a-refugiados-indigenas-da-venezuela/>.

¹⁵⁴ Available at: <https://www.acnur.org/br/noticias/comunicados-impremsa/dia-mundial-do-meio-ambiente-iniciativas-verdes-apoiam-protecao-de>.

¹⁵⁵ Available at: <https://www.acnur.org/br/noticias/comunicados-impremsa/acnur-apoia-o-desenvolvimento-de-politicas-publicas-para-refugiados>.

¹⁵⁶ Available at: <https://cmb.pa.gov.br/wp-content/uploads/2022/05/Proc.-230-2022-Fernando.pdf>.

integration. Taking advantage of the Brazilian legal requirement for companies with more than 100 employees to hire persons with disabilities¹⁵⁷, UNHCR has promoted the employment of refugees and migrants with disabilities through the Companies with Refugees Forum. These advocacy efforts have aimed to engage the private sector in inclusive recruitment practices. However, according to civil society actors consulted, UNHCR's interventions have been largely ad hoc and limited to specific cases, which has constrained their scalability.

4.3.7. EQ3.7 To what extent have UNHCR's actions on climate action been effective in reducing the impacts of climate change on natural resources that directly affect displaced and host communities (especially in Roraima and in emergency responses to extreme weather events)?

146. **The implementation of the Sustainability Centre in Boa Vista and the collaboration with Aalto University (Finland) have generated innovative practices in involving refugee and migrant communities in climate action initiatives. However, the evaluation did not have the data to establish a direct link between the measures promoted by UNHCR and the reduction of the impact of climate events on the natural resources affecting the communities.** The implementation of the Sustainability Centre in 2022 in Boa Vista was an initiative that promoted eco-responsible practices. Similarly, some modifications were made to the classic Refugee Housing Units (RHU) made of plastic to adapt them to the customs of refugees and indigenous migrants. In this area, the collaboration between UNHCR and Aalto University (Finland) since 2023 has initiated an innovative process of developing ecological solutions to improve living conditions in indigenous shelters. The holistic approach of the process led by UNHCR, Aalto University, refugee and migrant communities, and host communities to mitigate climate impacts in selected housing and neighbourhoods in Boa Vista has shown positive levels of social participation and culturally adapted approaches. The Sustainability Centre also promoted a Refugee Housing Units project with a bio-construction approach in a participatory process with the communities, which was very well received, but has not been scaled sufficiently to replace classic RHUs. The evaluation did not have data to assess the extent to which the implementation of the Sustainability Centre and the adoption of eco-sustainable practices in Boa Vista, as well as the emergency response to the 2024 floods, contributed to reducing the impacts of climate change on natural resources.

Effectiveness of UNHCR's response to the floods in Rio Grande do Sul

147. **One of the main shifts in UNHCR's strategy was its involvement in the protection of people affected by climate change and disasters in Rio Grande do Sul (2024). UNHCR's rapid response to the floods enabled the delivery of humanitarian assistance to refugees and migrants who were previously outside UNHCR's coverage and positioned the organisation as a reference actor for sub-national institutions in responding to climatic events. Both because of UNHCR's core mandate and because of doubts about the reasons for such involvement, these initiatives were seen in different ways, with both favourable and opposing perceptions, and sparked debate about internal displacement in Brazil.** UNHCR's response in Rio Grande do Sul was centred on the provision of humanitarian assistance to refugees and migrants, many of whom had been voluntarily relocated from Roraima,

¹⁵⁷ The Brazilian Law on the Inclusion of People with Disabilities, also known as the Statute of People with Disabilities (Law No. 13.146, of July 6, 2015), establishes various obligations to promote the inclusion of people with disabilities in the job market, including the Employment Quota, which means that companies with 100 or more employees are obliged to fill between 2% and 5% of their positions with people living with disabilities, depending on the total number of employees.

as well as to their host communities. The response revealed that a significant proportion of this population was effectively “isolated from the system”, facing considerable vulnerabilities and gaps in protection. The justifications for UNHCR’s engagement in the flood response were manifold. First, UNHCR already operates globally on matters concerning internally displaced persons (IDPs); thus, its involvement did not constitute a broadening of its mandate, but rather the operationalisation of existing responsibilities. Second, the Cartagena Declaration permits the recognition of individuals displaced by climate-related events or natural disasters as refugees, placing such engagement within the scope of UNHCR’s protection mandate. Third, the direct impact on refugee populations residing in affected areas underscored the relevance of UNHCR’s presence. Finally, UNHCR possesses recognised expertise in humanitarian emergency response, which was applicable in this context. Feedback from local authorities suggested a recurring lack of institutional capacity and immediate resources to respond to large-scale emergencies involving displaced populations. In such circumstances, UNHCR’s initial engagement was seen as essential for delivering life-saving assistance and ensuring basic protection, even as capacity-building for national systems remains a longer-term goal. Beyond technical justifications, UNHCR’s response was also seen as an opportune moment, driven by several converging factors: donor interest in climate-related displacement, UNHCR’s growing institutional focus on climate action, and Brazil’s prominent role as host of COP 30. As such, the response represented a confluence of strategic opportunity and operational necessity. Nevertheless, in this complex context, concerns emerged regarding the alignment of the intervention with UNHCR’s core mandate, the sustainability of resource mobilisation, and the selectivity of engagement in similar future scenarios.

148. UNHCR’s response to the floods in Rio Grande do Sul was characterised primarily by a reactive approach, shaped by several key constraints: a lack of preparedness for extreme weather events, limited coordination with local institutions¹⁵⁸, inadequate mechanisms for inter-agency collaboration within the UN system, and resource constraints. Available information indicates that UNHCR had not developed comprehensive preparedness plans, had not implemented internal or community-level training programmes, nor established joint operational frameworks with national disaster management authorities. As a result, the response was predominantly “reactive”, which—although understandable given the magnitude of needs and acknowledged by both communities and partner organisations—was not efficient when assessed against international guidelines¹⁵⁹ and UNHCR’s own policy on climate action¹⁶⁰, as well as previous lessons learned from UNHCR response to climate-induced displacement¹⁶¹. Resource limitations significantly hampered the organisation’s ability to deliver a sustained and comprehensive response. This led to a reduction in the scale of support and limitations in maintaining a constant field presence or reaching all affected areas. Furthermore, the reactive nature of the response meant that there was a lack of a durable solutions framework, particularly one aimed at building community resilience. In the absence of such a strategy, displaced populations returned to high-risk areas without the benefit of a relocation or adaptation plan, re-exposing them to climate-related vulnerabilities.

¹⁵⁸ The interviews highlighted weaknesses in the preparation of local networks to receive displaced people, and initial difficulties in raising awareness about the importance of protection work and a contingency plan.

¹⁵⁹ Global Compact for Refugees, UN Secretary-General’s priorities for prevention.

¹⁶⁰ UNHCR Strategic Framework for Climate Action, Pillar 2 Operations, Objective 2.3

¹⁶¹ UNHCR (2021) Evaluation of UNHCR’s level-3 emergency response to cyclone Idai.

4.3.8. EQ3.8 What are the main contextual and operational factors that have influenced the success or limitations of these interventions?

149. The following table presents the main contextual and operational factors that influenced UNHCR's response and results in Brazil¹⁶².

Contextual factors	Operational factors
<ul style="list-style-type: none"> • The Government of Brazil's leadership in implementing Operation Welcome, in coordination with the United Nations system and other stakeholders, has established an institutional framework conducive to multi-level coordination across a broad spectrum of actors throughout the country. • The bilateral context between Venezuela and Brazil has facilitated a consistent, protection-oriented response, aligned with international standards, and notably resilient to fluctuations in the national political landscape. • Between 2021 and 2024, Brazil experienced significant political transitions, which in turn influenced the nature and scope of collaboration between public authorities and UNHCR. • Regional disparities have shaped operational approaches, with contrasting contexts such as Boa Vista and Roraima—central to the Venezuelan displacement crisis—and the southern regions, affected by climate-related emergencies, necessitating a decentralised and context-sensitive organisational structure. • The diversity of forced displacement flows has required a flexible response model, both spatially and temporally, supported by the deployment of specialised profiles and expertise. • Climate events (floods in Rio Grande do Sul) have expanded UNHCR's role beyond its "traditional" role. • The Sérgio Vieira de Mello Chair initiative has provided a valuable platform for education, research, and policy advocacy, fostering refugee access to higher education, supporting community 	<ul style="list-style-type: none"> • UNHCR's co-leadership role in the R4V platform, positions dedicated to platform coordination, inter-agency work and participation in sub-national coordination mechanisms. • Political advocacy and the presence of a Government Liaison Officer was recognised as a key factor in coordinating with institutions and promoting normative and policy change. • UNHCR adaptability in applying its protection mandate across varied displacement contexts reinforces its legitimacy and its role as a trusted partner to government bodies. • Logistical capacity: UNHCR's responsiveness since the first arrivals of Venezuelan displaced people, the opening of an office in Boa Vista and UNHCR's experience have contributed to the effectiveness of the response to different emergencies. • The diversification of partnerships, particularly with civil society and local actors, has been a critical factor in ensuring that responses are tailored to sub-national specificities. • Turnover and high use of temporary contracts have led to a loss of institutional memory and limited the scope of interventions. • UNHCR's dependence on unpredictable funding streams has led to the prioritisation of immediate humanitarian responses over more structural and long-term initiatives. • The uneven adoption of technological tools, such as ProGres and ActivityInfo, across different offices has led to disparities in the collection and use of data.

¹⁶²The three sub-questions related to the identification of contextual and operational factors initially defined in the ToR were merged into a single sub-question to reduce overlap and duplication, as agreed between the evaluation team and UNHCR.

Contextual factors	Operational factors
<p>outreach programmes, and contributing to legal and policy improvements.</p> <ul style="list-style-type: none"> • The role played by UNHCR in the creation of the National Forum of State Councils has promoted coordination between different governmental actors and civil society, as well as raising awareness among local legislators. 	<ul style="list-style-type: none"> • Internal coordination challenges have affected operational efficiency (e.g. local innovations, WhatsApp to improve communication with communities) and constrained potential for cross-learning.

4.4. Fit for purpose of UNHCR's structure, staff and resources in Brazil

EQ4. To what extent have UNHCR's staffing and resourcing decisions in Brazil been aligned with the results strategy and fit for purpose, given the changing context?

150. The distribution of field offices in Brazil has enabled coverage of the main areas of arrival, reception and assistance to a wide range of needs of refugees and migrants, especially from Venezuela. The field offices have evolved accordingly, progressively incorporating people of other nationalities and profiles with protection needs into UNHCR response. This evolution has contributed to a more contextualised response to the different sub-national realities, strengthening partnerships with local associations and actors, as well as expanding interventions aimed at socio-economic integration - particularly in the southern states - which has become a growing priority for UNHCR in Brazil. However, the humanitarian and emergency response continued to absorb a considerable portion of the resources of the field offices, limiting their capacity to fully address the socio-economic integration needs of the Venezuelan population arriving from the North to the receiving states in the South.

151. Although UNHCR has taken steps to adapt its staff to emerging needs, these efforts have been inadequate to fully meet operational demands. Faced with reduced resources, UNHCR has had to deal with limitations such as reduced technical capacity, work overload and inefficiencies caused by staff reductions and imbalances in the allocation of staff between functional units and between field offices. The reduction in staff in the Boa Vista field office, although partly understandable given the evolution of UNHCR's strategy, seems particularly pronounced, considering that the office managed 43% of the total OPS funds available. Although the flexibility of temporary contracts enabled rapid responses to emergencies, it has led to a high turnover of staff, limiting the continuity of actions and the preservation of institutional memory.

152. The persistence of a wide gap (approx. 39%) between needs-based planning (OP) and available funds (OL), which has remained constant over the period, raises doubts about the consistency of needs-based budget planning. It also highlights weaknesses in the prioritisation between planned needs and available resources (OP / OL) and fund allocation processes (both between budget lines - ABOD, STAFF, OPS - and between outcomes). The distribution of available funds (OL) between budget lines shows an imbalance between the budget allocated to administration (ABOD) and personnel (STAFF), at the expense of the budget allocated to operations (OPS), suggesting limitations in UNHCR's response capacity. In addition, the allocations of available funds (OL) by outcome do not appear to be fully aligned with the objectives and evolution of UNHCR's strategy in Brazil, since most of UNHCR's funding has been earmarked for immediate humanitarian needs (42% of OL between 2022 and 2024). The operation's funding model shows that UNHCR in Brazil has been heavily dependent on funding from the United States. Although efforts to diversify funding sources have shown highly positive results, they remain insufficient to reduce dependence on a single donor.

