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# SCALING UP REFUGEE RESETTLEMENT IN EUROPE

## THE ROLE OF INSTITUTIONAL PEER SUPPORT

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By Hanne Beirens and Aliyyah Ahad



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## EXECUTIVE SUMMARY

Amidst renewed EU and national efforts to bring more refugees to Europe through safe and legal channels, Member States are under increasing pressure to engage in resettlement and to do so on a larger scale.<sup>1</sup> Yet few national governments have the expertise they need. Where emerging resettlement countries lack the operational knowledge and capabilities, government representatives often reach out to their more experienced counterparts in Europe and elsewhere for information, advice, and operational support. These peer-support initiatives take a variety of forms—from formal activities such as twinning projects, study visits, and conferences (often used to foster political support and administrative and operational capacity for resettlement), to informal support via email and conversations on the margins of conferences. They include, to name only a few, the European Resettlement Network (ERN), EU Action on Facilitating Resettlement and Refugee Admission through New Knowledge (EU-FRANK), and the European Resettlement and Integration Technical Assistance (EURITA) project.

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*If well designed, peer support can motivate countries to increase resettlement and share vital information.*

Drawing on interviews with officials from resettlement authorities in EU Member States, Canada, and the United States, this study reveals a number of common challenges and key decisions that peer-support programmes face. No two resettlement programmes are alike; peer countries tend to pick and choose from the measures they find in experienced states and, when faced with the incredible diversity of programmes, these choices can quickly become overwhelming. Meanwhile, experts from countries with more resettlement experience may find themselves stretched thin between wanting to offer much-needed peer support and needing to meet their own professional or institutional duties. While such exchanges often draw on scarce human and financial resources, they also hold great potential. If well designed, peer support can motivate countries to increase resettlement and share vital information, help peers translate theory into practice, build positive relationships, and inspire innovation within resettlement systems.

The following five key lessons can help policymakers and programme designers strengthen peer-support mechanisms:

- ***Goals must be clearly defined and tied to specific actions.*** Many current schemes fail to do this entirely or describe their aims in general terms, such as allowing participants to ‘look and see’ how another state does things. Without specific goals, it is impossible to set the benchmarks for success needed to track progress and conduct objective evaluations.
- ***Activities should be crafted based on these goals and an understanding of what will maximise the chances of reaching them.*** The SHARE City Exchange Visit Programme (2012–15), for example, asked participants to report their aims and areas of interest in advance, then arranged a range of tailored study visits accordingly. The format of the activities deemed most suitable will in turn inform decisions about who needs to participate, what resources are required, which outcomes can be reasonably expected, and what follow-up activities might be useful. In one example of follow-up, the Swedish Migration Agency seconded an expert to Japan to further support its development of a resettlement programme and think through challenges as they arose.
- ***The expert actors selected for participation should be chosen on the basis of their affiliations and skills set.*** Often, peer support grows organically out of existing relationships between actors or chance encounters at meetings and conferences. But because new resettlement authorities are not fully versed in what information they need or which potential partners might be able to provide it, experienced states and civil society are well positioned to provide guidance as projects are designed and partners

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<sup>1</sup> This report, originally published in March 2018, has been revised to update the description of the EURITA project, as its activities have evolved since fieldwork was originally conducted.

are matched up. For example, in the Dutch-led Durable Solutions in Practice project, mentee-country actors (e.g., the Belgian reception agency, Fedasil) were systematically matched with their institutional counterparts in the Netherlands to facilitate information exchange.

- **Participants must be matched up according to relevant criteria.** Although ‘mismatches’ can sometimes generate valuable insights and learning, selecting project participants based on key criteria (e.g., level of resettlement experience, the setup of their social welfare system, or the human and financial resources available for resettlement) can increase the applicability and transferability of the acquired knowledge, boosting the cost efficiency of project activities.
- **Peer-support activities must be critically assessed.** Currently, activities are often recycled without clear evidence that they are effective. Monitoring and evaluating projects can enable decisionmakers to design future initiatives based on evidence of what works best (and in which contexts). For example, based on prior experience, Canada has revised its approach to sharing information about its resettlement and private sponsorship schemes with interested EU Member States, now starting with a preliminary exploration of system compatibility and government commitment before putting a study visit to Canada on the table.

Among the many aspects of programme design that demand attention, rethinking how actors are matched (whether for one-on-one exchanges or in group learning situations) holds significant potential to add value. Careful examination of past experience points to three key considerations:

- **Level of resettlement experience.** Peer-support initiatives currently match participants up on a general assessment of who is a new or emerging actor and who is considered more experienced. In the Transnational Resettlement UK and Ireland (TRUKI) project, for example, experienced resettlement actors in the United Kingdom and Ireland were partnered with emerging ones from Belgium, Bulgaria, and Slovenia. However, mapping knowledge and expertise across a more nuanced range of resettlement themes, issues, and technical fields could improve the compatibility of novice-veteran matches and encourage experienced actors with different types of knowhow to learn from one another as well.
- **Parameters that define the design of a resettlement programme.** Regardless of what is considered a resettlement best practice and how convincingly it is described by one’s peers, contextual factors such as social welfare systems, governance structures, and the availability of resources often determine what is and isn’t feasible in a country. By considering these factors and choosing partners accordingly, peer-support initiatives can increase the applicability of the information exchanged.
- **Which level and type of actor to match.** A diverse constellation of political, administrative, and civil-society actors at the national and subnational levels are involved in resettlement. Decisions about whether to match like with like or to create groups of actors with mixed experiences and characteristics should hinge on the goals and desired outcomes of the initiative.

As EU and national actors look to peer-support activities to help them make good on their pledges to create safe and legal pathways for people in need of protection to reach Europe, careful consideration of how these projects are designed and delivered is crucial if they are to rise to the challenge.

# I. INTRODUCTION

The pressure on EU Member States not only to resettle, but to resettle more, has been mounting since the early 2000s.<sup>2</sup> As the global community formulated a response to the Syrian conflict and the large-scale displacement it precipitated, the European Union agreed to open safe and legal pathways for the most vulnerable displaced persons to seek protection in Europe. The adoption of a joint resettlement scheme in 2012<sup>3</sup> and the one-for-one agreement embedded in the 2016 EU-Turkey Statement<sup>4</sup> have exerted significant pressure on *all* EU Member States to begin or expand their resettlement efforts. The European Commission proposal for an EU Resettlement Framework,<sup>5</sup> which aims to align procedures and identify areas of cooperation across Member States, embodies the European Union's aspiration to engage in resettlement in a sustained way. These actions fit with a grander ambition on the part of the European Union and certain national actors to firmly establish a menu and track record of safe, legal pathways to protection as the bloc redefines its relationship with migration and asylum.<sup>6</sup>

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*The European Union will only be able to achieve its goal of meaningfully increasing its resettlement efforts ... if other Member States build their proficiency and actively participate.*

This policy push requires 'able actors' who have both the knowledge and capacity to resettle refugees successfully. While a handful of EU Member States have previously engaged in resettlement (e.g., the Netherlands and Sweden),<sup>7</sup> the European Union will only be able to achieve its goal of meaningfully increasing its resettlement efforts and honouring its international commitments if other Member States build their proficiency and actively participate. As of November 2017, eight Member States (Bulgaria,

- 2 European Commission, Directorate-General for Migration and Home Affairs, 'Resettlement: Ensuring Safe and Legal Access to Protection for Refugees' (fact sheet, November 2017), [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/20171114\\_resettlement\\_ensuring\\_safe\\_and\\_legal\\_access\\_to\\_protection\\_for\\_refugees\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/20171114_resettlement_ensuring_safe_and_legal_access_to_protection_for_refugees_en.pdf); European Commission, 'Rencontre à Paris sur la Migration: Déclaration conjointe "Relever le défi de la Migration et de L'asile"' (press release, 28 August 2017), [http://europa.eu/rapid/press-release-STATEMENT-17-2981\\_fr.htm](http://europa.eu/rapid/press-release-STATEMENT-17-2981_fr.htm); EU Observer, 'EU States Pledge 24,000 Resettlement Places So Far', EU Observer, 18 October 2017, <https://euobserver.com/tickers/139513>.
- 3 See European Commission, Directorate-General for Migration and Home Affairs, 'Joint EU Resettlement Programme: Increasing Resettlement of Refugees in Europe', updated 29 March 2012, [https://ec.europa.eu/home-affairs/what-is-new/news/news/2012/20120329\\_en](https://ec.europa.eu/home-affairs/what-is-new/news/news/2012/20120329_en); Council of the European Union, 'Conclusions of the Representatives of the Governments of the Member States Meeting within the Council on Resettling through Multilateral and National Schemes 20,000 Persons in Clear Need of International Protection' (11130/15, ASIM 62, RELEX 633, 22 July 2015), <http://data.consilium.europa.eu/doc/document/ST-11130-2015-INIT/en/pdf>.
- 4 The March 2016 EU-Turkey Statement has a one-to-one mechanism whereby for every irregular Syrian national returned from Greece to Turkey, EU Member States would resettle one directly from Turkey. As of 10 November 2017, more than 11,000 Syrians had been resettled under this plan. See European Commission, Directorate-General for Migration and Home Affairs, 'Resettlement: Ensuring Safe and Legal Access to Protection for Refugees'.
- 5 The European Commission's proposal provides common rules on resettlement processes and procedures, such as the types of status to be given. The President of the European Commission called on the European Parliament and Council to adopt the proposal by the end of 2018. See European Commission, 'Proposal for a Regulation of the European Parliament and of the Council Establishing a Union Resettlement Framework and Amending Regulation (EU) No 516/2014 of the European Parliament and the Council' (COM [2016] 468 final, 13 July 2016), [www.europarl.europa.eu/RegData/docs\\_autres\\_institutions/commission\\_europeenne/com/2016/0468/COM\\_COM%282016%290468\\_EN.pdf](http://www.europarl.europa.eu/RegData/docs_autres_institutions/commission_europeenne/com/2016/0468/COM_COM%282016%290468_EN.pdf); European Parliament, 'Legislative Train Schedule: Towards a New Policy on Migration', updated 20 November 2017, [www.europarl.europa.eu/legislative-train/theme-towards-a-new-policy-on-migration/file-eu-resettlement-framework](http://www.europarl.europa.eu/legislative-train/theme-towards-a-new-policy-on-migration/file-eu-resettlement-framework).
- 6 The 2017 call by President of the European Commission Jean-Claude Juncker to increase resettlement places across the European Union by 50,000 places represents just one in a series of policy moves in this direction. See European Commission, 'President Jean-Claude Juncker's State of the Union Address 2017' (press release, 13 September 2017), [http://europa.eu/rapid/press-release-SPEECH-17-3165\\_en.htm](http://europa.eu/rapid/press-release-SPEECH-17-3165_en.htm).
- 7 For a historical overview, see Hanne Beirens and Susan Fratzke, *Taking Stock of Refugee Resettlement: Policy Objectives, Practical Tradeoffs, and the Evidence Base* (Brussels: Migration Policy Institute Europe, 2017), [www.migrationpolicy.org/research/taking-stock-refugee-resettlement-policy-objectives-practical-tradeoffs-and-evidence-base](http://www.migrationpolicy.org/research/taking-stock-refugee-resettlement-policy-objectives-practical-tradeoffs-and-evidence-base).

Croatia, Cyprus, Greece, Hungary, Poland, Slovakia, and Slovenia) had yet to start resettling refugees within EU-level schemes.<sup>8</sup> Resettlement, in short, remains highly uneven across the European Union.

Where operational knowhow and capacity for resettlement are missing, government representatives, civil servants, and civil-society actors have increasingly reached out to their more experienced counterparts in other Member States for information and advice. This peer support can take a variety of forms, including informal conversations, study visits, and repositories to collect good practices. In addition to filling pressing gaps in the short term, these types of exchange can help foster the development of in-house knowledge in the long run. In countries with limited or no experience with resettlement, peer support can also help politicians overcome cold feet by exposing them to the successes of programmes elsewhere. Such activities have flourished both within Europe and across the Atlantic in recent years. They include, among others, the European Resettlement Network (ERN),<sup>9</sup> EU Action on Facilitating Resettlement and Refugee Admission through New Knowledge (EU-FRANK),<sup>10</sup> and the European Resettlement and Integration Technical Assistance (EURITA) project.<sup>11</sup> The European Union alone has allocated more than 4,614,000 euros to peer-support activities over an eight-year period (see Appendices A and B).<sup>12</sup> With more money on the table, policymakers and funding bodies have high expectations regarding the return on their investments. This is thus a critical moment to examine whether, how, and under what circumstances peer support is proving successful in helping Member States establish or expand their resettlement programmes. Lessons learnt as to how peer-support initiatives muster political support for (more) resettlement; advise on programme design; and reduce setup and implementation costs can allow states to refine their approach to peer learning and make the most of their collective knowledge.

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This study, undertaken within the remit of EU-FRANK, maps the goals of existing peer-support initiatives and the activities undertaken in pursuit of these aims. By more carefully aligning goals and activities and matching up participating actors, this research suggests states can significantly improve the relevance and effectiveness of these efforts. The report also offers a broader reflection on the role that peer support can play in the design, implementation, and evaluation of resettlement programmes in both new or more experienced resettlement countries.

- 8 European Commission, 'Annex 7 to the Report from the Commission to the European Parliament, the European Council, and the Council. Progress Report on the European Agenda on Migration—Resettlement' (COM [2017] 669 final, 15 November 2017), [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/20171114\\_annex\\_7\\_resettlement\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/20171114_annex_7_resettlement_en.pdf).
- 9 The European Resettlement Network (ERN) is coordinated by the International Organisation for Migration (IOM), the United Nations High Commissioner for Refugees (UNHCR), and International Catholic Migration Commission (ICMC), with partial funding from the European Commission, and aims to support the development of resettlement in Europe. See ERN, 'Who We Are', accessed 13 February 2018, <http://icmc.ttp.eu/page/who-we-are>.
- 10 EU Action on Facilitating Resettlement and Refugee Admission through New Knowledge (EU-FRANK) provides operational support (including research, tools, materials, and training) to Member States to improve the success and quality of their resettlement programmes. It is partially funded by the Asylum, Migration, and Integration Fund (AMIF) and is led by Sweden in partnership with other Member States and international organisations. See EU-FRANK, 'Newsletter 1/2017' (newsletter, 2017), [www.migrationsverket.se/download/18.4100dc0b159d67dc614a13b/1496401842710/EU-FRANK\\_nyhetsbrev1-2017.pdf](http://www.migrationsverket.se/download/18.4100dc0b159d67dc614a13b/1496401842710/EU-FRANK_nyhetsbrev1-2017.pdf).
- 11 The European Resettlement and Integration Technical Assistance project (EURITA), organised by the U.S. Department of State and the International Rescue Committee, brings together professionals from the government and civil-society sectors for workshops to discuss and create an action plan to address the challenges and opportunities for refugee resettlement and integration within particular countries. See European Web Site on Integration, 'Vilnius – EURITA Workshop on Resettlement and Integration', accessed 29 November 2017, <https://ec.europa.eu/migrant-integration/event/vilnius---eurita-workshop-on-resettlement-and-integration>.
- 12 Some of this funding and the EU-funded projects described in Appendix A accompanied EU-level decisions to encourage Member States to resettle more refugees. For example, the July and November 2008 Justice and Home Affairs Council adopted conclusions to resettle up to 10,000 Iraqi refugees from Syria and Jordan and expanded the European Refugee Fund in support of this aim. See European Commission, 'Communication from the Commission to the European Parliament and the Council on the Establishment of a Joint EU Resettlement Programme' (COM [2009] 447 final, 2 September 2009), <http://eur-lex.europa.eu/legal-content/GA/TXT/?uri=celex:52009DC0447>.

The findings of this report were informed by interviews conducted by the authors with officials from resettlement authorities in several EU Member States, as well as those in veteran resettlement countries (Canada and the United States). While nonstate actors, such as international organisations (e.g., United Nations High Commissioner for Refugees, UNHCR) and civil-society groups (e.g., International Catholic Migration Commission, ICMC), play an important role in facilitating peer learning, this study focuses on national state actors as they are typically responsible for the design and implementation of resettlement programmes.

## II. WHY ENGAGE IN PEER SUPPORT?

Peer support, in the context of resettlement, generally refers to actors with similar professional profiles or duties providing each other with information, knowledge, and/or practical assistance. The dynamics of the relationships that fall under this broad umbrella vary considerably. Some consist of more experienced or trained actors teaching less experienced ones (a teacher-student relationship)<sup>13</sup> or sharing knowledge, personalised advice, and (socioemotional) support (a mentoring relationship),<sup>14</sup> while others take the form of a mutual exchange of knowledge (a meeting of equals).<sup>15</sup>

The activities undertaken as part of these relationships are similarly varied, from conferences, seminars, and study visits, to mentoring sessions, twinning initiatives, and data-collection projects (see Section III). Experts interviewed as part of this study generally distinguished between formal activities (e.g., study visits) and informal forms of support (e.g., phone calls). While the latter make up a large portion of the support exchanged and are undeniably useful gathering expertise and building support networks, it is also harder to study and to proactively reshape these activities given their often spontaneous nature. As a result, this report focuses largely on formal activities, though the conclusions it draws can also prove useful when engaging in informal peer support.

Regardless of its level of formality, peer support serves five overarching, though not mutually exclusive, goals: motivating new and existing resettlement countries to increase resettlement; sharing pertinent information on all phases of the process; providing operational support in programme design and implementation; creating supportive relationships between key stakeholders; and fostering innovation to improve both resettlement and peer support.<sup>16</sup>

### *A. To motivate resettlement countries old and new*

Engaging in peer-support activities can be used to motivate governments to either develop or expand their resettlement programmes, or to resettle individuals from a particular priority population. Activities that aim to galvanise interest in resettlement often draw attention to the situation of refugees in first-asylum countries and then use soft diplomacy to encourage other countries to increase their intake of refugees. Experts interviewed as part of this study portrayed UNHCR's core and contact groups<sup>17</sup> as serving the dual purposes of building a sense

13 For example, the 2012 Look and Learn Visit held in Copenhagen saw experts from Denmark and from established resettlement countries, such as Iceland, Netherlands, Sweden, and the United Kingdom guide participants from new and emerging resettlement countries through a four-day study visit. See ERN, 'Look & Learn Visit – 11-14 June, Copenhagen, Denmark', accessed 13 February 2018, <http://icmc.ttp.eu/news/look-learn-visit-11-14-june-copenhagen-denmark>.

14 For example, Sweden has helped Japan think through the setup of a resettlement programme and related challenges. Author interview with Oskar Ekblad, Head of Department, Swedish Resettlement Programme, Swedish Migration Agency, 21 June 2017.

15 The ERN is a good example of a network built on mutual exchange.

16 Author interview with Oskar Ekblad.

17 There are six groups chaired by resettlement countries, which share information and endeavour to harness international good will to increase and improve resettlement of priority refugee populations, such as Afghans, Bhutanese, Columbians, Congolese, Eritreans, and Syrians. See UNHCR, 'Core and Contact Groups', accessed 29 November 2017, [www.unhcr.org/core-and-contact-groups.html](http://www.unhcr.org/core-and-contact-groups.html).

of solidarity among participating states and holding them accountable for delivering on their promises.<sup>18</sup> For example, in 2014, as chair of the UNHCR Congolese Refugee Contact Group, the U.S. Mission to the European Union briefed participants from EU institutions, international organisations, nongovernmental organisations (NGOs), and representatives from seven states on international plans to increase the resettlement of Congolese refugees from the Great Lakes region.<sup>19</sup> This engagement aimed to build on progress already underway; in the year after the contact group was formed, resettlement of Congolese refugees nearly doubled—from 2,640 in 2012 to 4,696 in 2013.<sup>20</sup>

A central component of peer activities that aim to motivate resettlement is a focus on building political support.<sup>21</sup> It is at this political level that the decision to engage in resettlement is made and the direction of the ensuing programme is set (such as annual intake quotas and geographic and demographic priorities).<sup>22</sup> In this respect, peer-support initiatives must carefully consider which actors are most able to effect change within their governments and agencies. For example, during a twinning initiative entitled the Transnational Resettlement UK and Ireland (TRUKI) project, senior officials from Belgium, Bulgaria, and Slovenia were invited to observe resettlement procedures in the United Kingdom and Ireland, with the aim that these officials would then have the confidence, understanding, and influence to promote resettlement upwards to ministers and horizontally to other civil servants in their respective countries.<sup>23</sup> Similarly, the Dutch State Secretary invited her colleagues from Belgium and Luxembourg to observe a refugee selection mission in Thailand in 2008 to demonstrate its manageability and to build political support for resettlement. One year later, in 2009, Belgium and Luxembourg initiated pilot projects to resettle Iraqi refugees.<sup>24</sup>

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## *B. To share critical information*

Once countries are motivated to begin or expand resettlement, they need information on the choices, challenges, and tradeoffs they will face in the design and implementation of resettlement programmes. Peer-support activities that focus on spreading information allow (new) resettlement countries to hit the ground running, deploying existing tools and thereby reducing the time and investment required to set up a new programme. Such activities often collate key lessons on resettlement into a digestible and shareable format, such as presentations, handbooks, guides, and digital repositories of best practices. Such tools can be particularly helpful for countries that are resettling refugees from the same populations<sup>25</sup> and for smaller resettlement agencies that have less time to participate in more elaborate peer-support activities or to conduct

18 Author interview with Christophe Jansen, Head of Section, EU and International Affairs Unit, and Ewout Adriaens, Representative, Office of the Commissioner General for Refugees and Stateless Persons (CGRS), Belgium, 6 June 2017.

19 ERN, 'US Mission to the EU Briefing on Congolese Resettlement', accessed 13 February 2018, <http://icmc.ttp.eu/news/us-mission-eu-briefing-congolese-resettlement>.

20 Ibid.; UNHCR, 'Congolese Refugees: A Protracted Situation', accessed 29 November 2017, [www.unhcr.org/558c0e039.pdf](http://www.unhcr.org/558c0e039.pdf).

21 Author interview with Vinciane Masurelle, International Relations Manager, and Melanie Hostaux, Resettlement Programme Coordinator, Operational Services Directorate, Federal Agency for the Reception of Asylum Seekers (Fedasil), Belgium, 15 June 2017; Modelling of Orientation, Services, and Training Related to the Resettlement and Reception of Refugees (MOST), 'Twinning Activities', in *Promoting Independence in Resettlement* (Helsinki: MOST Project, 2008), [http://icmc.ttp.eu/sites/icmc.ttp.eu/files/MOST%20Project\\_0.pdf](http://icmc.ttp.eu/sites/icmc.ttp.eu/files/MOST%20Project_0.pdf).

22 Author interview with Christophe Jansen and Ewout Adriaens.

23 David Robinson et al., *Evaluation of the Trans-National Resettlement Project: UK and Ireland* (Sheffield, UK: Sheffield Hallam University, Centre for Regional Economic and Social Research, 2010), [www.shu.ac.uk/~media/home/research/cresr/files/eval-trans-national-resettlement-uk-ireland.pdf?la=en](http://www.shu.ac.uk/~media/home/research/cresr/files/eval-trans-national-resettlement-uk-ireland.pdf?la=en).