4.4.1. EQ4.1. To what extent is UNHCR's organisational structure in Brazil aligned with its strategic objectives, given the changing context and priorities related to Venezuelan displacement, mixed movements and other cases?

153. The distribution of UNHCR field offices in Brazil is characterised by a decentralised presence in key cities, including Brasília, São Paulo, Manaus, Boa Vista, Belém, and Pacaraima. These offices have evolved in parallel with the changing needs resulting from forced displacement, strategically covering the main points of arrival, transit, and reception of refugees and migrants. This distribution has enabled UNHCR to address a wide range of humanitarian needs and support local integration efforts across diverse contexts. While the initial focus of this geographic structure was to ensure a rapid and effective response to the Venezuelan displacement crisis, it has since been adapted to address other displacement dynamics, including those involving Afghan, Haitian, and Indigenous populations. This shift reflects the increasing complexity of mixed movements within the country. In response to this evolving landscape, the operation has undertaken strategic adjustments, including a shift towards locally driven solutions and the expansion of multi-stakeholder partnerships.

154. The evolution of UNHCR's field presence in Brazil has faced the challenge of balancing resource allocation, reconciling the need to maintain a relevant operational presence in the north of the country - to address ongoing displacement of Venezuelans and urgent protection needs - with the strengthening of operations in other regions, particularly in the south, where socio-economic inclusion has become an increasingly important objective in UNHCR's planning. UNHCR activities have remained concentrated in Boa Vista and Pacaraima, where Venezuelan displaced persons' arrivals and settlements have remained high. However, the complexity of managing diverse and fluctuating displacement flows, combined with varying regional needs, posed ongoing operational and resource allocation challenges. This imbalance was particularly evident in 2023 in Pacaraima, which remained the main entry point for Venezuelan arrivals. At a time of staffing shortages, UNHCR team in Pacaraima had only three posts to deal with hundreds of requests each day¹⁶³.

155. The challenge of balancing resource distribution has constrained UNHCR's ability to expand its presence in other regions where needs, particularly those related to socio-economic integration, have been increasing. For example, states such as Amazonas and Rio Grande do Sul, due to their economic dynamism, have emerged as key destinations for Venezuelan nationals relocated through the internal relocation programme (*interiorização*) from Boa Vista, thereby absorbing an increasing proportion of new arrivals¹⁶⁴.

156. Moreover, the high turnover of staff, particularly among those contracted through UNOPS¹⁶⁵, has resulted in operational instability that has undermined the continuity of field activities, complicated partnership management, and hindered the monitoring of objectives¹⁶⁶. For instance, the uncertainty surrounding the continued operation of the Belém office exemplifies the

¹⁶³ According to the interviews, there were situations of overload and team shortages, which also occurred in previous years (2020-2021), when the team was reduced to four people, and in other critical moments during 2023 when the absence of an office manager impacted fieldwork.

¹⁶⁴ According to the interviews, there are difficulties in balancing presence between the North and other regions of Brazil. See also https://reporting.unhcr.org/sites/default/files/2024-06/AME%20-%20Brazil%20ARR%202023_0.pdf.

¹⁶⁵ According to the interviews, there is a high turnover of staff (especially UNOPS), and this has an impact on the continuity of activities.

¹⁶⁶ See question 4.2 for more details.

challenges associated with long-term planning. Overall, findings from the online staff survey reveal a divergence in perceptions among UNHCR personnel regarding the extent to which the current field presence aligns with the organisation's objectives in Brazil. While 36% of respondents rated the adequacy of UNHCR field presence as fair, only 25% viewed it as good. Notably, a substantial proportion—27% of participants—considered the adequacy to be inadequate¹⁶⁷.

4.4.2. EQ4.2 To what extent has UNHCR's staffing structure adapted to evolving needs and strategic changes, ensuring that the team is able to deliver results effectively?

157. Although UNHCR has undertaken efforts to adapt its staffing structure to emerging needs, these measures have been insufficient. Resource reductions, high staff turnover, and communication challenges—both between the country office and field offices, and among field offices themselves—have disrupted the continuity of certain interventions. Following a 13% increase in staffing between 2021 and 2022, UNHCR experienced a 26% reduction in its workforce between 2022 and 2024. While the country office was comparatively less affected (with an 8% reduction), the field offices and field units saw an 18% decrease in personnel. The most notable impact was observed in the Boa Vista sub-office, which underwent a substantial reduction of 52%, from 92 staff members in 2021 to 44 in 2024. These staffing constraints have limited UNHCR's capacity to respond to both persistent needs (e.g. Indigenous populations) and emerging needs (e.g. elderly people). Moreover, gaps in communication and coordination between the national and field levels have, at times, resulted in operational inefficiencies. At times, diverging interpretations of guidance among field offices have led to confusion in implementation, contributing to delays in operations and decision-making.

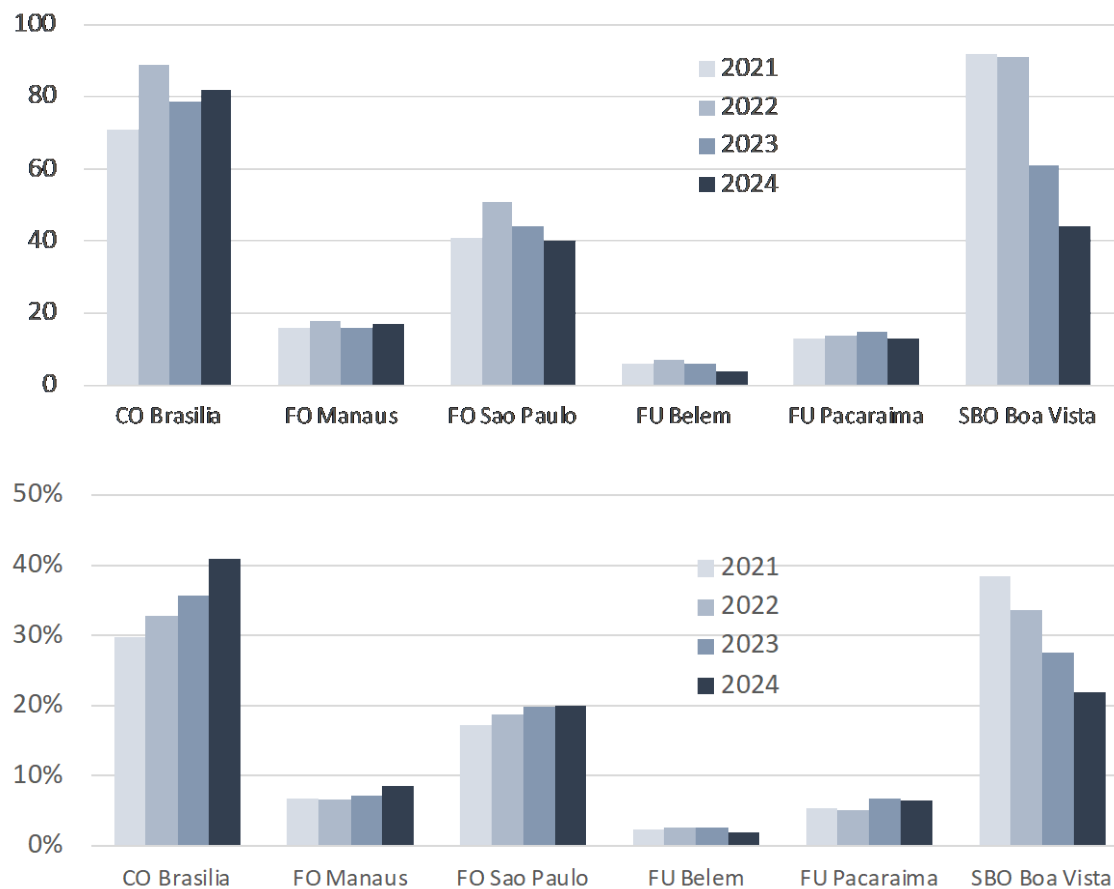
158. In an effort to optimise resource allocation, UNHCR in Brazil has consolidated its staff structure in the Brasília country office, which accounted for 41% of total staff in 2024, up from 30% in 2021. This shift came at the expense of the Boa Vista office, whose share of staff fell from 38% to 22% over the same period (see Figure 1 below) - despite the fact that 43% of total operational funds (OPS) were allocated to the Boa Vista sub-office in 2024¹⁶⁸. This configuration has created a geographic staffing imbalance, which could undermine effective oversight of activities in a region that continues to absorb a significant proportion of UNHCR's financial resources. The results of the online staff survey reflect concerns about adequacy: 48% of respondents indicated that the current staffing structure is insufficient to meet UNHCR's objectives in Brazil¹⁶⁹.

¹⁶⁷ See Annex 8: Online Survey Report.

¹⁶⁸ In 2024, 65% of the funds allocated to the PPAs went to the Roraima region.

¹⁶⁹ See Annex 8: Online Survey Report.

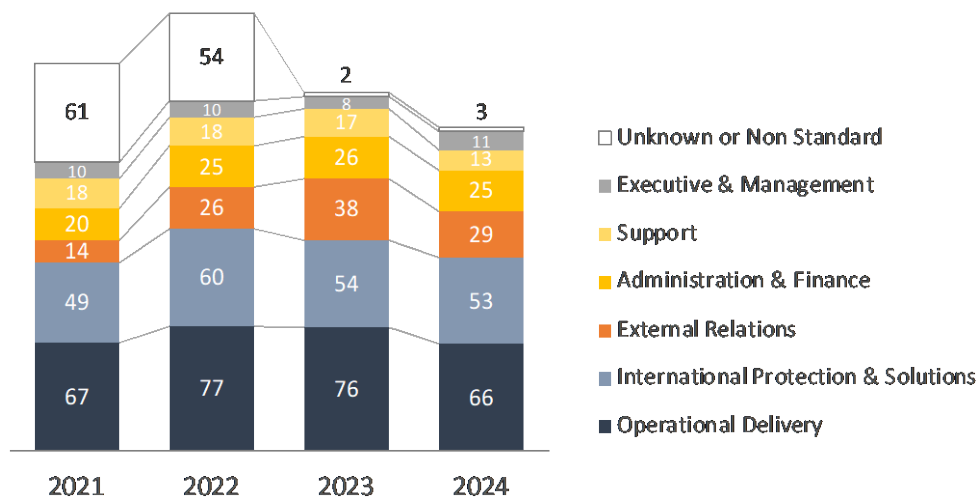
Figure 1: Number of employees and proportion of the workforce per field office in relation to the total workforce 2021-2024



Source: UNHCR workforce data tracking. 2021-2024

159. In terms of functional units (see Figure 2 below), the high proportion of unallocated staff in 2021 and 2022—representing 26% and 20% of the total workforce, respectively— makes it challenging to assess changes in staffing levels across specific functional areas accurately. Between 2023 and 2024, most functional units remained relatively stable, with the exception of operations and external relations, which experienced a notable decline in personnel. The overall reduction in staffing was more pronounced among international staff, whose numbers decreased by 24% between 2022 and 2024, compared to a 13% decrease among national staff.