24 Salomé Phillmann and Nathalie Stiennon, *10,000 Refugees from Iraq: A Report on Joint Resettlement in the European Union* (Brussels: ICMC, 2010), [www.refworld.org/pdfid/4c971b8d2.pdf](http://www.refworld.org/pdfid/4c971b8d2.pdf).

25 Author interview with Christophe Jansen and Ewout Adriaens.

extensive research on their own.<sup>26</sup> The 2013 Know-Reset mapping project undertaken by the European University Institute in partnership with the European Council on Refugees and Exiles, for example, created an inventory of resettlement frameworks and practices in the European Union, to which new resettlement countries could refer.<sup>27</sup>

In the absence of authoritative evidence on what peer-support methods are most effective, activities that aim to inform often mix several formats to appeal to diverse audiences.<sup>28</sup> For example, a 2012 four-day study visit to Copenhagen organised by ICMC Europe with the Danish Immigration Service, Danish Refugee Council, and Danish municipalities of Faxe and Faaborg-Midtfyn for government and civil-society actors from experienced and emerging resettlement countries featured a variety of elements.<sup>29</sup> These included in-classroom presentations, case studies, and breakout groups to introduce participants to the Danish resettlement context, followed by site visits to two Danish municipalities where participants could observe what they had discussed.<sup>30</sup>

### C. To provide operational support

Aiding national authorities as they translate theory into practice is another key step in the trajectory of projects that aim to increase resettlement. Peer-support activities, such as study visits and shadowing, allow participants to get a taste of and sample different resettlement models and see how they operate in different countries, as illustrated in the previous subsection. Following the selection of a particular resettlement model or practice, actors require the operational knowhow to apply it within their own national, regional, or local context. Practices observed elsewhere can rarely be transferred wholesale and almost always require adaptation or adjustment.

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A wide range of peer-support activities are used to build this type of operational capacity, such as training programmes, thematic workshops (e.g., how to conduct a selection mission), mentoring projects, and assistance developing an action plan or roadmap. These activities can offer national resettlement authorities the invaluable opportunity to ‘learn by doing’ while receiving tailored assistance with project design and implementation from their peers. For example, the U.S. Department of State’s European Resettlement and Integration Technical Assistance (EURITA) project, implemented by the International Rescue Committee (IRC), brings together civil-society actors and civil servants in new and emerging resettlement countries for three-day workshops tailored to participants’ interests.<sup>31</sup> The outputs of the workshop are concrete

26 Author interview with Daniela Gregr, Representative, European Affairs Unit, Luxembourg Ministry of Foreign and European Affairs, Luxembourg, 8 June 2017.

27 ERN, ‘Know Reset Website’, accessed 13 February 2018, <http://icmc.ttp.eu/resource/know-reset-website>.

28 ICMC Europe, ‘SHARE City Visit Programme 2012-13’, accessed 29 November 2017, <http://icmc.ttp.eu/page/share-city-exchange-visit-programme-2012-13>; ICMC Europe, *Building a Resettlement Network of European Cities and Regions: Experiences of the SHARE Network 2012-2015* (Brussels: ICMC, 2015), [www.icmc.net/sites/default/files/documents/building-a-resettlement-network-of-cities-and-regions.pdf](http://www.icmc.net/sites/default/files/documents/building-a-resettlement-network-of-cities-and-regions.pdf); ERN, ‘SHARE City Exchange Visit Partners & Locations’, accessed 13 February 2018, <http://icmc.ttp.eu/page/share-city-exchange-visit-partners-locations>.

29 ERN, ‘“Look & Learn” Visit Presentations’, accessed 13 February 2018, <http://icmc.ttp.eu/page/look-learn-visit-presentations>.

30 Participants visited an employer of resettled refugees, local integration service providers and volunteers, and a vocations school working with young refugees. See ERN, ‘“Look & Learn” Visit to Denmark – June 2012’, accessed 13 February 2018, <http://icmc.ttp.eu/page/look-learn-visit-denmark-june-2012>.

31 Author interview with Amy Wilson, Humanitarian and Migration Affairs Officer, U.S. Mission to the European Union, Belgium, 8 June 2017; U.S. Embassy and Consulate in Portugal, ‘European Refugee Resettlement and Integration Workshops Kicked-off in Portugal’ (press release, 23 February 2017), <https://pt.usembassy.gov/european-refugee-resettlement-integration-workshops-kicked-off-portugal/>. Since this research was originally conducted, the EURITA project has begun to expand its offerings to engagement activities that are longer-term in scope.

action plans that can be used to track progress in resettlement in each country and connections with U.S. resettlement experts who can provide feedback along the way.<sup>32</sup>

Nevertheless, capacity-building peer-support activities are often labour and time intensive<sup>33</sup> and their scope and ultimate success determined by the available funding and political support.<sup>34</sup> In this vein, EU funding for resettlement-related activities is considered to have facilitated the organisation of pilot peer-support projects in several Member States.<sup>35</sup> The International Organisation for Migration (IOM) and UNHCR's Emerging Resettlement Countries Joint Support Mechanism, which works to provide tailored technical and financial assistance to new resettlement countries, estimates that the project will require around 100 million euros (USD 114.68 million) to carry out activities to support the resettlement of 30,000 refugees over three years.<sup>36</sup> Although such activities are costly, they can help participants select the most relevant resettlement practices for their national context. For example, the evaluation of the TRUKI project reported that Belgium developed its approach to reception and integration processes based in part on its different twinning experiences with the Netherlands and with the United Kingdom and Ireland.<sup>37</sup> The other two countries that participated in the project, Bulgaria and Slovenia, also reported intending to adopt an adapted version of the Irish approach to reception and integration.<sup>38</sup>

#### *D. To build relationships between stakeholders*

Efforts to nurture positive and trusting relationships between resettlement authorities cut across and complement the motivational, information-sharing, and operational goals described above. They not only promote the exchange of important, and perhaps sensitive, information, but also the identification of possible synergies between resettlement programmes that could lead to collaboration. Comradery between political actors can also amplify soft pressure to initiate or build out resettlement programmes as a means of demonstrating solidarity with other states hosting or resettling refugees, or of being included in the circle of 'responsible global actors'.

At the centre of relationship-focused peer-support activities (e.g., professional networks or mentoring) lies the ambition to identify and ultimately secure the participation of the most relevant partners and stakeholders. Such efforts may include inviting existing and prospective resettlement authorities to attend conferences, seminars, and study visits, or creating a virtual directory of actors with pertinent expertise. For example, the Linking-In EU Resettlement project has connected more than 500 practitioners via a private group on the social media platform LinkedIn.<sup>39</sup> Other online networks, such as the Transnational Observatory for Refugees' Resettlement in Europe (TORRE), have created standalone websites, often with a password-protected members' portal.<sup>40</sup>

To ensure project continuity—and to protect acquired knowledge from staff turnover—it can be helpful to promote relationships between several members of a team or organisation, rather than relying on more limited

32 Author interview with Amy Wilson.

33 Support with the design and implementation of resettlement programmes typically requires a longer-term investment, as part of which an expert from a more experienced country (the mentor) assesses the needs, expertise, and readiness of the recipient country (the mentee) and provides tailored support and advice.

34 Author interview with Cindy Munro, Counsellor (Immigration), Mission of Canada to the European Union, Belgium, 6 June 2017.

35 Delphine Perrin and Frank McNamara, *Refugee Resettlement in the EU: Between Shared Standards and Diversity in Legal and Policy Frames* (Fiesole, Italy: European University Institute, Robert Schuman Centre for Advanced Studies, 2013), [http://cadmus.eui.eu/bitstream/handle/1814/29400/KnowReset\\_RR-2013\\_03.pdf](http://cadmus.eui.eu/bitstream/handle/1814/29400/KnowReset_RR-2013_03.pdf)

36 IOM and UNHCR, 'Emerging Resettlement Countries Joint Support Mechanism (ERCM)' (information sheet, IOM and UNHCR, Geneva, September 2016), <http://reporting.unhcr.org/sites/default/files/Information%20Sheet%20on%20ERCM%20September%202016.pdf>

37 Robinson et al., *Evaluation of the Trans-National Resettlement Project: UK and Ireland*.

38 Ibid.

39 LinkedIn, 'The EU Resettlement Practitioners Network', accessed 6 February 2018, [www.linkedin.com/groups/4065667/profile](http://www.linkedin.com/groups/4065667/profile).

40 Transnational Observatory for Refugees' Resettlement in Europe (TORRE), 'Register', accessed 29 November 2017, [www.resettlement-observatory.eu/register.html](http://www.resettlement-observatory.eu/register.html).

connections between a handful of individuals.<sup>41</sup> Creating opportunities for peers to build new relationships or tap into existing ones (e.g., those that exist in related policy domains) can also help them broaden their support networks. Peer-support project leaders generally organise formal activities (e.g., conferences or seminars) that can gather a rich mix of relevant actors, balancing these with breakout sessions and leisure activities to foster informal conversations and the organic growth of bilateral relationships. Such exchanges, while harder to arrange, can be key. For example, an interviewee from the Directorate of Asylum and Protection within the Dutch Ministry of Security and Justice explained that he gained valuable information about Norwegian resettlement security procedures during a coffee break conversation at a 2016 EU-FRANK meeting in Sweden.<sup>42</sup>

Supportive and mentoring relationships can become springboards for future formal and informal peer-support activities, including assistance during the design and implementation of resettlement programmes or the creation of shared tools and joint processes. For example, a mentoring relationship between Ireland and Finland was partly facilitated through the Modelling of National Resettlement Process and Implementation of Emergency Measures (MORE) project in 2003 to 2005.<sup>43</sup> This exchange led to additional peer-support activities through the Modelling of Orientation, Services, and Training Related to Resettlement and Refugees (MOST) project led by Finland with the Irish Reception Agency acting as a project partner.

## E. To foster innovation

A final goal that cuts across the four others is driving innovation in resettlement and in related peer-support activities. This type of peer support may test new forms of cooperation, processes, and methods of resettlement, such as new legal pathways or interview techniques to be used during resettlement selection missions. Efforts to innovate may also be undertaken to address recurring challenges within the design and delivery of peer-support activities themselves, such as the need to build durable networks that can outlive short-term projects or interest in identifying new forms of soft pressure that could persuade political elites to support resettlement.

States' ability to innovate via peer-support activities depends in part on whether resettlement authorities have the flexibility to test new approaches and measures. For experienced resettlement states, this impetus for innovation may arise in response to important domestic changes, such as the 2006 national elections in Sweden that ousted the Social Democratic Party after twelve years in power. Amidst questions about the best way to welcome newcomers—which resulted in the abolition of the Swedish Integration Board in 2007, after nearly a decade of existence—Sweden was a willing participant in the 2006 to 2008 MOST project, led by Finland with partners in Ireland, Spain, and Sweden. The participating countries tested new types of predeparture and postarrival programmes; designed and tested models of workplace integration training in cooperation with educators, employers, and social partners; and held consultation and feedback meetings with refugee communities.<sup>44</sup> The experiences were compiled into a final report and shared through seminars.<sup>45</sup>

Innovation in peer support also emerges through trial and error. For example, according to one expert from the Mission of Canada to the European Union, presentations during conferences and seminars had little noticeable impact on uptake of resettlement among EU countries. Instead, she found informal conversations with Member State representatives and private roundtable meetings to be more effective.<sup>46</sup> Innovative approaches to peer support may also emerge in response to the creation of new legal pathways to protection.

41 Author interview with Martin Dijkhuizen, Resettlement Officer, Directorate of Asylum and Protection, Dutch Ministry of Security and Justice, 14 June 2017; Author interview with Ventsislav Milenkov, Liaison Officer, Bulgarian State Agency for Refugees (SAR), 30 June 2017; Author interview with Vinciane Masurelle.

42 Author interview with Martin Dijkhuizen.

43 According to Martina Glennon, an Assistant Principal Officer with the Resettlement Unit of the Irish Office of the Promotion of Migrant Integration, Ireland credits Finland with providing excellent support during the early years of its resettlement programme. Quoted in Perrin and McNamara, *Refugee Resettlement in the EU*.

44 Spain was the only country without a resettlement programme. It examined how to improve fact-finding twinning missions. See MOST Project, *Promoting Independence in Resettlement* (Helsinki: MOST Project, 2008), [http://icmc.ttp.eu/sites/icmc.ttp.eu/files/MOST%20Project\\_0.pdf](http://icmc.ttp.eu/sites/icmc.ttp.eu/files/MOST%20Project_0.pdf).

45 Ibid.

46 Author interview with Cindy Munro.

For example, under the auspices of the Global Refugee Sponsorship Initiative (GRSI), which promotes community-driven resettlement, roadshows were used to raise awareness of resettlement among community actors in the United Kingdom.<sup>47</sup> Though community sponsorship is a distinct legal pathway to protection in most countries, this method of engagement might also prove effective in driving public and political support for government-led resettlement.

### III. TYPES OF PEER-SUPPORT ACTIVITIES

Whether pursuing one or a handful of goals, designers of peer-support programmes also face a choice about which types of activity are best suited to their aims and context. The format policymakers select has implications for the number and profile of participants; the locus of the activities (e.g., virtual, country of first asylum, or resettlement country); the timing, duration, and related commitments required of participants; and the potential outputs and outcomes it can deliver (see Appendix C).

Most resettlement-focused peer-support activities can be divided into five categories: peers sharing information formally, informally, or via platforms and databases; co-creating informational materials; co-creating tools; providing training; and engaging in tailored mentorship. Within this typology there is some overlap based on how activities are designed or the relationship between peers. For example, study visits can take a general information-sharing ‘look and learn’ approach, or they can offer more tailored assistance based on predetermined interests. Similarly, a phone call may be an informal, ad hoc way to share information or part of a long-term mentoring relationship.

#### *A. Sharing existing information*

Much peer support in the resettlement sphere has focused on sharing existing practices, primarily among states with varying levels of resettlement experience. Often, this information is exchanged informally,<sup>48</sup> such as through face-to-face discussions on the margins of migration- or foreign-affairs-related meetings, or through phone and Skype conference calls. For example, the Dutch resettlement authorities are frequently contacted by actors in other Member States for advice and information. Similarly, when a Luxembourgish and an Irish selection mission discovered they were staying in the same hotel in Beirut, Lebanon, they spontaneously decided to observe one another’s interviews.<sup>49</sup>

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*Much peer support in the resettlement sphere has focused on sharing existing practices.*

Formal information exchanges frequently take the shape of seminars or conferences for different constellations of state, civil-society, and community actors. UNHCR’s Annual Tripartite Consultations on Resettlement, for example, brings together government representatives from existing and potential resettlement states and relevant NGOs to share best practices and encourage uptake.<sup>50</sup>

47 Global Refugee Sponsorship Initiative, ‘Refugee Sponsorship Hits the Road to Mark First Anniversary of UK Program’, accessed 29 November 2017, [www.refugeesponsorship.org/uploads/596ece5087adb.pdf](http://www.refugeesponsorship.org/uploads/596ece5087adb.pdf); Author interview with Dennis Cole, Representative of the Protection and Policy Division, Immigration, Refugees, and Citizenship Canada, 6 June 2017.

48 For example, a Counsellor at the Mission of Canada to the European Union explained that she had so many informal chats with counterparts in other countries, both in person and over the phone, related to resettlement that it was difficult to distinguish when a conversation veered into peer support. Author interview with Cindy Munro.

49 Author interview with Daniela Gregr.

50 UNHCR, ‘Annual Tripartite Consultations on Resettlement’, accessed 29 November 2017, [www.unhcr.org/annual-tripartite-consultations-resettlement.html](http://www.unhcr.org/annual-tripartite-consultations-resettlement.html).

Through platforms and other types of networks, resettlement actors can also post or seek information and advice. The European Resettlement Network is one such platform and connects governmental and nongovernmental actors, academics, and individuals involved in resettlement at the national and subnational levels.<sup>51</sup>

## B. Co-creating information about how to conduct resettlement

Some peer support takes the form of national authorities working together to map, compare, or study the effectiveness of particular resettlement models or practices, often in cooperation with research institutes, international organisations, and NGOs. This information is usually presented in a catalogue,<sup>52</sup> report,<sup>53</sup> or online database.<sup>54</sup> To date, there have been few peer-support activities in the field of resettlement that focus solely on research or include a substantial research component. One prominent example is the Know-Reset project, which produced a database on resettlement at the EU and Member State levels, profiles of three countries of first asylum, and a final report.<sup>55</sup> Similarly, the ongoing EU-FRANK project has a research component that aims to analyse the trends, models, and factors that contribute to successful resettlement in Europe.<sup>56</sup>

Comprehensive overviews of existing resettlement practices, such as *Welcome to Europe! A comprehensive guide to resettlement*,<sup>57</sup> can raise awareness of the choices new and emerging resettlement countries are likely to face in designing and implementing programmes. Such resources can also highlight common challenges or similarities that could form the basis for future peer-support activities. Crucially, for such informational resources—and indeed any peer-support tool—to offer maximum accessibility and effectiveness, investments must be made to provide them in different languages and formats.<sup>58</sup> Additionally, as with any database, regular maintenance is needed to prevent information from quickly becoming out of date. Given the present dearth of quality data and analysis on what works and where, investments in research that goes beyond mapping<sup>59</sup> is critical.<sup>60</sup>

51 ERN, 'National Resettlement Programmes', accessed 13 February 2018, <http://icmc.ttp.eu/country>.

52 For example, the IOM Labour and Facilitated Migration Unit conducted a survey of migrant training programmes between 1998 and 2009, funded by the Canadian Government's Citizenship and Immigration Canada (CIC), the predecessor to Immigration, Refugees, and Citizenship Canada (IRCC). See IOM, *IOM Migrant Training Programme Survey 1998-2009* (Geneva: IOM, Labour and Facilitated Migration Unit, 2009), [www.iom.int/jahia/webdav/shared/shared/mainsite/activities/facilitating/cic\\_survey.pdf](http://www.iom.int/jahia/webdav/shared/shared/mainsite/activities/facilitating/cic_survey.pdf).

53 EMN, *Resettlement and Humanitarian Admission Programmes in Europe – What Works?* (Brussels: European Commission, Directorate-General for Migration and Home Affairs, 2016), [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european\\_migration\\_network/reports/docs/emn-studies/emn-studies-00\\_resettlement\\_synthesis\\_report\\_final\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-studies/emn-studies-00_resettlement_synthesis_report_final_en.pdf).

54 Such as the aforementioned EMN.

55 The Know-Reset project was a comprehensive country-level analysis of 27 EU Member States with and without resettlement programmes as well as three countries of first asylum (Kenya, Pakistan, and Tunisia) that aimed to increase the knowledge base available to resettlement policymakers. Researchers from the European University Institute and the European Council on Refugees and Exiles (ECRE) explored each country's motivations for developing resettlement programmes and challenges experienced along the way, with the aim of identifying ways to build capacity, extend good practices, and enhance cooperation on resettlement in the European Union. The project resulted in the creation of a database on resettlement at the EU and Member State levels, country profiles, and comparative and final reports. See Know Reset, 'The Know Reset Project', accessed 29 November 2017, [www.know-reset.eu/?c=17](http://www.know-reset.eu/?c=17).

56 EU-FRANK, 'Newsletter 1/2017'.

57 ICMC Europe, *Welcome to Europe! A Comprehensive Guide to Resettlement* (Brussels: ICMC, 2013), [www.icmc.net/sites/default/files/documents/welcome-to-europe-2013.pdf](http://www.icmc.net/sites/default/files/documents/welcome-to-europe-2013.pdf); ERN, 'National Resettlement Programmes'.

58 Investment in this area of peer support is frequently overlooked. One respondent suggested that, in addition to providing funds, the European Union could take a more active role in translating resettlement-related documents—such as national handbooks—to help other Member States benefit from them. Author interview with Martin Dijkhuizen.

59 A number of important mapping projects exist, such as the *Welcome to Europe!* guide and EMN reports. See ICMC Europe, *Welcome to Europe!*; European Commission, Directorate-General for Migration and Home Affairs, 'EMN Publications', accessed 29 November 2017, [https://ec.europa.eu/home-affairs/what-we-do/networks/european\\_migration\\_network/reports\\_en](https://ec.europa.eu/home-affairs/what-we-do/networks/european_migration_network/reports_en).

60 Beirens and Fratzke, *Taking Stock of Refugee Resettlement*.

### C. Co-creating tools for resettlement programmes

When implementing a programme, resettlement actors rely on a variety of tools, including handbooks, operational guidelines, and checklists. Peer-support activities to co-create these types of tools take two main forms. First, peer countries can create joint tools that are operable in a variety of geographical or institutional settings. These might be, for example, information packages for refugees about the different phases of the resettlement process and what to expect at each stage. To date, the diversity of resettlement programmes has discouraged this to some degree. However, the steep rise in the number of EU Member States resettling refugees for the first time may provide a new incentive to develop joint tools (as is presently being done within the EU-FRANK project). Doing so can reduce unnecessary duplication and maximise investments by creating economies of scale.

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*The steep rise in the number of EU Member States resettling refugees for the first time may provide a new incentive to develop joint tools.*

The second type of tool co-creation is the development of formal cooperation structures that two or more resettlement countries can draw on.<sup>61</sup> The Temporary Desk on Iraq (TDI) is considered a best-practice example.<sup>62</sup> This project, spearheaded by the Netherlands between 2009 and 2010, aimed to provide a cooperation structure for staff in national resettlement authorities who were working on an increased number of Iraqi cases. Through TDI, participants had opportunities to exchange information, conduct joint selection missions, and establish support teams for Member States most affected by refugee flows.<sup>63</sup>

### D. Providing general training

Peers can also support each other through general training and capacity building activities that bring information and tools to life.<sup>64</sup> Such activities can coincide with formal meetings, such as conferences and events, or stand alone. For example, during the EU Resettlement Skills Share Day in May 2012, the Netherlands demonstrated how to use video tools to conduct long-distance selection interviews with refugee candidates.<sup>65</sup> Study visits are another common form of training and frequently combine classroom-based information sharing with site visits where participants can learn through observation.<sup>66</sup>

61 Neighbouring countries have also considered how to develop sustainable joint resettlement infrastructure by settling refugees close to their shared border, including in discussions during the TRUKI project. See Robinson et al., *Evaluation of the Trans-National Resettlement Project: UK and Ireland*.