Figure 2: Number of employees by functional group 2021-2024



Source: UNHCR workforce data tracking. 2021-2024

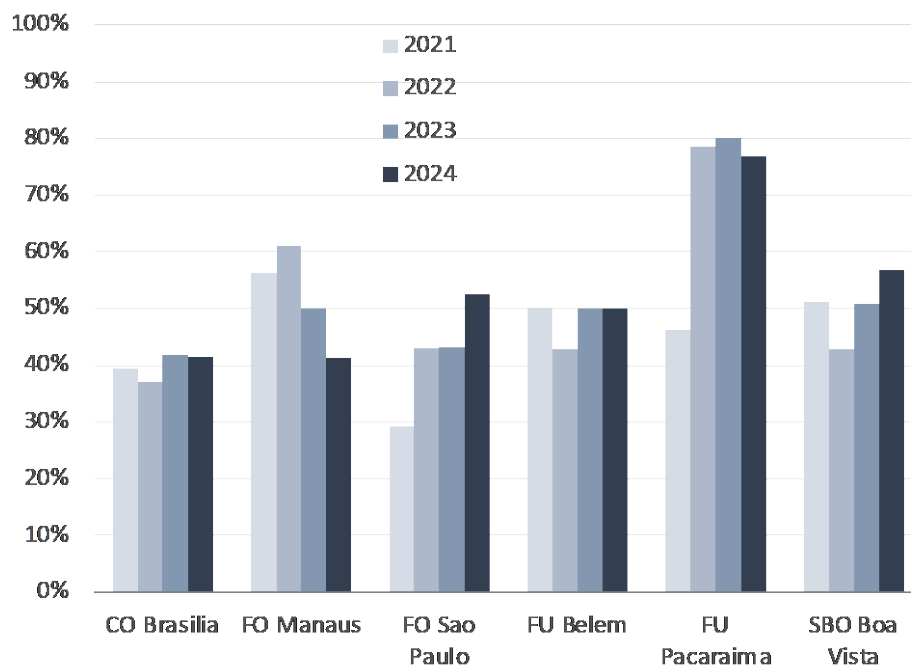
160. **UNHCR in Brazil undertook a regularisation of staff positions during 2021 and 2022, which helped stabilize operations, improved working conditions, and emphasized the importance of maintaining an appropriate balance between temporary and permanent staff. However, subsequent budgetary constraints forced continued reliance on a high proportion of temporary contracts, a measure that provided financial flexibility but also introduced significant challenges for human resource management.** In 2022, individuals on temporary contracts—including those in the Affiliate Workforce, interns, and staff on temporary appointments or assignments—made up 59% of the total workforce. Although this figure declined over the evaluated period, **it remained high** at 51% in 2024¹⁷⁰ (see Figure 3 below). The Affiliate Workforce accounted for 50% of the total staff in 2024, with representation across all UNHCR offices. In Pacaraima, this group comprised up to 80% of the workforce in 2023¹⁷¹. While such contractual flexibility enabled UNHCR to rapidly deploy personnel to address urgent operational demands, such as in Pacaraima, where teams were mobilised to manage large-scale refugee and migrant arrivals, it also contributed to high staff turnover. This turnover, in turn, caused operational instability, disrupted field continuity, strained partnerships, weakened oversight, and eroded institutional memory. In some instances, these conditions led to a decline in service quality, particularly in areas such as refugee registration and the provision of legal assistance.

161. The evaluation noted that, in addition to the reduction in the number of employees, the funds allocated (OL) for personnel rose by 38% between 2021 and 2025, resulting in a 35% increase in the unit cost over the same period. The available documentation did not provide an explanation for this discrepancy.

¹⁷⁰ In Pacaraima, an important region for mixed movements, only three STAFF members were available in 2023 to oversee hundreds of requests every day, highlighting a critical human resource deficit.

¹⁷¹ The programme's focal points sometimes change several times in a single year, making it difficult to manage partnerships and monitor objectives.

Figure 3: Proportion of affiliated workforce per office in relation to the total workforce 2021-2024



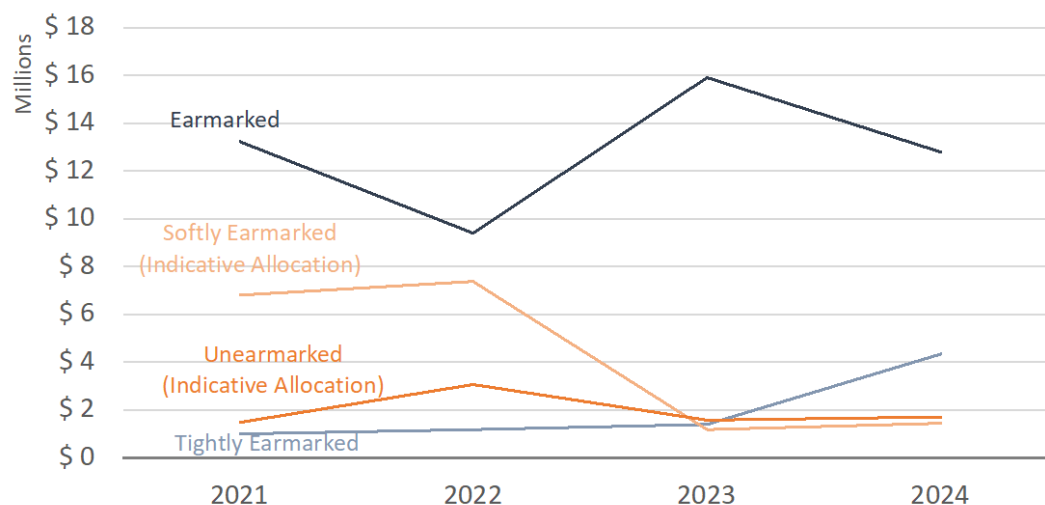
Source: UNHCR workforce data tracking. 2021-2024

4.4.3. EQ4.3 To what extent are UNHCR Brazil's funding model and budget allocation aligned with the country's strategy and operational objectives?

162. UNHCR in Brazil has actively sought to strengthen its donor resource mobilisation capacity while also diversifying its funding base. Between 2021 and 2024, “earmarked” and “strictly earmarked” contributions accounted for 77% of total funding, increasing from 68% in 2021 to 89% in 2024 (see Figure 4 below). During this period, the United States alone provided 63% of all “earmarked” and “strictly earmarked” contributions, equating to an average of 49% of total financial support received. This heavy reliance on a single donor introduced considerable vulnerability, as any shift in U.S. policy or funding priorities could create a budgetary crisis for the operation. In response, UNHCR has made efforts to expand private sector fundraising, with contributions from private donors increasing from 15% to 25% between 2021 and 2024¹⁷². This diversification has played a critical role in reducing financial dependency and in strengthening the operational resilience of UNHCR in Brazil.

¹⁷² Brazil's private funds will account for 91% of total private funds between 2021 and 2024, or 19% of all funds in the same period. Between 2021 and 2024, the increase in Brazil's private funds is 87%.

Figure 4: Evolution of the different types of financial contributions 2021-2024



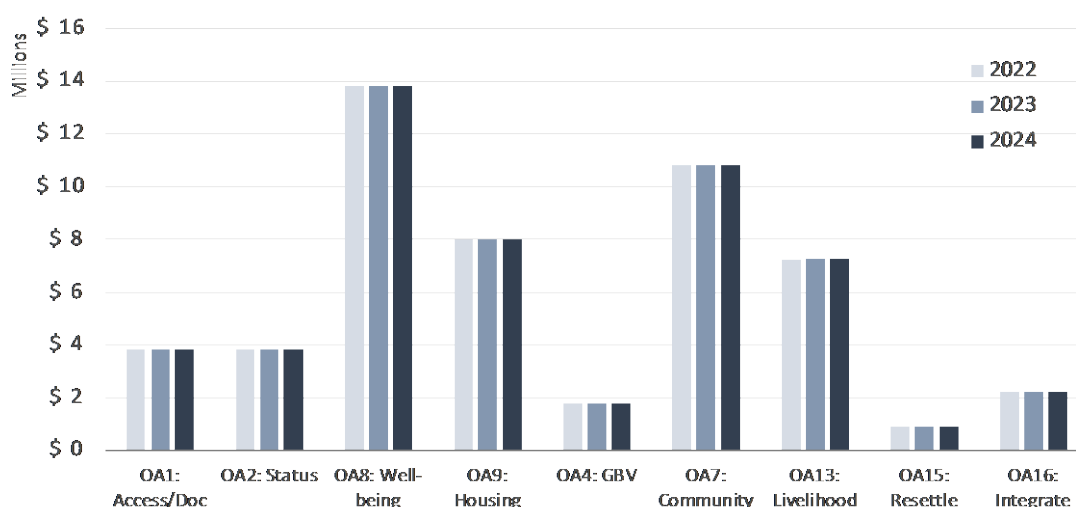
Source: UNHCR Funding update 2021-2024

163. **Between 2021 and 2024, only 9% of contributions received by UNHCR in Brazil were classified as “unearmarked”, while a further 20% were “softly earmarked”, resulting in approximately 29% of total funding being available with a degree budgetary discretion¹⁷³.** Although these more adaptable contributions accounted for as much as 50% of total funding in 2022, their share fell sharply to just 15% in 2024. This marked reduction in budgetary flexibility limited the organisation’s ability to reallocate resources in response to evolving needs and emerging crises.

164. **The needs-based budget (OP) remained largely unchanged despite a 69% increase in refugee and migrant flows between 2021 and 2024, which does not seem to reflect the evolving nature of UNHCR’s programme priorities and the changing operational context.** Throughout the evaluation period, the OP remained largely unchanged, both in terms of its overall value and across the three principal budget lines—OPS, ABOD and STAFF—as well as in its allocation by outcome categories (see Figures 5 and 6 below). The fact that the needs-based budget planning (OP) and the available resources (OL) did not change during the period under review is inconsistent with a dynamic operational context or UNHCR’s strategy, which has evolved from a focus on humanitarian response to Venezuelan displacement to a focus on socio-economic integration and mixed movements.

¹⁷³ Update on UNHCR Brazil funding 2021-2024;

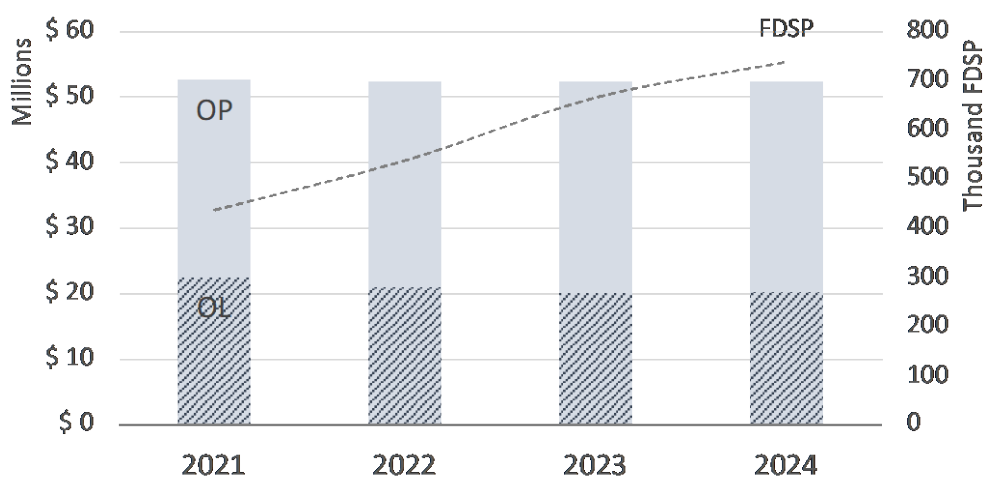
Figure 5: Needs-based budget (OP) by outcome¹⁷⁴ - 2022-2024



Source: Data from UNHCR Compass OP - OL 2022-2024

165. The budget analysis for the period 2021 - 2024 shows a large gap between the needs-based budget (OP) and the actual available funds (OL). The persistence of this gap over four years (43% in 2021 and 39% between 2022 and 2024) combined with static OP and OL levels raise questions about the consistency of the needs-based budgeting, which remained nearly unchanged throughout, the prioritisation process (from OP to OL) and the allocation of resources between budget lines - ABOD, STAFF, OPS - and outcomes.