62 Aspasia Papadopoulou, Barbara Treviranus, Torsten Moritz, and Christine Marie Fandrich, *Comparative Study on the Best Practices for the Integration of Resettled Refugees in the EU Member States* (Brussels: European Parliament Directorate-General for Internal Policies, 2013), [www.europarl.europa.eu/RegData/etudes/etudes/join/2013/474393/IPOL-LIBE\\_ET\(2013\)474393\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/etudes/join/2013/474393/IPOL-LIBE_ET(2013)474393_EN.pdf)

63 The project was led by the Netherlands with participation from other Member States, the European Commission, UNHCR, and IOM. However, joint missions under the TDI framework were only conducted by Belgium and the Netherlands and by Bulgaria, the Netherlands, and Slovakia, and the support teams never materialised. While the number of resettlement places for Iraqis in Europe expanded significantly as a result of the project—from 3,300 places in 2007–08 up to 5,100 places in 2009—when the project was inherited by the newly formed EASO, its newsletters, websites, contact lists, and other products did not transition smoothly and were not subsequently maintained. See Phillmann and Stiennon, *10,000 Refugees from Iraq*; Author interview with Martin Dijkhuizen.

64 For example, EU-FRANK facilitated a study visit in 2017 to Friedland, Germany, where participants from Bulgaria, Czech Republic, Italy, the Netherlands, and Portugal could observe the arrival of 250 Syrian refugees being resettled from Turkey. Author interview with Ventsislav Milenkov.

65 ERN, 'EU Resettlement Skills Share Day in May 2012', accessed 13 February 2018, <http://icmc.ttp.eu/page/eu-resettlement-skills-share-day-may-2012>.

66 For example, this was the case for the SHARE Cities Exchange Visit Programme. See ICMC, *Building a Resettlement Network of European Cities and Regions*.

In the framework of the EU-FRANK project, partners are developing a training programme on resettlement that includes modules on identification, selection, predeparture activities, and travel.<sup>67</sup> The European Asylum Support Office (EASO) will have full ownership of the training programme at the end of the EU-FRANK project, and will incorporate it into the EASO Training Curriculum for Member State resettlement experts.

## E. Peer mentoring

Mentoring involves longer-term and tailored engagement that aims to help peer countries develop a resettlement programme and build their capacity to maintain it over time. Often, this includes officials shadowing their counterparts in another country as they perform tasks in the identification, selection, and reception phases of the resettlement process. They may also then (jointly) reflect on how the learning can be incorporated into the mentee's national context.<sup>68</sup> Such initiatives can also include the secondment of staff from the more experienced country to a peer country for a period of time to support and guide the setup or implementation of a resettlement programme. For example, resettlement experts from Sweden have provided extensive informal support to Japan on how to design and kick-start a resettlement programme.<sup>69</sup> Such interactions may not immediately result in the creation or expansion of a resettlement programme, but they can encourage governments to act by maturing discussions at the administrative level (e.g., by moving them towards a more careful consideration of operational logistics).<sup>70</sup>

## IV. ALIGNING GOALS AND ACTIVITIES

Peer support is not an end in itself.<sup>71</sup> Rather, the activities policymakers choose should correspond to a 'theory of change' about how they will help resettlement actors at the political, administrative, and/or civil-society levels achieve the desired results.<sup>72</sup> For this reason, it is crucial to examine the primary goals that underpin peer-support activities in order to then determine what type of activities will be most effective; how many participants should be selected and through what mechanism; what resources are needed; what can be reasonably expected in terms of outcomes; and what follow-up activities might be required to make the initiative successful.

Currently, many organisers and participants do not explicitly define their goals during the conception, design, or implementation of peer-support initiatives. When specified, their purpose is often loosely described as to 'look and see'<sup>73</sup> how other countries approach an aspect of resettlement or to 'learn by doing' through

67 EASO, 'Third Meeting of the Working Group for the Development of the Resettlement Training Module' (newsletter, EASO, September 2017), [www.easo.europa.eu/3rd-meeting-wg-development-resettlement-training-module](http://www.easo.europa.eu/3rd-meeting-wg-development-resettlement-training-module).

68 There are numerous cases of shadowing being used as a form of peer support on resettlement, such as through formal projects including the TRUKI and Durable Solutions in Practice projects and informally, such as between Belgium and Romania and Bulgaria. See Robinson et al., *Evaluation of the Trans-National Resettlement Project: UK and Ireland*; Author interview with Christophe Jansen and Ewout Adriaens.

69 Japan became the first Asian country to join the UNHCR resettlement programme in 2010, though the number of refugees it has resettled remains low—fewer than 20 per year. See Hugh Williamson, 'Japan Can Do More on Refugee Resettlement', Human Rights Watch, 22 June 2017, [www.hrw.org/news/2017/06/22/japan-can-do-more-refugee-resettlement](http://www.hrw.org/news/2017/06/22/japan-can-do-more-refugee-resettlement); Kitty McKinsey and Yuki Moriya, 'Welcome to Japan: First Asian Country Joins UNHCR's Resettlement Programme', UNHCR, 28 September 2010, [www.unhcr.org/news/latest/2010/9/4ca1d8e66/welcome-japan-first-asian-country-joins-unhcrs-resettlement-programme.html](http://www.unhcr.org/news/latest/2010/9/4ca1d8e66/welcome-japan-first-asian-country-joins-unhcrs-resettlement-programme.html).

70 Author interview with Oskar Ekblad.

71 However, some countries have engaged in peer support to demonstrate their willingness to cooperate and build relationships with other nations, or in response to available funding. Author interview with Martin Dijkhuizen.

72 Matt Andrews and Nick Manning, *A Guide to Peer-to-Peer Learning: How to Make Peer-to-Peer Support Effective in the Public Sector* (N.p.: Effective Institutions Platform, 2016), [www.effectiveinstitutions.org/media/The\\_EIP\\_P\\_to\\_P\\_Learning\\_Guide.pdf](http://www.effectiveinstitutions.org/media/The_EIP_P_to_P_Learning_Guide.pdf).

73 Author interview with Martin Dijkhuizen.

participation in, for example, joint selection missions and interviews.<sup>74</sup> Few enumerate more detailed goals such as motivating political leaders to pledge resettlement places or seeing the adoption of a particular technique or process. Having well-defined goals is a first crucial step towards designing activities that maximise their learning potential and concrete outcomes (see Appendix C).

Yet even when goals are elaborated, they are not always used to inform the choice of activities.<sup>75</sup> To date, conferences and awareness-raising campaigns, exchanges of information and tools, study visits and shadowing exercises, and joint research projects have dominated formal and informal peer-support initiatives—irrespective of the programme’s stated goals. While interviewees indicated that this is a valuable menu of options, the process of selecting between them could benefit from a more thorough consideration of how they match up to programme goals and the underlying theory of change. Indeed, while a high-profile conference may inspire new countries to explore resettlement and other legal pathways to protection, if the aim of a programme is to build the capacity of operational staff, this format will likely be an ill fit. Capacity-building would more likely result from the development of a trusting relationship between partners and on an experienced actor investing time and energy in fostering the expertise of peer-country resettlement staff.

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*To date, little has been done to test whether peer-support initiatives are successful in achieving their objectives.*

There is a risk that, as peer support in resettlement becomes more established, requested, and encouraged, activities will be recycled based on organisers’ or participants’ positive feelings about them<sup>76</sup> and not necessarily their relevance and cost-effectiveness in achieving set goals.<sup>77</sup> To date, little has been done to test whether peer-support initiatives are successful in achieving their objectives. Funders infrequently require monitoring and evaluation as a part of peer-support initiatives,<sup>78</sup> and are often willing to fund similar activities across Member States without any evidence that they are proving effective in increasing the number of resettlement places.<sup>79</sup> Of the handful of evaluations that have been conducted, most stop at describing basic outputs (e.g., number of participants in study visits; number of guidelines disseminated) and short-term outcomes (e.g., the organisation of a national conference on resettlement following a study exchange). These offer little evidence of the short-, medium-, and long-term impact of peer support on Member State resettlement activities or understanding of how the design of the peer-support initiatives (e.g., their goals, activities, theories of change, and approach to matching) contribute to this impact.

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74 Ibid.; Author interview with Daniela Gregr; Author interview with Christophe Jansen and Ewout Adriaens; Robinson et al., *Evaluation of the Trans-National Resettlement Project: UK and Ireland*.

75 See Appendix B for details on key resettlement peer-support activities in Europe and their goals.

76 This dilemma underpinned the development of the Logical Framework Approach, created for the U.S. Agency for International Development in response to the challenges of vague objectives, unclear management responsibility, and adversarial evaluation processes. See Practical Concepts Incorporated, *The Logical Framework: A Manager’s Guide to a Scientific Approach to Design and Evaluation* (Washington, DC: Practical Concepts Incorporated, 1979), <http://usaidprojectstarter.org/sites/default/files/resources/pdfs/The-Logical-Framework-A-Managers-Guide.pdf>.

77 For example, the SHARE Network, which was instrumental and pioneering in creating a network of resettlement actors at the subnational level, will begin a third phase of activities (2018–20) focused on integration. However, a number of proposed activities have a very similar format to those used previously, such as Look-and-Learn Exchange Visits, distribution of a SHARE magazine, a final Integration Skills Share Day conference in Brussels, and a SHARE Integration Website. See SHARE Network, ‘SHARE Integration: A Network of Small-Sized Cities, Towns, and Local Actors Committed to Offering Protection and Welcome for Resettled or Relocated Refugees in Europe’ (unpublished working document, n.d.).

78 Even when evaluations are done, they may not be publicly available in a way that would enable other initiatives to learn from their experiences. For example, an evaluation of the TORRE project was conducted by EAPN Portugal and the University of Nicosia, but it is not available online. Similarly, no evaluation has been made publicly available for the SHARE project or the Linking-In EU Resettlement project. See European Web Site on Integration, ‘Transnational Observatory for the Refugees’ Resettlement in Europe (T.O.R.R.E.)’, updated 27 June 2013, <https://ec.europa.eu/migrant-integration/intpract/transnational-observatory-for-the-refugees-resettlement-in-europe-torre>. Among the peer-support projects that have made their evaluations available publicly is the TRUKI project. See Robinson et al., *Evaluation of the Trans-National Resettlement Project: UK and Ireland*.

79 See SHARE Network, ‘SHARE Integration’.

Increasing the evidence base for resettlement-focused peer support will help direct funds to where they will be most effective. The steady rise of resettlement on EU and national political agendas has inspired several actors, including the U.S. government (via the EURITA project) and UNHCR and IOM (via the Emerging Resettlement Countries Joint Support Mechanism) to offer customised support to EU Member States as they develop resettlement programmes. However, initiatives with a short period of expert input and advice are unlikely to result in concrete outcomes; designers of new resettlement programmes often wish to reach out to experts and experienced peers on an ongoing basis to ask for further clarification or pose additional questions as they apply what they have learned. A more longstanding peer relationship or the integration of peer-to-peer activities into recurring or ongoing projects (e.g., SHARE Network and EU-FRANK) may be more beneficial in this regard. With the value of this longer-term engagement in mind, the UNHCR and IOM Joint Support Mechanism envisage a liaison officer, assistant integration officer, and two consultant experts being sent on temporary assignment to a new or emerging resettlement country for three years, plus three workshops each year.<sup>80</sup>

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*While follow-up activities are often treated as optional, they are usually an inexpensive means of significantly boosting returns on investment.*

Not only does a poor linking up of goals with activities undermine programme effectiveness, it also makes them less cost-efficient. The financial resources necessary to deliver multiple, unconnected short-term activities could be pooled to create, for example, a more lasting resettlement support mechanism or network. More broadly, choosing activities based on defined goals helps peer-support organisers consider what kinds of follow-up activities are required, and at what cost, to maximise the cost-efficiency of a project (such as publishing press releases of high-profile events, offering follow-up conversations via phone or Skype, or exchanging relevant documents). And while follow-up activities are often treated as optional, they are usually an inexpensive means of significantly boosting returns on investment.