Figure 6: Evolution of needs-based budget (OP), available funds (OL) and the number of refugees and migrants - 2021-2024



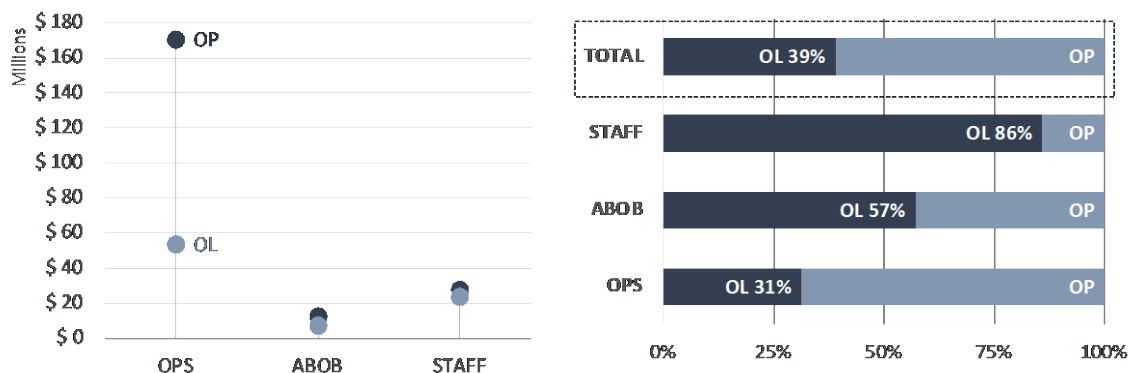
Source: UNHCR OP – OL B Budget for 2021-2024; financial data from Brazil_2021-2023

166. **The distribution of available funds (OL) between budget lines shows an imbalance between the budget allocated to administration (ABOD) and personnel (STAFF), at the expense of the budget allocated to operations (OPS).** Between 2021 and 2024, available funds (OL) were allocated primarily to the ABOD and STAFF budget lines and, to a lesser extent, to the OPS line (see Figure 7 below). The funds available for STAFF covered 86% of the needs

¹⁷⁴ COMPASS system from 2022.

(OP), ABOD covered 57% of the needs (OP), while the funds available for OPS covered only 31% of the estimated needs (OP).

Figure 7: Available funds (OL) in relation to the needs-based budget forecast (OP) by budget line (STAFF, ABOD, OPS) - 2021-2024



Source: UNHCR OP – OL B Budget for 2021-2024; financial data from Brazil_2021-2023

167. The available data show a significant increase in the funds allocated to ABOD and STAFF budget lines, with a 20% increase between 2021 and 2022, while the budget line for operations (OPS), which fell by 18% over the same period (see Figures 8 and 9 below). A first level of analysis shows that between 2022 and 2024, the funds allocated to these three budget lines remained relatively stable. A second level of analysis shows that, taking into account the budgets allocated to "affiliated staff" (charged to the OPS line), the funds allocated to administrative functions (ABOD) and the total workforce increased to 52% of the total available funds (OL) between 2022 and 2024. This growing imbalance between the administrative, staffing, and operational budget lines reveals an increasing limitation in responding to needs. The evaluation was unable to identify any evidence in the planning documents to justify this imbalance.

Figure 8: Evolution of available funds (OL) by budget line (OPS, ABOD and STAFF)

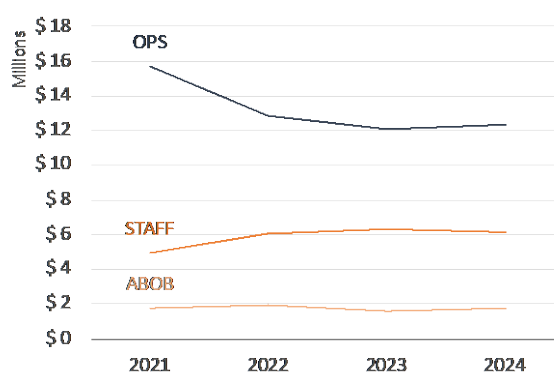
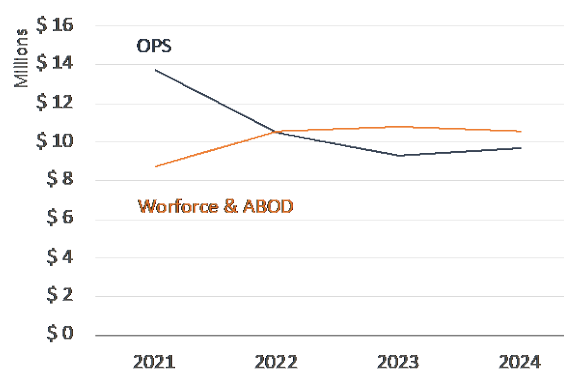


Figure 9: Evolution of available funds (OL) by OPS, ABOD and STAFF (discounting "affiliated staff" from the OPS budget line)

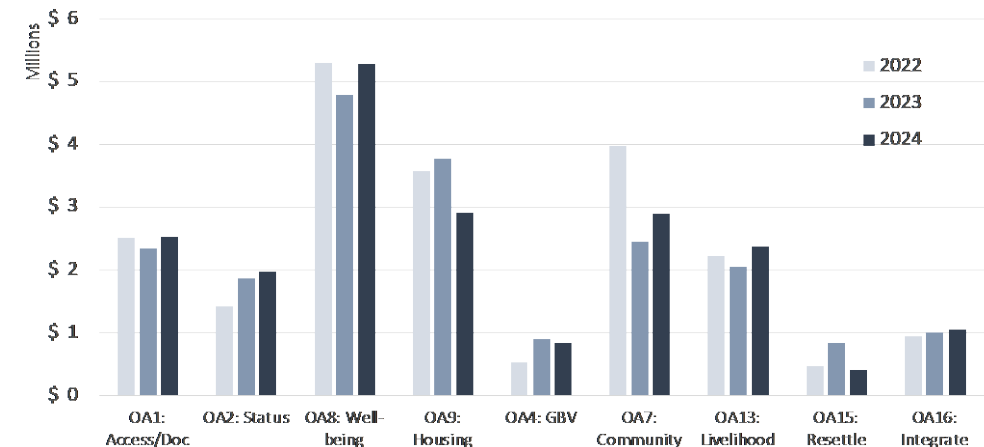


Source: UNHCR OP – OL B Budget for 2021-2024; financial data from Brazil_2021-2023

168. The allocation of available funds (OL) by outcome is not fully aligned with the objectives and evolution of UNHCR's strategy in Brazil. Most of UNHCR's funding was directed towards immediate humanitarian needs (42% of the funds available between 2022 and

2024), such as shelter management, health services and direct financial assistance (CBI)¹⁷⁵. A large part of the budget was also allocated to the management and expansion of shelters for refugees, mainly in the regions of Roraima and Boa Vista (see Figure 10 below). While these actions addressed urgent needs, they limited investment in other approaches and interventions aimed at more sustainable solutions. According to UNHCR, part of its budget has gradually been shifted towards medium- and long-term initiatives, with an emphasis on helping refugees become self-sufficient¹⁷⁶. However, it should be noted that the budgets allocated to the activities included in the “Empower impact area” fell by 17% and that the budgets for the activities included in the “Solve impact area” have remained stable over the period 2022 - 2024.

Figure 10: Available funds (OL) by outcome¹⁷⁷ - 2022-2024



Source: UNHCR Compass OP-OL 2022-2024 data

169. By 2024, 34 actors (public institutions, national and international NGOs) had signed a partnership agreement (PPA), compared to only 17 in 2022. Between 2022 and 2024, these partners managed 47% of the funds allocated to operations (OPS), while UNHCR managed 53%¹⁷⁸. Over the same period, the budget allocated to OPS remained largely unchanged: a 9% decrease in funding for PPAs was accompanied by a slight 5% increase in funding allocated for UNHCR direct implementation, an increase mainly linked to the 23% increase in outcome area 8 – Wellbeing. It should be noted that between 2022 and 2024, 6 partners received 80% of the total funds allocated for the PPAs, the vast majority for activities implemented in Roraima (81% of the funds).

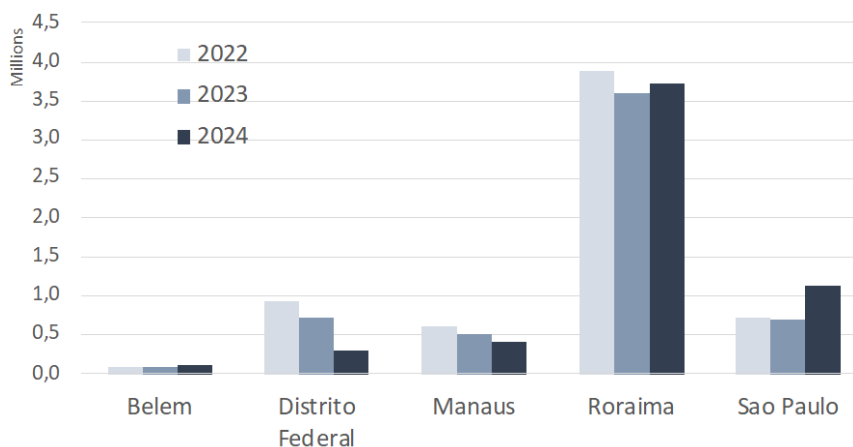
¹⁷⁵ With the significant increase in migratory flows in 2022, UNHCR expanded its reception capacity to 15 shelters. However, these facilities proved expensive and complex to manage, leading to a consolidation strategy in 2023, with the aim of centralizing services in larger urban shelters to optimize available resources.

¹⁷⁶ Specific efforts have been made to empower refugee women through programmes such as "Empowering Refugees", which offers them training and job opportunities.

¹⁷⁷ COMPASS system from 2022.

¹⁷⁸ UNHCR: BRA ABC OL OPS financials with Implementers Data 2021-2024.

Figure 11: Available funds (OL) allocated to partners by cost centre 2022-2024



Source: UNHCR Compass OP-OL 2022-2024 data

170. UNHCR in Brazil has undertaken important reforms to reduce its administrative costs and simplify its processes in response to budgetary constraints, but some procedures are still perceived as overly bureaucratic and time-consuming. The introduction of digital systems such as ProGres and ActivityInfo has been a major step forward, the automation of reporting through digital platforms has significantly reduced the administrative burden, while protocols have been developed to standardise practices across regions. However, despite this progress, challenges remain. Adoption of digital tools remains uneven across regions / field offices and, despite UNHCR's capacity-building efforts, data quality varies across partners, leading to gaps in data coordination and monitoring. In addition, some internal processes, such as the approval of budgets, travel and small grants, remain complex and **at times delayed** the implementation of activities.

171. UNHCR in Brazil faced a challenge regarding the consistency of quantitative data in relation to annual planning, budgeting, monitoring and annual reporting. The present analysis of resources and capacities is mainly based on quantitative data provided by UNHCR's information systems, supplemented by qualitative data collected during the evaluation¹⁷⁹. The quantitative data¹⁸⁰, presented in Excel files containing raw data from various digital platforms, lack standardisation, vary in formatting and show inconsistencies across sources such as the Terms of Reference, reports, and official publications. This heterogeneity casts doubt on the reliability of the data and its suitability for effective monitoring of UNHCR's various interventions (outputs) and their contribution to outcomes. The lack of consolidated and clear data for the evaluation team creates a risk of errors and discrepancies in the analysis. In addition to the challenges related to the quality of available data, the planning of the operation's financial resources raises a number of issues. Although the actors interviewed agree on the inadequacy of the budgetary resources allocated during the evaluation period, there is no evidence clarifying the reasons and mechanisms that guided the budgetary prioritisation.

¹⁷⁹ The data presented in the ToRs comes from the IATI platform and is not consistent with the data made available for the evaluation.

¹⁸⁰ The quantitative data made available to the evaluation team mainly refers to budgetary information, human resources and monitoring of the various UNHCR platforms.

4.5. Sustainable integration of refugees into national programmes

EQ5. To what extent has UNHCR's multi-faceted approach in Brazil, which encompasses policy advocacy, direct assistance, socio-economic integration and protection activities, promoted self-sufficiency and the sustainable integration of refugees into national programmes?

172. UNHCR's support for the Voluntary Internal Relocation Programme has contributed to consolidating local integration as the primary long-term solution throughout the response to Venezuelan displacement, facilitating access to public policies. UNHCR has also played a pivotal role in developing the capacity of local and state governments, strengthening municipal councils and committees, and promoting integration policies. Nevertheless, the sustainability of certain UNHCR-supported interventions is undermined by the lack of a robust government administrative framework to guarantee full ownership by public administrations. Furthermore, the inadequacy of mechanisms for integrating policies across the three tiers of government, limited public funding, and resistance from some sub-national institutions to implementing integration policies pose further challenges.