According to study respondents, having clear goals is also key to ensuring that the right individuals are involved in an initiative.<sup>81</sup> For example, the SHARE City Exchange Visit Programme designed bespoke study visits with a variety of British resettlement actors depending on what participating Member State representatives described as their priorities (see Box 1). Clearly defined goals are also necessary as they make it possible to define appropriate metrics against which to evaluate projects and tweak them to make them more effective. Improving the poor history of monitoring and evaluation in the resettlement peer-support field is thus contingent on improvements in how programme goals are defined.

<sup>80</sup> IOM and UNHCR, 'Emerging Resettlement Countries Joint Support Mechanism (ERCM)'.

<sup>81</sup> Author interview with Vinciane Masurelle and Melanie Hostaux; Author interview with Cindy Munro.

### **Box 1. Aligning goals and activities in the SHARE City Exchange Visit Programme**

The SHARE City Exchange Visit Programme, which ran from 2012 to 2015, is a good example of a programme that very deliberately aligned its activities with participants' goals. The programme arranged ten tailored study visits according to priorities identified by almost 90 civil-society and civil-servant delegations from 12 countries. Parties interested in participating received a booklet with information on the UK resettlement programme and on potential visit locations (including their population size, a profile of their resettled refugee populations, and background on their experience with asylum and migration). Then, instead of offering a single visit and itinerary to all participants, the Sheffield City Council—the lead partner and a hosting city—developed visit schedules and content based on delegations' preselected priorities and interests, such as housing, health, education, and political support and engagement.

The programme included a mix of classroom presentations and discussions and site visits. On the second day of the 2.5-day programme, participants met with resettlement practitioners in either Bradford, Sheffield, Hull, or Greater Manchester. Assignments depended on participants' preselected thematic priorities—including integration support, volunteering, and taking a multistakeholder approach—and how similar the location was to their own regional or local contexts. While study visits often adopt a teacher-student model that expects visitors to absorb information from host actors, this exchange also created opportunities for mutual learning by asking visiting delegations to deliver presentations.

At the end of the programme, participants completed an assessment of how the information discussed might be applied to their national contexts, though it is unclear to what extent these learned practices were subsequently adopted. Nonetheless, by designing the programme around the interests and experiences of participants, its organisers were able to give participants the knowledge and experience they needed more efficiently.

Sources: International Catholic Migration Council (ICMC) Europe, 'SHARE City Visit Programme 2012-2013', accessed 13 February 2018, <http://icmc.ttp.eu/page/share-city-exchange-visit-programme-2012-13>; ICMC Europe, *Building a Resettlement Network of European Cities and Regions: Experiences of the SHARE Network 2012-2015* (Brussels: ICMC, 2015), [www.icmc.net/sites/default/files/documents/building-a-resettlement-network-of-cities-and-regions.pdf](http://www.icmc.net/sites/default/files/documents/building-a-resettlement-network-of-cities-and-regions.pdf); European Resettlement Network (ERN), 'SHARE City Exchange Visit Partners & Locations', accessed 13 February 2018, <http://icmc.ttp.eu/page/share-city-exchange-visit-partners-locations>.

Finally, while this section has primarily focused on the benefits of setting clear goals and linking them to a theory of change when selecting activities for formal peer-support initiatives, many of these lessons also hold true for informal forms of peer support. Indeed, because much of the support countries and other actors provide each other is informal and ad hoc, even less consideration is often given to objectives and the efficiency of particular forms of engagement. This may produce fatigue, especially among resettlement actors that are so frequently approached for support that it becomes a burden. When peer-support activities are poorly designed and have no observable impact, this can be particularly discouraging.

## V. MATCHING THE RIGHT PARTNERS TO MAXIMISE LEARNING

Selecting and pairing off participants is a critical choice that can determine the success of peer-support activities. Indeed, the success of any approach built around an exchange between 'peers'—actors with a similar profile or duties—relies on carefully determining who those peers are. All respondents in this study considered it essential that questions such as 'who should participate?' and 'who should be matched with whom?' inform the design of peer-support initiatives.

There are three important steps in the matching process: defining the selection criteria, mapping the landscape of potential actors, and convincing those deemed most appropriate to participate. Guidelines developed based on a review of past twinning arrangements,<sup>82</sup> such as UNHCR's *Guidelines: On twinning arrangements between resettlement states (established, emerging, and observer states)*, generally start from the premise that the process of matching one resettlement actor with another may occur along a number of dimensions or criteria. These include governance structures, geopolitical and socioeconomic considerations, legacies of successful cooperation in other areas, availability of resources for peer-support activities, interest in a particular refugee population, size and structural characteristics of the resettlement programme, reception and integration arrangements, and level of experience in a particular area.

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*Clarity on the goals to be attained ... will help foster clarity on which partners to place around the table.*

Before approaching a potential partner, the country seeking peer support should have a clear understanding of what phase of the resettlement programme they would like to (further) develop (e.g., selection, predeparture, reception, postarrival support, and long-term integration) as well as the desired outcome from the engagement and the timeframe for achieving it.<sup>83</sup> In other words, countries should identify where they have knowledge gaps or needs for certain tools, and what type of expertise might best address them.<sup>84</sup> Clarity on the goals to be attained, such as (re)invigorating the political and/or public support for resettlement, will help foster clarity on which partners to place around the table. Input on which partners may make a suitable match need not only come from the country seeking support;<sup>85</sup> potential mentors can also step forward to indicate how they see themselves 'matching' the mentee. For example, the 2017 revision of the EU Twinning Manual,<sup>86</sup> which governs administrative and judicial capacity-building missions between EU Member States and candidates for EU membership, includes an elaborate process whereby Member States submit twinning proposals to the beneficiary country, who then selects their preferred partner.<sup>87</sup> The same might also work well in a resettlement context.

## A. The state of play

At present, interviewees reported that peer-support activities often mix countries with diverse resettlement profiles in an ad hoc, haphazard manner. Partners for peer support are often gathered—rather than selected—based on availability, responsiveness, the existence of previous relationships, and whether a country is broadly considered 'experienced' or 'inexperienced' in resettlement (see Box 2). Far from a carefully considered pairing of participants in a way that aligns goals and expertise, one respondent referred to current matching practices as an 'alignment of the willing'.<sup>88</sup>

82 Such as the guidelines prepared by the United Kingdom based on survey results and discussions about twinning during the Annual Tripartite Consultations on Resettlement (ACTR) working group meeting in Geneva in October 2008. See UNHCR, 'Guidelines: On Twinning Arrangements between Resettlement States (Established, Emerging, and Observer States)' (draft guidelines, ACTR, UNHCR, Geneva, June 2009), [www.refworld.org/docid/4c5acaba2.html](http://www.refworld.org/docid/4c5acaba2.html). See also MOST Project, 'Twinning Activities'.

83 Ibid.

84 Author interview with Christophe Jansen and Ewout Adriaens.

85 UNHCR, 'Guidelines: On Twinning Arrangements Between Resettlement States'.

86 European Commission, *Twinning Manual: Revision 2017* (Brussels: European Commission, 2017), <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/twinning-manual-revision-2017-final-updated-09-08.pdf>.

87 Under this model, a public servant (Residence Twinning Advisor) from an EU Member State is temporarily assigned to a corresponding administration in a peer country to provide daily support and organise relevant trainings. This twinning instrument has been praised by the European Commission for its ability to reform institutional structures under the European Neighbourhood Policy. However, it has also been criticised for being a top-down EU instrument, having unrealistic and inflexible objectives, and lacking clear definition of what success entails. See Stefan Roch, 'Between Arbitrary Outcomes and Impeded Process: The Performance of EU Twinning Projects in the EU's Eastern Neighbourhood', *East European Politics* 33, no. 1 (2017): 72–87.

88 Author interview with Oskar Ekblad.

## Box 2. Belgium's experience with matching in resettlement peer support

The Belgian experience with peer-support activities is illustrative of the type of matching (or lack thereof) that occurs in many initiatives. As an emerging resettlement country, Belgium has participated in several peer-support activities, often as the result of chance encounters. For example, the Belgian Office of the Commissioner General for Refugees and Stateless Persons (CGRS) participated in the Transnational Resettlement UK and Ireland (TRUKI) project along with two other mentee countries (Bulgaria and Slovenia) following an invitation that was the organic result of a chance meeting between civil servants at a resettlement forum—not a careful analysis of compatibility. Likewise, when CGRS twinned with its Croatian counterpart on a selection mission to Turkey in 2017, this stemmed from a conversation between ministers of the two countries at a Justice and Home Affairs Council meeting.

However, even when the selection of countries for a peer-support activity is not based on a formal assessment of compatibility, it is still possible to pair up the most well-matched actors within the group. For example, as a potential new resettlement country, Belgium was invited to participate, as were Czech Republic, Poland, and Romania, in the Durable Solutions in Practice project led by the more experienced Netherlands. Connecting appropriate actors in the two countries' chain of command, from national ministers down to municipal officials, served as the starting point for all future tandem activities and ensured that the experts on hand would have the experience with key challenges or processes to answer questions. While a more intentional approach to encouraging the participation of the most relevant countries may improve compatibility overall, efforts to match equivalent actors within countries are equally important.

*Sources:* Author interview with Christophe Jansen, Head of Section, EU and International Affairs Unit, CGRS and Ewout Adriaens, Representative, CGRS, Belgium, 6 June 2017; Author interview with Vinciane Masurelle, International Relations Manager, and Melanie Hostaux, Resettlement Programme Coordinator, Operational Services Directorate, Federal Agency for the Reception of Asylum Seekers (Fedasil), Belgium, 15 June 2017.

Diversity of experience can inject new lifeblood into discussions of resettlement, but it must be approached strategically if peer-support initiatives are to avoid becoming what one respondent described as the heart 'pumping civil servants around Europe'.<sup>89</sup> Better understanding and incorporation of these varied experiences within the design of projects can help maximise the learning outcomes for each participant. Interviewees from new resettlement countries, for example, described having been part of study visits where conversations were 'too advanced' and 'hard to follow' or that focused on reception and integration systems incompatible with their home contexts.<sup>90</sup> Comments by participants or mentees during study visits or shadowing activities that a process 'would never work' in their country frustrated organisers and mentors,<sup>91</sup> particularly when the (presumed) incompatibility could have been detected in advance by more carefully considering participants' aims, expectations, and resettlement contexts.

Moreover, if a group of participants have widely divergent interests, this can divide attention between subjects in ways that limit the depth of exploration. For example, EU-FRANK organised a study visit to Friedland, Germany for representatives from Bulgaria, the Czech Republic, Italy, the Netherlands, and Portugal to observe the initial reception of 250 Syrian refugees resettled from Turkey. The Bulgarian delegation had decided to join to observe the security measures and reception accommodations that Germany had put in place for the resettled refugees, but commented afterwards that the multitude of interests from other participants reduced the time that could be spent on these topics.<sup>92</sup>

89 Author interview with Martin Dijkhuizen.

90 For example, during a study visit to Friedland, Germany, the Bulgarian representatives found that the Dutch delegation asked detailed technical questions that were more difficult for new resettlement countries to follow. Author interview with Ventsislav Milenkov.

91 Author interview with Ewout Adriaens; Author interview with Ventsislav Milenkov; Author interview with Martin Dijkhuizen; Author interview with Cindy Munro.