173. UNHCR's direct assistance was pivotal in alleviating pressure from forced displacement in Roraima and facilitating the transition from emergency response to development policies. The transfer of shelter management to the Government of Brazil exemplifies the progress toward a more sustainable humanitarian response.

174. UNHCR has successfully promoted employability initiatives and encouraged private sector engagement to facilitate the integration of refugees and migrants into the formal labour market. While progress has been made in a favourable macroeconomic environment, the number of private companies participating in labour market inclusion programmes remains insufficient to meet the current needs. Cooperation between UNHCR and development organisations has been pivotal in promoting socio-economic integration. Notably, studies conducted with the World Bank have generated valuable data and highlighted the benefits and contributions (labour, economic, and social) of incorporating refugees and migrants into the labour market and their financial inclusion. The partnership with banks and microcredit institutions, along with the provision of financial information on the Refugee Entrepreneurs platform, reflects UNHCR's efforts to strengthen the financial autonomy of refugees.

4.5.1. EQ5.1. To what extent has UNHCR supported the authorities in establishing a humanitarian response with the potential to be sustainable over time and progressively embedded in broader development policies

175. The inclusion of the Voluntary Internal Relocation Programme in Operation Welcome was a decisive approach not only to alleviate the pressure of displacement in small municipalities within the state of Roraima, but also to establish local integration as the primary and enduring solution and to link humanitarian assistance to development (the humanitarian-development Nexus). Within the context of the Voluntary Internal Relocation Programme, UNHCR's work has been multisectoral and has been aligned with various public policies and social initiatives. UNHCR's coordination with the Federal Subcommittee for the Reception and Voluntary Internal Relocation

of Immigrants in Situations of Vulnerability¹⁸¹ (under the Ministry of Social Development - MDS) has facilitated UNHCR's work with other public administrations (e.g. education, health, social protection, justice). UNHCR's multisectoral work has contributed to the inclusion of refugees and migrants in public programmes and services (e.g. CadÚnico, Bolsa Família). UNHCR has invested in training local and state governments, strengthening municipal and state councils and committees dealing with integration policies. The mobilisation of the private sector for the recruitment of refugees and migrants, an area in which UNHCR has played an important catalytic role, and which is essential for successful local integration¹⁸², remains limited due to low private sector engagement capacity. Despite progress, data from the RMS indicates that the economic stability of refugees and migrants remains fragile. For instance, women reported a decline from 19.4% to 15.6% in declared income between 2022 and 2023. A comparable downward trend is observed among individuals without a residence permit (from 22.1% to 17.1%), suggesting heightened economic vulnerability among these profiles.

176. In Roraima, UNHCR's collaboration with the Brazilian government in transferring shelters for the Venezuelan population in Boa Vista marks a pivotal step towards the sustainability of the humanitarian response to Venezuelan displacement. In 2023, the Amazonas state assumed responsibility for managing shelters in Manaus, establishing a positive precedent for UNHCR's process in Roraima. In Boa Vista, the transfer of shelter management also includes increased public funding, easing UNHCR's financial burden and reducing reliance on international funds for the routine operation of shelters amid ongoing budget constraints.

177. UNHCR has successfully enhanced the capacity of numerous institutions to provide international protection in the prioritised localities at all three levels of public administration. Nevertheless, the sustainability of specific UNHCR-supported interventions is challenged by the lack of a robust government administrative framework to guarantee ownership by public administrations, the inadequacy of policy integration mechanisms between the three levels of administration, limited public resources, and resistance from certain sub-national institutions. UNHCR's partnership with numerous public administrations encompasses the development of service guides and the training of public agents, with the objective of institutionalising effective practices in public policy. However, the absence of a legal basis to sustain some public policies established during emergencies poses a risk to continuity, particularly in the context of political transitions, weak local governance networks, and a lack of local financial resources¹⁸³. These factors suggest that the transition of responsibilities to the local level may encounter continued resistance. Furthermore, there exists a disconnect between public policies at the federal, state, and municipal levels. This fragmentation hinders the implementation of cohesive strategies and diminishes the efficacy of local actions. In numerous regions, the absence of alignment leads to an overlap or gaps in initiatives specifically designed for the refugee and migrant populations. The lack of trained personnel and technical capacity on migration issues within local governments

¹⁸¹ The Subcommittee articulates cooperation in the care provided in the shelters in Roraima and in the voluntary internal relocation strategy organised from Roraima and Amazonas with partner agencies, states and municipalities across the country.

¹⁸² According to the Companies with Refugees Forum, more than 210,000 Venezuelan and Haitian displaced people have gained access to jobs in the formal labour market in recent years.

¹⁸³ According to the interviews conducted for this study, the legal formalisation of the structures created in the emergency context is seen as necessary to strengthen the integration of public policies at different levels of government. Although advances in municipal plans are recognised, the challenge of turning this into concrete implementation, with funding and stability, is also mentioned.

impedes these entities from fully assuming their responsibilities. In many regions, the lack of technical expertise means sustained dependence on UNHCR.

178. Cooperation between UNHCR and development partners (such as the World Bank) has proved to be a strategic tool for making socio-economic integration a reality, by producing data and sharing information to achieve a more consistent approach to mobilising the private and public sectors on the issue of the inclusion of refugees and migrants. The partnership with the World Bank enabled funding for research into the socio-economic integration of the Venezuelan refugee and migrant population, in terms of inclusion in the labour market, access to education and social assistance, and the fiscal impact of this population on Brazilian society¹⁸⁴. Studies conducted by the World Bank and the Japan International Cooperation Agency - JICA in 2024¹⁸⁵ demonstrate the social and economic benefits of leveraging refugee and migrant skills for host communities, generating more empathy and inclusive public policies. The economic evidence presented by some of the experts interviewed offers governments a case for prioritising the integration of the refugee population. This would facilitate improved dialogue with other United Nations entities, enabling complementary action and collaboration with development actors. In terms of the financial inclusion pillar, financial service providers have successfully mobilised the offer of microcredit for refugees and migrants, published on the “Refugee Entrepreneurs” platform (microfinance institutions¹⁸⁶, solidarity programmes¹⁸⁷).

5 LESSONS LEARNED

179. Civil society and refugee-led organisations - Strengthening civil society and refugee-led organisations and promoting their greater integration into public policy formulation processes, has been an effective approach to ensuring their sustainability amid shifting government priorities and funding availability.

- What has worked well: empowered civil society acts as a link between refugees and governments (e.g. UNHCR promoted the formation of local associations to collect data, which enabled more accurate identification of community needs). The participation of civil society also ensures that the specific needs of particular groups are considered (e.g. inclusion of indigenous refugees in regularisation processes).
- How to apply this lesson: strengthen the capacities of civil society organisations and refugee-led organisations so that they take on greater responsibilities and dialogue with public administrations, making policies more resilient to changes in government and budget constraints, and therefore more sustainable.

¹⁸⁴ The labour market impacts of Venezuelan refugees and migrants in Brazil (2024); Integration of Venezuelan refugees and migrants in Brazil (2021); Economic and fiscal impacts of Venezuelan in Brazil (2021).

¹⁸⁵ The study carried out in collaboration with JICA in 2024 showed how poverty and extreme poverty most affect displaced populations and therefore influence the inclusion of these populations in policies to eradicate poverty and combat hunger.

¹⁸⁶ UNHCR partnerships with institutions such as Banco Pérola and Banco do Povo Crédito Solidário have benefited more than 600 businesses led by refugees and migrants, Available at: <https://www.acnur.org/br/noticias/comunicados-impressa/parceria-do-acnur-com-instituicoes-financeiras-leva-mais-de->

¹⁸⁷ Available at: <https://www.refugiadosempreendedores.com.br/credito>

180. **Digitalisation** - The integration of online tools into the information systems of public administrations has significantly enhanced the management of applications for refugee status recognition. This integration has enabled more efficient and effective processing of applications, resulting in improved outcomes and higher quality services.

- What has worked well: In Brazil, UNHCR's support for the National Refugee Committee System (SISCONARE) has been used by CONARE and the Federal Police, allowing applicants to register their information, receive notifications, and monitor their application online and in near real time. The system has been useful for re-registration and validation of pending applications.
- How to apply this lesson: adopt technologies, in contexts where there are adequate minimum conditions and committed eligibility committees, to simplify procedures and improve communication with refugee claimants.

181. **Data generation** - The generation and use of data to support decision-making has been crucial in involving the public and private sectors in interventions aimed at socio-economic integration.

- What has worked well: Studies conducted by UNHCR, the World Bank, and the International Finance Corporation (IFC) have provided data demonstrating the financial contributions refugees and migrants make to the economy and society through their labour integration. These studies have aided in evidence-based decision-making and raised awareness of refugee inclusion benefits.
- How to apply this lesson: Promote the generation and use of data on economic integration with specialised reference organisations (national or international) as a key support for advocating inclusive public policies to public administrations.

6 CONCLUSIONS

6.1. Strategic dimension

C1) Institutional positioning - The joint and sustained work carried out by UNHCR together with the GoB has been essential for implementing a large-scale, multi-stakeholder humanitarian response to the Venezuelan displacement, which, despite limitations, now serves as a global reference point in a regional and global context where asylum policies are increasingly restrictive. UNHCR's actions and the joint implementation of Operation Welcome have provided a comprehensive and multi-sectoral approach to the needs of refugees and migrants. This includes access to territory and protection at the border, as well as economic and social integration in host communities. These joint achievements have positioned Brazil as a significant player in the field of asylum, international protection, and rights protection amid mixed migration flows. Building on this progress, UNHCR has taken steps to strengthen Brazil's role as a regional leader.

C2) Recent changes in the architecture and funding of humanitarian aid¹⁸⁸ - Reductions in humanitarian funding from the new US administration and other donors have caused a crisis in UNHCR's funding model, and more broadly in the R4V platform, forcing an in-depth review of the strategy and model of presence in the country. While UNHCR Brazil has made progress in diversifying its funding sources, its dependence on US funding remains high. Furthermore, the expansion of programming and presence in the country has been primarily funded through short-term emergency response, which raises sustainability concerns. Funding difficulties are not unique to UNHCR; the R4V platform in Brazil (and the Americas) has also been systematically underfunded and relies heavily on US funding. In light of these developments, the UN Secretary-General's mandate to UNHCR and IOM in 2018 to coordinate the regional response to Venezuelan displacement¹⁸⁹ warrants reconsideration, considering the regional transformations that have occurred since the beginning of 2025.

C3) Protection - UNHCR has adopted a pragmatic approach in its engagement with national institutions. On the one hand, UNHCR has seized opportunities arising from the political and regional context to offer protection and assistance on a large scale. On the other hand, there have been challenging moments and choices, particularly in the face of emergencies. For instance, regarding access to territory during border closures in the context of the COVID-19 pandemic and access to proper refugee claim procedures and international protection as a refugee in contexts of mixed movements, there have been protection situations that did not align with the highest protection standards. This was the result of major changes in UNHCR's operating environment, including changes in terms of flows, resources, national, regional, and global contexts. These changes brought to the fore the need to

¹⁸⁸ The analysis of the impact of the decisions of the new US administration (February 2025) on UNHCR Brazil (and globally) is outside the timeframe of the evaluation. However, the evaluation team recognizes the need to reflect on the crisis generated by reductions in humanitarian funding in the organisation and to make profound changes to UNHCR's strategy in Brazil. The evaluation team identified evidence showing that the high degree of dependence on US funding represented a critical risk to the operation (as presented in the report), which is in line with the findings of all the CSEs carried out in the Americas over the last three years.

¹⁸⁹ In the Americas, the regional plan for Venezuela was 78% to 90% financed by US funds (The New Humanitarian (2025) Humanitarian aid's extreme donor dependency problem in five charts).

recenter UNHCR's work on its core protection mandate. This view has been evident in the data collected from UNHCR staff and other actors, who frequently mention a "return to protection," "back to basics," or thinking about strategies "outside the book but not outside the law." This perspective comes at a time when the legal framework for protection is under pressure. The Government of Brazil's experience and UNHCR's mandate and expertise offer a valuable opportunity for learning and progress at the federal, state, and municipal levels.