92 Author interview with Ventsislav Milenkov.

While study respondents were overwhelmingly in favour of some form of matching, they also emphasised that ‘mismatching’ did not necessarily *prevent* learning.<sup>93</sup> Emerging resettlement countries still valued these less managed study visits or exchanges as sources of knowledge on particular aspects of resettlement about which they were previously unaware and opportunities to identify dilemmas they do not currently—but may later—face. Some also expressed appreciation of opportunities to be exposed to and carefully review ‘what they did not want’ in a resettlement programme,<sup>94</sup> though cost-efficiency drops quickly should a partner attempt to design a resettlement system by process of elimination. If experienced resettlement states repeatedly invest in peer-support activities that do not have the expected impact, they may also experience ‘twinning fatigue’.<sup>95</sup>

## B. Criteria to consider when matching up peers

There are a number of considerations to take into account when selecting participants for peer-support activities. Often, peers are matched based on their level of resettlement experience, with new and emerging states paired with more experienced ones. However, while all peer learning has to be translated and adapted into the new national context, matching countries that already share key characteristics—such as similar social welfare systems, governance structures, or availability of resources—can maximise the transferability of expertise and reduce the chances that suggested practices need to be heavily revised or adapted, let alone outright rejected.

### 1. Level of resettlement experience

To the degree that deliberate matching has occurred in past peer-support activities, the most commonly used criterion to select and pair participants has been ‘resettlement experience’. Indeed, where the goal is to support the setup of a resettlement scheme from scratch or to share innovative practices, it is a prerequisite that an inexperienced country be matched with a more experienced one. The 2007 Dutch-led Durable Solutions in Practice twinning project, for example, matched Dutch authorities with those from countries with much less experience (Belgium, Czech Republic, Poland, and Romania).

Beyond the opportunity to learn from a more experienced mentor, gathering together new and emerging resettlement countries in a programme can have its own benefits. It may raise awareness among participants of shared political and operational challenges and allow them to learn from each other as they move through similar phases of set up and implementation. Having two or more emerging resettlement states on the same visit can therefore be a double win. Some interviewees indicated that by observing a selection mission with representatives of other states, they obtained useful information not only via their own questions but also those raised by their (similarly inexperienced) peers.<sup>96</sup> For example, officials from Argentina, Chile, and Columbia—all emerging resettlement countries—had the rare opportunity to exchange experiences during a joint study visit to Canada.<sup>97</sup>

Similarly, gathering participants from more experienced resettlement countries in separate fora can allow for a more detailed discussion of particular practices (e.g., identification, security) or tools (e.g., using video conferencing to interview potential resettlement candidates). In a mixed group, such technical topics may frustrate those still building up the basics of their resettlement programme. These more advanced gatherings may emerge from within the framework of existing fora, such as the Annual Tripartite Consultations on Resettlement, its Working Group on Resettlement,<sup>98</sup> or the General Directors’ Immigration Services

93 Author interview with Martin Dijkhuizen.

94 Ibid.

95 Author interview with Cindy Munro.

96 For example, Christophe Jansen from the Belgian CGRS spoke of gaining valuable insights from the answers to questions posed by Bulgarian representatives during the TRUKI project. And Ventsislav Milenkov, from the State Agency for Refugees in Bulgaria, described having learned about procedures for granting refugee and humanitarian protection in Germany, the Netherlands, and Italy during an EU-FRANK visit to Friedland, Germany, and finding the Italian model most transferable. Author interview with Christophe Jansen and Ewout Adriaens; Author interview with Ventsislav Milenkov.

97 Author interview with Cindy Munro.

98 UNHCR, Executive Committee of the High Commissioner’s Programme, *Update on Resettlement* (Geneva: UNHCR, 2016), [www.unhcr.org/574e8dbe7.pdf](http://www.unhcr.org/574e8dbe7.pdf).

Conference.<sup>99</sup> A Swedish interviewee explained that Swedish authorities generally exchange with more experienced states on a bilateral basis, but also multilaterally through UNHCR and Nordic working groups.<sup>100</sup>

Ultimately, rather than a broad-stroke classification or continuum of ‘experienced’ and ‘inexperienced’ resettlement states, knowledge and expertise should be identified and mapped across a more diverse range of fields and themes.<sup>101</sup> This idea that pockets of knowledge exist spread across Europe is at the heart of peer-to-peer activities that aim to build reciprocal, mentoring exchanges rather than teacher-student relationships. Reputations for expertise in specific aspects of resettlement, such as selection or cultural orientation, often develop informally, by word-of-mouth or through invitations extended spontaneously at meetings and conferences. For example, after delivering an engaging presentation during the 2016 Sweden National EMN Conference on integrating resettled refugees into a small town in Sweden, the presenters received several follow-up requests and invitations.<sup>102</sup>

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In the past, EASO has attempted to map this thematic expertise spread across Europe, drawing up a table within which Member States can indicate their expertise in different areas.<sup>103</sup> The aim is to facilitate targeted exchanges and carefully assign specific requests for information to actors best placed to respond to them. The degree to which this table has informed peer-support activities and been kept up to date is, however, unclear. With renewed policy interest in resettlement, new life may be breathed into it.

## 2. Parameters that define the design of a resettlement programme

Regardless of what is considered ‘best practice’, a number of factors determine what is and is not possible in terms of designing and implementing a programme in a particular country. Three of the most influential parameters are the social welfare system, the governance structure, and the resources available. While peer countries do not need to be a ‘perfect match’ on all fronts, it is important to carefully consider how these factors affect the political and infrastructural framework within which a resettlement programme is developed.

When matched countries have starkly dissimilar social welfare systems, peer-support efforts have tended to flounder. Several interviewees described activities grinding to an early halt or participants losing interest in them as a result of mismatches along these lines.<sup>104</sup> The social welfare system in a country lays down the types of benefits that resettled refugees are entitled to, for what duration, and on what terms. Considerable variety exists among resettlement countries. Access to refugee-specific support<sup>105</sup> is guaranteed for three

99 The General Directors’ Immigration Services Conference (GDISC) is an informal network of immigration services in Europe that also facilitates staff exchanges and member-led projects on issues including resettlement.

100 Author interview with Oskar Ekblad.

101 Ibid.

102 The presenters were Martin Söderström and Mattias Sjölund from Åre Municipality, Sweden. See EMN, ‘Resettlement in Sweden and Europe – What Works?’ (conference agenda, National EMN Conference, Stockholm, 13 October 2016), [www.emnsweden.se/download/18.2d998ffc151ac387159161b9/1484748709361/inbjudan2.pdf](http://www.emnsweden.se/download/18.2d998ffc151ac387159161b9/1484748709361/inbjudan2.pdf).

103 Author interview with Christophe Jansen and Ewout Adriaens.

104 Author interview with Cindy Munro; Author interview with Christophe Jansen; Author interview with Ventsislav Milenkov.

105 Afterwards, refugees normally enter the general social welfare system and receive support on the basis of its general rules. These may, for example, stipulate that unemployment benefits may only be accessed after an individual has worked for a certain number of years.

months in the United States,<sup>106</sup> one year in Canada,<sup>107</sup> at least one year in Belgium,<sup>108</sup> and three years in Finland.<sup>109</sup> The speed with which resettled refugees are expected to ‘hit the ground running’ and become self-sufficient profoundly shapes the types of benefits and services offered (e.g., further education may be a more viable option for resettled refugees in countries where welfare support/social benefits last for a longer period of time). The relative emphasis on self-sufficiency is a point of much debate among resettlement countries,<sup>110</sup> and these divergent viewpoints effectively limit the potential for reception and integration actors to learn from one another through peer-to-peer activities.

The degree to which public authorities are responsible for financing and administering social benefits and services—and whether they are supported by civil-society organisations in this task—also differs greatly across resettlement countries. The primary responsibility for integrating refugees into society lies with the government in most EU countries,<sup>111</sup> and the idea that it could be partly redirected to other actors has generally been deemed a risky or difficult one.<sup>112</sup> An interviewee from the Mission of Canada to the European Union recounted how different EU Member States have approached them in the past few years for information and, often, a study visit to learn about the Canadian private sponsorship programme. When European officials were subsequently confronted with information about the considerable responsibility that private individuals and communities carry in hosting refugees within the Canadian programme, several Member State governments were dissuaded from pursuing sponsorship schemes further; they deemed the challenges of jumping from full government control to working with a wide range of individuals and civil-society organisations, as Canada does, too great.<sup>113</sup>

When a country is developing a resettlement programme from scratch, pairing them with a peer that has a similar governance structure can be particularly helpful.<sup>114</sup> The degree of centralisation or federalism—and the associated concentration or distribution of government powers—is particularly relevant to questions about who does what in a resettlement programme. It often determines the division of labour between central and regional government actors and how different roles play into the overarching system. For example, in Belgium, responsibility for integration policy lies with the regions, whereas power over employment lies partially with federal and partially with regional actors. Moreover, advice and lessons learnt about how to engage and warm politicians at the different levels of government to resettlement issues can be best exchanged between peers operating within similar governance frameworks.<sup>115</sup>

Finally, the human and financial resources a government has available to design and run a resettlement programme not only affect what officials will look for in peer-support activities but also the degree to which they are able to partake in those activities. A mismatch between countries with considerably different levels of resources can result in partners gaining expertise in elements of a resettlement system that may be more expensive than their home country can reasonably implement with a more limited budget.<sup>116</sup>

106 Some exceptions exist. See U.S. Department of State, Bureau of Population, Refugees, and Migration, ‘U.S. Refugee Admissions Program FAQs’, updated 1 February 2018, [www.state.gov/j/prm/releases/factsheets/2018/277838.htm](http://www.state.gov/j/prm/releases/factsheets/2018/277838.htm).

107 Some exceptions exist. See CIC, ‘Government-Assisted Refugee Resettlement in Canada’ (information bulletin, CIC, Ottawa, April 2014), [www.cic.gc.ca/english/pdf/pub/GAR\\_eng.pdf](http://www.cic.gc.ca/english/pdf/pub/GAR_eng.pdf).

108 Author interview with Vinciane Masurelle and Melanie Hostaux.

109 EMN, *Resettlement and Humanitarian Admission Programmes in Europe: What Works? National Report of Finland* (Helsinki: EMN and Finish Immigration Service, 2016), [www.emn.fi/files/1452/EMN\\_Resettlement\\_Study\\_EN\\_FI.pdf](http://www.emn.fi/files/1452/EMN_Resettlement_Study_EN_FI.pdf).

110 Author interview with Amy Wilson; Author interview with Cindy Munro.

111 The Resettlement Framework proposes harmonisation in other areas, such as establishing standard resettlement and decision-making procedures, and granting 10,000 euros from the EU budget to Member States for each refugee they resettle. However, there are no stipulations on how this funding should be spent or what the social welfare offerings should be. See European Commission, ‘Proposal for a Regulation of the European Parliament’.

112 This aversion has begun to change as more Member States express interest in starting community-based refugee sponsorship schemes—programmes in which a civil-society organisation or group of individuals can assume some of the costs of transporting and supporting a resettled refugee—that will run alongside existing resettlement programmes. The Global Refugee Sponsorship Initiative has been actively promoting such schemes, and is working with governments in Argentina, Ireland, New Zealand, and the United Kingdom to pilot programmes. See the Radcliffe Foundation, ‘Five Countries Working on New Refugee Sponsorship Programs, Global Refugee Sponsorship Initiative (GRSI) Launches Guidebook to Share Best Practices’, (news release, New York, 18 September 2017), <http://radcliffefoundation.org/grsi/>.

113 Author interview with Dennis Cole.

114 Andrews and Manning, *A Guide to Peer-to-Peer Learning*.

115 Ibid.

116 Author interview with Martin Dijkhuizen.

Additionally, countries with significantly smaller resettlement targets may not benefit from the economies of scale or share the cost-efficiency needs of larger programmes, reducing the transferability of certain practices. Respondents from the Belgian Office of the Commissioner General for Refugees and Stateless Persons, for example, explained that the size of the resettlement team or unit plays a significant role in determining what kind and how many projects countries can participate in, and in how feedback loops operate within departments.<sup>117</sup> The Belgian team was unusually large for the 34 refugees it initially resettled (though it also has other duties), and this additional capacity allowed it to participate in several peer-support projects.