6.2. Operational dimension

C4) National asylum system - UNHCR's engagement with CONARE was essential for the maintenance and development of good protection practices in the national asylum system, as well as in the search for fair and efficient decisions. UNHCR has provided staff training, technical support, including secondments, digitalisation, and debates on key topics. Additionally, it has supported the advancement of national advocacy. Furthermore, UNHCR has played a role in reversing setbacks and has sought to influence the decision-making process. However, due to the reactive posture of its engagement, information often reached UNHCR after national institutions had already taken decisions. This has been particularly evident in issues related to humanitarian visas, the operationalisation of SISCONARE, and situations where there were concerns about potential violations of *non-refoulement*. In response to these challenges, UNHCR has shifted its approach to a narrative centred on protection to guide its relationship with CONARE.

C5) Strategy for visibility and participation in public policies - UNHCR's collaborative efforts with various government institutions have been pivotal in raising awareness about the asylum and refugee/migrant issue. They have promoted refugee-led organisations and supported their integration in public agendas and political and social spheres. Despite progress, challenges persist in integrating refugees and migrants into municipal agendas and services, particularly in Roraima. The integrated and multi-sectoral approach of Operation Welcome has served as a reference for public policies at the municipal, state, and federal levels. Coordination with essential public services, such as the Unified Health System and Unified Social Assistance System, in Operation Welcome's protection case management, led by UNHCR, has established valuable precedents. Additionally, UNHCR's work in Brazil has been instrumental in combating hate speech, xenophobia, racism, and discrimination. While these actions have been strengths, there are still barriers to increasing the effective participation of refugees and migrants in institutions, particularly at the sub-national level.

C6) Socio-economic integration - UNHCR's advocacy work has been effective in creating a favourable environment for refugee employability in Brazil, engaging private partners and creating opportunities. However, regional expansion and actions to overcome prejudices and structural barriers are needed to consolidate truly inclusive corporate environments and broaden private sector engagement. UNHCR has played a crucial role in socio-economic integration by promoting initiatives that strengthen autonomy, foster inclusion in national programmes, and improve living conditions. However, challenges such as the revalidation of diplomas, discrimination in the job market, and dependence on financial support continue to hinder the full integration of refugees. Despite the specific initiatives supported by UNHCR, their overall impact has remained limited, particularly for groups like single-parent female heads of household, elderly women, people living with disabilities, and indigenous people.

C7) Sustainable priorities - UNHCR's performance in Brazil during the evaluation period was affected by decisions taken before the period covered by the evaluation, especially when it came to the response to the displacement of the Venezuelan population. This

approach focused on finding emergency solutions to the large-scale influx, with UNHCR directly involved as a partner in the response. However, the complexities and practical and political challenges may have hindered the achievement of the highest standards of protection and the adoption of best protection practices. Similarly, the prioritisation of emergency response over lasting solutions, even if momentarily justified, has contributed to creating later challenges. This has led to questions about certain practices and calls for improvements in protection standards, especially since Brazil is generally perceived as having a strong protection system. UNHCR has also expressed concerns about prioritisation, reporting difficulties in changing representatives, heterogeneity of visions or working approaches depending on where they work in Brazil due to a lack of systematisation between offices, lack of clarity about strategic choices, and the choice between emergency or sustainability. In this context, establishing sustainable priorities seems essential, especially given the opportunity to elevate Brazil to a key actor model and testing ground for projects.

C8) Capacity to adapt to changes in population movements - UNHCR's evolution within Operation Welcome reflects a sophisticated understanding of contemporary forced displacement dynamics, where the intersection between emergency response and sustainable development demands adaptive and multisectoral approaches. The gradual transition of shelter management to the Government of Brazil and the integration of Operation Welcome into the national system showcase UNHCR's strategic role in strengthening national protection systems. This process demonstrates the agency's commitment to the sustainability of humanitarian interventions and the strengthening of local emergency response capacities.

C9) Climate action - UNHCR's response capacity, particularly to the floods in Rio Grande do Sul, has positioned UNHCR as a relevant organisation in responding to population displacement induced by extreme weather events. However, the response raised questions about UNHCR's role in relation to climate events, internal displacement, and the extent to which UNHCR should assume an operational role in such emergencies in Brazil. UNHCR's experience and resource mobilisation in emergency response have positioned it as a key partner for national institutions. However, the justification for how these actions align with the organisation's core mandate remains unclear. UNHCR's resource mobilisation and operational response in a country with public policies and capacities to respond to emergencies have sparked a debate about the type of support UNHCR should provide to national institutions. This debate has been internal and external, with divergent positions among UNHCR staff, some federal institutions, and partners. While not within the scope of the evaluation, the financial constraints faced at the beginning of 2025 have further emphasised the need for operational prioritisation in a country with the response capacity to ensure its role as a first responder.

6.3. Organisational dimension

C10) Distribution of field presences and workforce - UNHCR's organisational structure (field presence and workforce) in Brazil is partially aligned with its strategic objectives, mainly through a targeted and decentralised presence in the main border regions and major urban centres. This facilitated the deployment of a wide range of interventions, from emergency humanitarian assistance to durable solutions. This approach is generally consistent with the 2023-2025 strategy, particularly in terms of protection, socio-economic inclusion, and integration. However, regional disparities persist, with some areas under-covered. Budgetary constraints, internal coordination, and resource management challenges hinder a fully coherent implementation. Staff reductions and high turnover due to reliance on temporary contracts have hampered intervention continuity and compromised institutional memory. While

efforts have been made to specialise the team and strengthen local partnerships, these initiatives remain insufficient in proportion to the scale and complexity of needs.

C11) Funding model and budget - There were significant imbalances in UNHCR Brazil's funding model and budget allocation (both among ABOD, STAFF and OPS, and among strategic planning outcomes) which made it difficult to align resources with shifting strategic and operational priorities. While UNHCR was able to mobilise resources to meet immediate humanitarian needs, these efforts were not accompanied by proportionate support for long-term solutions. This was compounded by a persistent gap between planning (OP) and allocation of funds (OL), as well as an imbalance between the administration (ABOD) and staff (STAFF) budgets and the operations budget (OPS). Dependence on funding from the United States has also exposed the operation to financial risks. While there has been progress in diversifying UNHCR's funding model in Brazil, mainly with national donors, these efforts have not yet been sufficient to guarantee a stable and flexible funding base.

C12) Quality of annual planning, budgeting and monitoring - In terms of reliability, consistency and clarity of presentation, the uneven quality of the quantitative data related to the planning, budgeting and monitoring of UNHCR strategy available to the evaluation makes it difficult to carry out a more detailed analysis of organisational efficiency. The fragmentation of sources, lack of consolidated data, and multiplicity of media and management tools (COMPASS, WORKDAY, PROMPS, ActivityInfo, Excel, etc.) complicate the analysis and use of this data for monitoring and evaluation. Furthermore, the lack of mechanisms for tracking budget adjustments (annual changes to the OL budget) and the lack of clarity about the reasons behind these changes limit transparency and accountability. The limitations of management systems, or the lack of an integrated tool to document changes, further hinder the ability to assess whether budget prioritisation, programme design, and staffing decisions align with needs and annual plan¹⁹⁰.

¹⁹⁰ These limitations have been regularly identified in other Country Strategy Evaluations

7 RECOMMENDATIONS

The recommendations presented below were developed during a workshop organised with UNHCR teams in Brazil. The workshop considered UNHCR's budgetary constraints, necessitating the prioritisation of tasks. Most of the recommendations align with UNHCR's core mandate, including Brazil's regional or international positioning, the national asylum system, mainstreaming protection, and Operation Welcome. These recommendations can be implemented through advocacy actions and expertise in engaging with various government institutions at the three levels of public administration, without the need for substantial new funding.

The recommendation related to socio-economic integration of refugees and migrants in vulnerable situations will likely necessitate the creation of new partnerships and agreements within public policies on employment and social action for vulnerable populations. The recommendation on climate action requires a decision on whether UNHCR can make a difference in Brazil and, if so, what kind of support it can offer to specialised national institutions. Organisational recommendations, such as location, workforce, funding model, planning, and results framework, are particularly timely in light of increasing budgetary constraints.

However, in the context of humanitarian funding crises and significant uncertainty, UNHCR will need to develop its future strategy in Brazil beyond the evaluation recommendations. This strategy should consider the following factors: (i) the mandate received from the UN Secretary General regarding the humanitarian response to the Venezuelan displacement; (ii) a detailed analysis of the organisation's financial situation; (iii) agreements and commitments made by UNHCR with national institutions and other key actors; (iv) the intensity of the needs of refugees and migrants; and, more broadly, (v) ongoing transformations in the humanitarian architecture at the regional level.

To aid UNHCR's prioritisation process, the recommendations include high and medium priority actions. A matrix has also been added, which includes parameters for prioritising the suggested actions based on three criteria: i) the potential to generate positive change; ii) an indicative estimate of resource needs; and iii) the existence of capacities and expertise within national organisations.

7.1. Strategic dimension

RECOMMENDATION 1	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Capitalise on the Government of Brazil's experience to strengthen its position at regional and international forums on asylum and international protection.	<ul style="list-style-type: none"> Continuing to promote Brazil's historical tradition of protecting refugees as a state policy. This should be reinforced through its strategic positioning in multilateral forums to showcase its good practices and inspire others on the issue of asylum. By doing so, Brazil can become a key player with international soft power committed to humanitarian issues, fostering innovation and best practices. 	High	2025 - 2026	Representative Protection Liaison (in collaboration with CONARE and other national institutions)
	<ul style="list-style-type: none"> Strengthening the operation's advocacy actions and strategies through more refined structuring that ensures accurate consideration of current and future risks and benefits regarding aspects of protection, as well as better institutional communication and alignment with implementing and operational partners, including the judiciary, bodies with a human rights mandate, civil society, and academia, among others, on issues affecting UNHCR's core mandate. 	High	2026 - 2028 (continuous)	Representative Protection Liaison SO\FOs
	<ul style="list-style-type: none"> Analysing and update the UNHCR mandate received from the UN Secretary General in 2018 to manage a coherent and harmonised response to the situation in Venezuela, taking into account the current crisis in regional and global humanitarian funding. 	High	2025	Regional Office Representative GdB UN Joint Special Representative for Venezuelan refugees and migrants in the region

RECOMMENDATION 2	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Promote the consolidation of the functioning of the national asylum system based on the highest standards of international protection	<ul style="list-style-type: none"> Maintaining the defence for respect for the minimum standards of protection and advocating for the higher standard from the supervisory role derived from the central mandate of the UNHCR. <ul style="list-style-type: none"> Improving institutional (between partners) and public communication strategies on actions taken in situations where protection standards may be compromised. 	High	2026 - 2028 (continuous)	Regional Office Representative Protection Livelihoods Communication SO/FOs
	<ul style="list-style-type: none"> Progressing on issues of specifying subjects in terms of protection needs and peculiarities, particularly vulnerable groups, involves harmonising criteria for different populations. This includes border protection screening, the RSD procedure with respect for specific human rights, voluntary internal relocation and local integration, and encompassing strategies and monitoring of protection integration (protection continuum). 	High	2026	Protection SO\FOs
	<ul style="list-style-type: none"> Encouraging and support the Government of Brazil in drawing up an action plan to strengthen and consolidate the modernisation of the national asylum system in the medium term, based on the highest standards of protection, prioritising the maintenance of asylum as an instrument of protection, the visibility of and access to specific international protection mechanisms in a context of mixed movements, the reduction of the backlog and the decentralisation of CONARE's services. 	High	2026	Protection (with CONARE)
	<ul style="list-style-type: none"> Increasing knowledge and awareness about the availability of and access to gender-based violence services, in collaboration with CONARE and local specialist organisations. 	High	2026	Protection Programmes (CONARE, social services, specialized NGOs)

7.2. Operational dimension

RECOMMENDATION 3	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Promote the mainstreaming of refugee and international protection in government institutions and in public policies (state and municipal focus), in a context of growing mixed movements	<ul style="list-style-type: none"> Assisting the Government of Brazil (through the Ministry of Justice and other sectoral ministries) in guaranteeing benchmark protection standards at regional level in the approval of the National Policy on Migration, Asylum and Statelessness and its coherence with the 1997 Asylum Law, in conjunction with IOM, ILO and other international organisations, as well as in the adoption of other public policies and government actions that may impact the refugee population. 	High	2026	CO BRA, UNCT CSO & CBO, RLOs Academia
	<ul style="list-style-type: none"> Clearly defining the role of the UNHCR in the context of mixed movements in the country, based on its role as supervisor of the implementation of the 1951 Convention and in dialogue with the international guidelines of the body. <ul style="list-style-type: none"> Strengthening the perception of asylum as an international right and instrument for humanitarian protection and not just for document regularization. Continuing with advocacy and other actions in defence of the fact that other forms of complementary protection (such as humanitarian residences) do not guarantee the same safeguards of protection and access to rights as refugee status and therefore cannot be privileged for people in need of international protection to the detriment of this instrument. Continuing defending the re-establishment of a narrative that favours asylum as an instrument of international protection even in contexts of mixed movements or massive flows. Acting in all contexts while prioritising the centrality of protecting the rights of refugees 	High	2026	Regional Office Representative Protection
	<ul style="list-style-type: none"> Strengthening the joint work with other organisations, agencies, funds, programmes and bodies of the UN System, as well as national institutions, to 	High	2026 - 2028 (continuous)	Liaison Interagency Protection

RECOMMENDATION 3	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
	promote protection-sensitive mechanisms along the points of arrival, transit and settlement in the country, in a whole-of-the-journey and protection continuum approach and even in contexts of mixed movements.			SO\FOs
	<ul style="list-style-type: none"> Strengthening and expanding networks of cooperation and exchange of information at municipal level (in prioritised localities) between bodies responsible for registering refugees and migrants (e.g. Federal Police, SiSCONARE, health, education), to improve the form and timing of access to documentation (including CPF), analysis and inclusion in public services. 	High	2026	Protection Liaison Livelihoods SO\FOs
	<ul style="list-style-type: none"> Based on the experience and lessons learned within the framework of Operation Welcome, promoting preparedness mechanisms displacement situations in border locations (Acre, Rondônia, Amapá, among others) that are provided for in national public policies, to be implemented in coordination with local authorities (states and municipalities) through budget lines established for this purpose, in a sustainable manner. 	High	2026 - 2028 (continuous)	Liaison Interagency Protection FOs

RECOMMENDATION 4	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Continue working with the Government of Brazil towards the transformation of Operation Welcome from a specific emergency humanitarian response to Venezuelan displacement into a	<ul style="list-style-type: none"> Supporting the Government of Brazil in the evolution of a humanitarian response architecture in Roraima into a border management and assistance system that is sensitive to protection and integrated with federal, state and municipal institutions and social public policy management mechanisms. <ul style="list-style-type: none"> Including a plan for the gradual transfer of responsibilities with clear benchmarks and indicators to measure progress. Assisting the Government of Brazil and other actors in developing sustainable strategies in supporting the inclusion and protection of refugees at the state and municipal levels 	High	2025 (continuous)	Representative Liaison Protection Key institutions (Civil House, Ministry of Justice, Federal Police, Ministry of Social Development, Operation Welcome)

RECOMMENDATION 4	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
mechanism for responding to forced displacements of population, integrated into public institutions and policies.	<ul style="list-style-type: none"> Exploring with the Government of Brazil and international financial institutions (World Bank, Inter-American Development Bank) and regional organisations (Andean Community of Nations) the mobilisation of funds for inclusive development projects in municipalities in the state of Roraima affected by forced displacement. 	High	2024-2025	Regional bureau Representative Protection Programmes SO\FOs Development institutions (World Bank, Inter- American Development Bank (IDB) CAIs, CAF, Amazon Fund) and sector ministries

RECOMMENDATION 5	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Strengthen the localisation approach of UNHCR Brazil's strategy and actions (with a sustainable response perspective)	<ul style="list-style-type: none"> Strengthening the "cross-cutting" approach" of protection work with partnerships with states and municipalities, public bodies (especially with human rights mandates), civil society, organisations led by refugees and Universities through the Sérgio Vieira de Mello Chair as a priority, but not only for direct assistance, but for the implementation of International Refugee Law, and as a strategy for the sustainability of preparedness for future flows and challenges. 	High	2026- 2027	Protection Programmes SO\FOs Sector ministries
	<ul style="list-style-type: none"> Strengthening the UNHCR's role in supporting refugee-led organisations, promoting training in fundraising, project preparation and accountability, to increase their sustainability. In addition, facilitate the dialogue of these organisations with municipalities, state governments and parliamentarians, expanding access to public resources, to strengthen their performance and impact. 	High	2026	Programmes Livelihoods

RECOMMENDATION 6	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Rethink the role of the UNHCR with regard to displacement caused by extreme weather events.	<ul style="list-style-type: none"> Strengthening and improving internal and external communication strategies and content on the rationale(s) for engaging in climate action, based on UNHCR's core mandate. 	High	2026	Representative Protection Liaison Livelihoods SO\FOs
	<ul style="list-style-type: none"> Strengthening coordination with government institutions and the UN system in the context of climate action to ensure predictability, complementarity and synergies, and avoid the perception of selectivity. 	High	2026	Interagency Protection UNCT
	<ul style="list-style-type: none"> Lobbying the Government of Brazil and other actors to prioritise the inclusion of the issue of displacement and refugees in climate actions and in the risk and disaster reduction plans of specialised national institutions. 	High	2026 - 2028 (continuous)	Representative Protection Liaison

RECOMMENDATION 7	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Strengthen the socio-economic integration of especially vulnerable refugees and migrants.	<ul style="list-style-type: none"> Strengthening partnership agreements and increase advocacy with other organisations that work with vulnerable populations to increase the presence and activities of partner organisations in the global South that specialise in economic integration. 	High	Dec.2025	Livelihoods Protection Programmes Global Compact - Brazil Network Municipal and state governments
	<ul style="list-style-type: none"> Raising awareness among the private sector and public administrations in the northern regions of Brazil to promote company hubs that are more engaged in the recruitment of vulnerable profiles. 	High	Dec.2025	Livelihoods Protection Global Compact - Brazil Network Municipal and state governments
	<ul style="list-style-type: none"> Aligning solutions for the refugee and migrant population with companies using a language that is closer to business strategy and not so much to humanitarian 	High	Dec.2025	Livelihoods Protection Programmes

RECOMMENDATION 7	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
	awareness, working with a focus on value policies rather than diversity programmes that are more susceptible to variations in dominant ideological attitudes.			Public information
	<ul style="list-style-type: none"> Establishing and strengthening partnerships with development actors to include the integration of refugees and migrants in government and companies' programmes and projects. 	High	Dec.2025	Livelihoods Programmes Banks
	<ul style="list-style-type: none"> Strengthening partnerships with vocational training institutions such as SENAI, SENAC and SEBRAE and with Labor Agencies. One example would be initiatives such as allocating a percentage of vacancies to refugees and providing training for agents in these spaces, with the aim of facilitating and improving service to the target public. 	High	Dec.2026	Livelihoods System S (SENAI, SENAC and SEBRAE)
	<p>Integrating women:</p> <ul style="list-style-type: none"> Advocating alongside UN Women and the Government of Brazil to include the hiring of women in tax exemption programmes for existing companies that hire female heads of single-parent families, including refugees and migrants. Advocating alongside UN Women to companies at the corporate policy level for the hiring of women or businesses led by migrant and refugee women throughout the company's value chain. 	Medium	Dec.2027	Livelihoods Protection Programmes Sector ministries Global Compact - Brazil Network
	<p>Integrating of indigenous people:</p> <ul style="list-style-type: none"> Expanding dialog with local governments on public policies for housing and access to land for the Warao indigenous refugee and migrant population throughout the territory Advocating alongside UNICEF to local governments for implementing intercultural and trilingual classrooms in public schools for indigenous Warao children and young people Advocating with UNICEF and local governments for implementing intercultural and trilingual EJA classrooms for Warao indigenous adults 	High	Dec.2026	Livelihoods Protection Programmes Sector ministries

7.3. Organisational dimension

RECOMMENDATION 8	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Review the mechanisms for organising and distributing the workforce between offices and improve internal and external communication.	<ul style="list-style-type: none"> ▪ Adjusting the distribution of human resources within UNHCR Brazil and strengthen the expertise in relation to the needs in terms of protection and solutions and in function of each field office: <ul style="list-style-type: none"> ○ Based on a more in-depth analysis of each of the field offices, redistributing the workforce between the country office and the Boa vista and São Paulo offices and between the key functional units, ○ Promoting internal mobility, so that more experienced employees can share their knowledge with new teams. 	High	2026	Representative HR Admin/Finance/IT SO\FOs
	<ul style="list-style-type: none"> ▪ Developing the process of nationalising positions, prioritising international profiles only for key positions. 	High	2026 - 2027	Representative HR
	<ul style="list-style-type: none"> ▪ Improving information sharing and coordination between the heads of offices, units and their technical field teams: <ul style="list-style-type: none"> ○ regular all-staff meetings and specific unit meetings, ○ improving communication practices (bottom-up and top-down) ○ use of technology (collaborative platforms). ▪ Clarifying the composition of the committees for thematic areas, rather than having a single MFT that does not always include focal points for thematic areas, and ensuring that information reaches all MFT members from the outset. 	High	2026	Representative HR Programme Admin/Finance/IT SO\FOs
	<ul style="list-style-type: none"> ▪ Defining the responsibilities and functions of external communication between the Brasilia office and the field offices, especially regarding institutions and partners, to clarify who communicates with whom, where and on what subjects. 	High	2026 - 2027	Representative Programme Liaison SO/FOs

RECOMMENDATION 8	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
	<ul style="list-style-type: none"> Drawing up standard instructions and developing SOPs for newcomers at all levels to avoid reinventing mechanisms and keeping existing processes running in an operation with high turnover and loss of institutional knowledge. 	Medium	2026	HR Admin/Finance/IT

RECOMMENDATION 9	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Strengthen efforts to diversify UNHCR's funding model in Brazil and increase Brazil's contribution as a Member State to corporate funding.	<ul style="list-style-type: none"> Exploring, alongside the Government of Brazil, possible mechanisms and increases in state financial contributions to boost Brazil's regional and international positioning on asylum and international protection (see strategic dimension recommendation). 	High	2026	Representative Donors - External Relations Regional Office (Panama)
	<ul style="list-style-type: none"> Capitalising on and continue the operation's efforts and good practices to broaden the diversification of donors and strengthen the stability of the operation's local financing. 	High	2026	Donors - External Relations
	<ul style="list-style-type: none"> Improving accountability for donors, institutions, partners, and the general public as a measure to strengthening credibility and trust for all types of potential donors. 	Medium	2027	Donors - External Relations

RECOMMENDATION 10	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Improve the quality and accuracy of the planning (budget and programme) and results monitoring framework.	<ul style="list-style-type: none"> Implementing continuous monitoring mechanisms, including reliable data (socio-economic, protection, etc.), indicators, and SMART targets, to evaluate the implementation of actions and demonstrate changes and results. 	High	2026	Programmes

	<ul style="list-style-type: none"> Adapting needs-based planning (OP) to planning based on available funds (OL) and specifying the priorities achieved (reducing the large gap between OL and OP) 	Medium	2026	Programmes Admin / Fin
	<ul style="list-style-type: none"> Strengthening the participation of community leaders (especially refugee-led organisations and host communities) to better reflect local perspectives and adapting the strategy and planning to the diversity of state and municipal contexts. 	Medium	2026- 2027	Programmes SO / FOs

RECOMMENDATION 11	HOW (suggested actions)	PRIORITY	DEADLINES	WITH WHOM
Improve the quality of Results Monitoring Surveys to ensure their reliability as an essential tool for COMPASS-based monitoring planning (see Annexes for detailed recommendations).	<ul style="list-style-type: none"> Improving the methodological design and consistency of research, including data validation and auditing mechanisms. 	Medium	2026 - 2027	Programmes DIMA
	<ul style="list-style-type: none"> Reintroducing the main socio-economic and food security indicators 	Medium	2026 - 2027	Programmes DIMA

The tables below present a series of criteria proposed by the evaluation team to help prioritise the recommendations and suggested actions in a context of budget reductions. They reflect the evaluation team's qualitative assessment of each of the criteria proposed for each action. The qualitative assessment is based on the evaluation team's analysis of the evidence collected and analysed.

The criteria to help prioritise the recommendations are grouped into three categories: i) the potential of the recommendations and suggested actions to generate positive change in different areas; ii) the overall qualitative estimate of the resources needed to implement the recommendations and suggested actions; and iii) the existence of national actors with experience and capacity.

The assessment of the criteria by the evaluation team is based on a retrospective analysis of the operation's performance, without precise information on the resources available, the financial and budgetary situation of the operation and UNHCR's strategic and organisational priorities at the time of the final version of the report. The evaluation team's assessment of the criteria will need to be complemented by an assessment of the operation.

Table 1: Criteria to help prioritise recommendations and actions (Strategic Dimension)

	Potential of recommendations to generate positive change							Need for resources to implement the suggested actions						National actors
Recommendations and suggested actions	Legal frameworks and public policies (national and regional)	Covering people's needs	Quality of response (in relation to national institutions and people)	Visibility or positioning in relation to other relevant actors	Alliances and synergies with leverage effect	Financing and mobilisation of additional resources	Efficiency gains in organisational functioning	Redirecting existing positions in the operation	Recruitment of additional positions in the operation	Reorientation of current implementation partners	Recruitment of additional implementation partners	Additional financing	Additional procurement and logistics	Knowledge and resources available
Capitalise on the Government of Brazil experience to strengthen its position in regional and international forums.														
Promote Brazil's historical tradition of protection as a state policy and the country's strategic positioning	high	low	low	high	medium	low	low	low	low	low	low	low	low	high
Strengthen the operation's advocacy and improve institutional communication	high	high	high	high	medium	medium	low	low	low	low	low	low	low	high
Analyse and update the mandate received in 2028 from the UN Secretary General (Venezuela / R4V situation)	high	high	high	high	medium	medium	low	low	low	low	low	low	low	high
Promote the consolidation of the functioning of the national asylum system based on the highest standards of protection														
Maintain the defence of respect for protection standards and advocate for the higher standard of protection (UNHCR supervision).	high	high	high	high	medium	low	low	low	low	low	low	low	low	high
Harmonisation of protection criteria for vulnerable groups (protection screening, RSD, local integration - protection continuum).	high	high	high	high	medium	low	low	low	low	low	low	low	low	high
Consolidate the modernisation of the national asylum system (medium-term action plan), prioritising refuge as an instrument of protection in mixed movements, reducing the backlog and decentralising CONARE.	high	high	high	high	low	low	low	medium	low	low	low	medium	medium	high
Increase knowledge about access to gender-based violence services (with CONARE and local specialised organisations).	high	high	high	low	low	low	low	high	low	medium	low	medium	medium	high

Table 2: Criteria to help prioritise recommendations and actions (Operational Dimension)

	Potential of recommendations to generate positive change							Need for resources to implement the recommendations						National actors
	Legal frameworks and public policies (national and regional)	Covering people's needs	Quality of response (in relation to national institutions and people)	Visibility or positioning in relation to other relevant actors	Alliances and synergies with leverage effect	Financing and mobilisation of additional resources	Efficiency gains in organisational functioning	Redirecting existing positions in the operation	Recruitment of additional positions in the operation	Reorientation of current implementation partners	Recruitment of additional implementation partners	Additional financing	Additional procurement and logistics	Knowledge and resources available
Promote the integration of refuge and international protection into government institutions and public policies (sub-national focus)														
Assisting the Government of Brazil in approving and implementing the National Policy on Migration, Refugees and Statelessness (together with IOM, ILO and other international organisations)	high	high	high	high	low	medium	low	medium	low	low	low	low	low	high
Clearly define the role of the UNHCR in the context of mixed movements (from its role as supervisor of the implementation of the 1951 Convention	medium	medium	low	high	low	low	low	low	low	low	low	low	low	medium
Strengthen work with the UN system, as well as national institutions, to promote protection-sensitive mechanisms (whole-of-the-journey and continuous protection in mixed movements)	medium	high	high	high	medium	low	medium	low	low	low	low	medium	medium	medium
Strengthen cooperation networks at municipal level (in prioritised locations) for the registration of refugees and migrants to improve access to documentation (including CPF), analysis and inclusion in public services.	high	high	high	high	low	low	low	low	low	low	low	medium	low	high
Promote preparedness mechanisms for displacement situations in border locations based on the lessons learned from Operation Welcome.	low	low	high	high	low	medium	low	medium	low	low	low	high	high	high
To accompany the transformation of Operation Welcome, from a specific emergency humanitarian response to Venezuelan displacement, into a mechanism for responding to the forced displacement of the population, integrated into public institutions and policies.														
Assisting the Government of Brazil in the evolution of a humanitarian response architecture in Roraima into a border management system that is sensitive to protection and integrated with federal, state and municipal institutions	medium	medium	medium	high	low	low	low	high	low	medium	low	high	high	high
Explore with the Government of Brazil and financial institutions, and regional organisations the mobilisation of funds for inclusive development projects in municipalities in the state of Roraima	high	high	high	high	high	medium	low	high	low	low	low	low	low	medium
Strengthen the localisation approach of UNHCR Brazil's strategy and actions (with a sustainable response perspective)														
Strengthening protection work with partnerships (states and municipalities, public bodies, civil society, refugee-led organisations, universities) as a preparedness strategy for future flows and challenges.	medium	medium	medium	high	high	medium	low	medium	medium	medium	medium	medium	medium	medium
Strengthen UNHCR's role in supporting refugee-led organisations in order to increase their sustainability and broaden their access to public resources.	medium	low	medium	high	low	low	low	medium	medium	medium	medium	medium	low	medium
Better define the role of the UNHCR in Brazil in dealing with displacement caused by extreme weather events.														

	Potential of recommendations to generate positive change							Need for resources to implement the recommendations						National actors
Improve internal and external communication strategies on the justification(s) for involvement in climate action	low	low	low	high	medium	low	low	high	low	low	low	low	low	high
Strengthen coordination with government institutions and the UN system in the context of climate action	low	low	low	medium	medium	medium	low	high	low	low	low	low	low	high
Include the displacement of refugees in climate action and in national institutions' risk and disaster reduction plans.	high	medium	medium	medium	medium	medium	low	high	low	low	low	low	low	high
Strengthen the socio-economic integration of refugees and migrants with greater vulnerability.														
Strengthen partnership agreements and increase advocacy with other organisations working with vulnerable populations in the South that specialise in economic integration.	low	high	high	high	high	low	low	high	low	medium	low	high	medium	high
Creation of hubs of more engaged companies, especially in the northern regions, to mobilise more companies.	low	high	high	high	high	low	low	high	low	medium	low	high	medium	high
Aligning solutions for the refugee and migrant population with companies using a language that is closer to the business strategy, working with a greater focus on value policies	low	high	high	high	low	low	low	high	low	medium	low	low	low	medium
Strengthen partnerships with development actors to include the integration of refugees and migrants in government and business programmes	low	high	medium	high	high	low	low	high	low	medium	low	low	low	medium
Strengthen partnerships with vocational training institutions such as SENAI, SENAC and SEBRAE and with Workers' Agencies.	high	high	high	high	high	low	low	medium	low	low	low	low	low	high
Advocacy with UN Women, with the government (including the hiring of women in tax exemption programmes) and with companies (for the hiring of women throughout the company's value chain).	medium	high	high	medium	medium	low	low	low	low	low	low	low	low	medium
Integration of indigenous people: i) Expansion of dialogue with local governments on public policies for housing and access to land; ii) Advocacy with UNICEF and local governments to implement intercultural/trilingual classrooms and the EJA course for Warao indigenous adults.	medium	high	high	medium	medium	low	low	low	low	low	low	low	low	medium

Table 3: Criteria to help prioritise recommendations and actions (Organisational Dimension)

	Potential of recommendations to generate positive change							Need for resources to implement the recommendations						National actors
	Legal frameworks and public policies (national and regional)	Covering people's needs (protection, assistance, training, solutions)	Quality of response (in relation to national institutions and people)	Visibility or positioning in relation to other relevant actors	Alliances and synergies with leverage effect	Financing and mobilisation of additional resources	Efficiency gains in organisational functioning	Redirecting existing positions in the operation	Recruitment of additional positions in the operation	Reorientation of current implementation partners	Recruitment of additional implementation partners	Additional financing	Additional procurement and logistics	Knowledge and resources available
Review the mechanisms for organizing and distributing the workforce between offices and communication (internal and external).														
Adjusting the distribution of human resources and strengthening experience in relation to protection needs and solutions (country office, Boavista, São Paulo)	---	---	---	---	---	---	high	high	low	---	---	low	low	---
Develop the process of nationalising positions, prioritising international profiles only for key positions.	---	---	---	---	---	---	high	high	low	---	---	low	low	---
Improve information sharing and coordination between the heads of offices, units and their technical field teams:	---	---	---	---	---	---	high	high	low	---	---	low	low	---
Clarify the composition of thematic committees (rather than having a single MFT that doesn't always include focal points for thematic areas) and ensure that information reaches all MFT members.	---	---	---	---	---	---	high	high	low	---	---	low	low	---
Define the responsibilities and functions of external communication between the Brasilia office and the field offices (with regard to institutions and partners)	---	---	---	---	---	---	high	high	low	---	---	low	low	---
Working out standard instructions or SOPs for newcomers (maintaining existing processes in an operation with high turnover and loss of knowledge)	---	---	---	---	---	---	high	high	low	---	---	low	low	---
Strengthen efforts to diversify UNHCR's funding model in Brazil and Brazil's contribution as a member state.														
Explore with the Government of Brazil possible mechanisms and financial contributions from the State as part of the boost to Brazil's regional and international positioning on asylum.	medium	medium	low	high	low	medium	low	low	low	low	low	low	low	high
Capitalise on the operation's efforts and good practices to broaden donor diversification and strengthen the stability of the operation's local financing.	medium	high	low	low	low	high	low	medium	low	low	low	medium	low	---
Improving accountability as a measure of strengthening credibility to all types of potential donors	low	low	low	high	low	medium	low	low	low	low	low	medium	low	---
Improve the quality and accuracy of the planning (budget and programme) and results monitoring structure.														
Implement continuous monitoring mechanisms, including reliable data (socio-economic, protection, etc.), indicators and SMART targets.	---	---	high	medium	---	medium	high	medium	low	low	low	low	low	---
Adapt planning based on needs (OP) to planning based on available resources (OL) and specify the priorities achieved	---	---	medium	medium	---	medium	high	medium	low	low	low	low	low	---
Strengthen the participation of community leaders (especially refugee-led organisations and host communities) to	low	medium	high	low	low	low	low	low	low	low	low	low	low	---

	Potential of recommendations to generate positive change							Need for resources to implement the recommendations						National actors
better reflect and adapt the strategy to sub-national contexts.														
Improving the quality of RMS to ensure their reliability as an essential tool for monitoring COMPASS-based planning														
Improving the methodological design and consistency of research, including data validation and auditing mechanisms	---	---	high	---	---	---	medium	low	low	low	low	low	low	---
Reintroduce the main socio-economic and food security indicators	---	---	medium	---	---	---	---	low	low	low	low	low	low	---

8 ANNEXES

Annex 1	Terms of reference
Annex 2	Objective, scope and methodology (detailed version)
Annex 3	Evaluation matrix
Annex 4	Constraints encountered and mitigation measures
Annex 5	Roles and responsibilities of the evaluation team
Annex 6	General interview guide
Annex 7	Context and operation of UNHCR (detailed version)
Annex 8	Online Survey Report
Annex 9	Atlas.ti coding report 24
Annex 10	UNHCR participatory evaluations
Annex 11	Analysis of RMS databases (2022 - 2023) -General analysis
Annex 12	Analysis of RMS databases (2022 - 2023) - Detailed analysis of GBV indicators
Annex 13	Main documents consulted