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*Countries with significantly smaller resettlement targets may not benefit from the economies of scale or share the cost-efficiency needs of larger programmes.*

In sum, while it may not be possible to match peers along all relevant dimensions, considering parameters such as financial resources, human resources, knowhow, and the number of persons to be resettled when designing peer-support activities can improve their relevance to all involved.

### 3. Which level and type of actor to match

Resettlement involves a diverse constellation of political, administrative, and civil-society actors at the national, regional, and local levels. Because of this complexity, designers of peer-support activities often find it difficult to satisfy the all-important task of getting the ‘right’ people in the room. Whether a programme should match like with like (i.e., matching political, administrative, and civil-society actors with their counterparts in other countries) or create mixed delegations depends on the goal and expected outcomes of its activities.<sup>118</sup> For example, the SHARE City Exchange and EURITA projects opted to use mixed delegations composed of representatives from civil society as well as national and local government to promote multistakeholder approaches to resettlement and build capacity among all relevant actors.<sup>119</sup>

Several experts interviewed as part of this study spoke of the merits of matching actors who sit at roughly the same political level as a way to kindle political goodwill and convince decisionmakers of the value and feasibility of resettlement.<sup>120</sup> This type of interaction can catalyse momentum behind resettlement by creating soft peer pressure between states. For example, the UNHCR Syria Core Group brings governments together to share their progress on resettlement, an exchange that can encourage others to make and fulfil commitments. One respondent commented that such pressure often means that peer-support activities gain momentum following political meetings.<sup>121</sup>

Matching administrators who design and/or implement resettlement programme can foster tailored knowledge-sharing and the identification of common pitfalls. For new and emerging resettlement countries, matching often first occurs between high-level civil servants who can disseminate key lessons upwards to the ministerial level or horizontally and downwards to other officers and administrators.<sup>122</sup> However, civil servants may lack the resources or motivation to participate in peer-support initiatives if limited political support within the country renders it unlikely that a resettlement programme will be set up and knowledge gained from peers put to use. On the other hand, matching at the civil-servant level can build useful muscle memory, so that even where the political mandate to implement a resettlement programme does not exist at

<sup>117</sup> Author interview with Christophe Jansen and Ewout Adriaens.

<sup>118</sup> Ibid; Author interview with Vinciane Masurelle and Melanie Hostaux.

<sup>119</sup> ERN, ‘SHARE City Exchange’; European Website on Integration, ‘Vilnius – EURITA Workshop on Resettlement and Integration’.

<sup>120</sup> For example, in peer exchanges between (mentor) Sweden and (mentee) Japan, representatives have discussed the transition from a largely homogenous to a multicultural society. The fact that Sweden has experienced a similar transition and can speak first hand of the challenges they experienced and strategies they devised may not only encourage, but also inspire Japan to proceed. Author interview with Oskar Ekblad.

<sup>121</sup> Author interview with Christophe Jansen and Ewout Adriaens.

<sup>122</sup> MOST Project, *Promoting Independence in Resettlement*; Robinson et al., *Evaluation of the Trans-National Resettlement Project: UK and Ireland*.

present, administrative preparedness and connections to resources are in place should it become an option in the future.<sup>123</sup>

Civil-society actors often play a crucial role in integrating resettled refugees into their new communities, both by providing key information and assisting with access to social services. A respondent from the Bulgarian State Agency for Refugees lamented the lack of civil-society activism in resettlement and integration in the country, and considered peer support a possible tool for galvanising interest.<sup>124</sup> Yet despite the importance of civil society in many national resettlement systems, governments are sometimes unsure of how best to involve such actors in peer-support activities. For example, the MOST final report recommends including NGOs in fact-finding missions, but also notes that their participation would need to be restricted when sensitive information is being shared.<sup>125</sup>

In sum, focusing on the criteria used to select participants for peer-support initiatives can increase the applicability and transferability of the acquired knowledge and improve the cost efficiency of activities. Improved matching holds particularly high added value for twinning and mentoring projects as one-on-one support largely stands or falls depending on the compatibility of the partners. New and emerging resettlement countries may be unaware of what information they need and what parameters are most essential to the design of a resettlement programme. More experienced actors, including nongovernmental entities such as UNHCR and ICMC, can play a crucial role in matching newer players with the most relevant peers and resources given their broad perspective on resettlement as it operates in countries and regions around the world.

## VI. CONCLUSIONS: WHAT ROLE FOR PEER SUPPORT IN RESETTLEMENT GOING FORWARD?

Since 2015, there has been a sharp increase in the volume of exchanges between actors, both within Europe and across the Atlantic, for the purpose of supporting the setup and expansion of refugee resettlement programmes. These have ranged from informal conversations on the margins of meetings or via phone; to information campaigns, research reports, and webinars; to conferences, workshops, and expert exchanges. A wide (and expanding) variety of state and nonstate actors have been involved.

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*European countries that are new to resettlement have had to rapidly get off the starting blocks.*

This upsurge in activity is unsurprising as opening legal pathways for those in need of protection to reach Europe steadily climbs higher on the agendas of both national and EU policymakers. The announcement of the EU Resettlement Scheme, the EU-Turkey agreement, and the latest call from the President of the European Commission for EU Member States to create an additional 50,000 resettlement spots have led to feverish exchanges in which expertise on how to build well-functioning, cost-effective, and efficient resettlement programmes is sought and shared. European countries that are new to resettlement have had to rapidly get off the starting blocks. These states are in need of solid operational expertise and advice on how to translate political commitments into practice and to ensure that their engagement in resettlement can be sustained over time.

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<sup>123</sup> Author interview with Christophe Jansen and Ewout Adriaens; Author interview with Vinciane Masurelle and Melanie Hostaux.

<sup>124</sup> Author interview with Ventsislav Milenkov.

<sup>125</sup> MOST Project, *Promoting Independence in Resettlement*.

Peer support has played a pivotal role in helping EU Member States think through decisions about whether to resettle or not and, where the answer is ‘yes’, how to design, implement, and monitor a resettlement programme. The knowledge that European government actors, civil servants, and civil-society organisations seek to access via their international peers is and will remain important in the years to come because, simply put, the design of a new programme is hardly possible *without* peer support. Many of the written resources currently available (e.g., handbooks, databases with good practices) are not up to the task of building the expertise and capacity of new ‘able actors’ from scratch.

Peer support is thus an absolute *necessity* in the development and expansion of resettlement programmes because:

- ***The task of designing a resettlement programme is primarily situated at the operational level.***<sup>126</sup> For example, being able to coordinate among actors responsible for the initial reception and integration of resettled refugees<sup>127</sup> requires operational knowhow.<sup>128</sup>
- ***Novices to resettlement seek trustworthy sources on how to navigate the maze of administrative structures and procedures present in third countries.*** This includes both the formal protocols to follow and the informal rules to respect. Experts may, however, be unwilling to share such potentially sensitive information in published handbooks or at public events, such as conferences, making more discrete one-to-one peer exchanges a better vehicle.<sup>129</sup>
- ***The evidence base of what works in terms of resettlement is both limited and fragmented.***<sup>130</sup> Having opportunities to ‘pick someone’s brain’ is hence essential to the acquisition of the theoretical and practical knowhow needed to run an effective programme.

Moreover, peer support is a *desirable* vehicle for transmitting knowledge about resettlement as:

- ***It often includes a ‘learning by doing’ component.*** Combining different tools that cater to different learning styles—from audio (e.g., lectures, speeches, conversations) and visual (e.g., diagrams, films) to kinesthetic (e.g., field or study trips, role playing)—maximises the learning potential of peer-support initiatives.<sup>131</sup> Observational and hands-on components are particularly valued as they give inexperienced actors the opportunity to practice what they have learned and develop their technical and operational muscles.

126 That is, beyond the decision of whether or not to resettle and at what level (i.e., annual quota).

127 This may include, for example, reception agencies, public employment services, language education institutes, health and social welfare actors, and civil-society organisations.

128 Respondents from the Commissioner General for Refugees and Stateless Persons (CGRS) and Fedasil in Belgium emphasized the need for insights into how to coordinate actions and actors nationally when implementing a resettlement programme. In Belgium, monthly steering group meetings are held between relevant Belgian authorities, the UNHCR, and IOM, while bi- or triannual stakeholder meetings bring together a broader group of civil-society organisations, welfare services, international experts, and government officials. Author interview with Christophe Jansen and Ewout Adriaens; Author interview with Vinciane Masurelle and Melanie Hostaux.

129 These types of questions were, for example, discussed at the February 2017 EU-FRANK Expert Exchange meeting in Malta, hosted by EASO as a forum to discuss the experiences and challenges of resettlement in the European Union. See EASO, ‘Resettlement: Experiences and Challenges’, accessed 14 November 2017, [www.easo.europa.eu/resettlement-experiences-and-challenges](http://www.easo.europa.eu/resettlement-experiences-and-challenges).

130 Beirens and Fratzke, *Taking Stock of Refugee Resettlement*.

131 Presenting material in a way that accommodates multiple learning styles (e.g., visual and verbal, active and reflective, etc.) and that builds self-efficacy is considered best practice. See Frank Romanelli, Eleanora Bird, and Melody Ryan, ‘Learning Styles: A Review of Theory, Application, and Best Practices’, *American Journal of Pharmaceutical Education* 73, no. 1 (2009), [www.ncbi.nlm.nih.gov/pmc/articles/PMC2690881/](http://www.ncbi.nlm.nih.gov/pmc/articles/PMC2690881/); Richard M. Fedler, ‘Learning and Teaching Styles in Engineering Education’, *Engineering Education* 78 no. 7 (1988): 674–81, [www4.ncsu.edu/unity/lockers/users/f/felder/public/Papers/LS-1988.pdf](http://www4.ncsu.edu/unity/lockers/users/f/felder/public/Papers/LS-1988.pdf).

- *Twinning projects, joint selection missions, and the like can cast a positive light on international resettlement.* Peer support may promote the idea of a ‘global resettlement community’, in which resettlement is a truly global undertaking, with more states involved, taking on more refugees and in a more collaborative manner. This is particularly relevant in the wake of the 2015–16 refugee and migration crisis with EU policymakers framing resettlement as an international responsibility-sharing issue requiring a coordinated response from ‘responsible’ international actors.<sup>132</sup>

Faced with immediate pressures to scale up operations, states do not always have the luxury of taking time to learn lessons from past resettlement peer-support activities, while simultaneously offering ongoing or renewed support. Particularly in smaller resettlement authorities, national experts can have extremely limited capacity to participate in such initiatives, let alone produce evaluations of the activities afterwards. Several interviewees referred to ‘twinning fatigue’ or ‘support exhaustion’, while others declared an outright ‘no!’ to further participation without some guarantee of impact or sustainability.<sup>133</sup> Present and future peer-support activities would thus do well to consider the following key lessons:

- Defining clear, attainable goals for peer-support initiatives and seeking buy in from major partners can help ensure that programmes meet participants’ expectations and needs in the most efficient manner.
- Carefully considering what set of activities will help participants meet the goals of the initiative can maximise its chances of success—this includes thinking through the timing, duration, locus, costs, and participants who should be involved in each activity.
- Proactively seeking out actors with the appropriate affiliations and skills set and then matching participants according to the criteria deemed most relevant (e.g., resettlement experience, social welfare system) may require time and resource investments (e.g., the development of a matrix or database mapping expertise), but will lead to more tailored exchanges that have a higher likelihood of seeing knowledge and best practices transferred successfully.
- Taking steps to follow up on peer-support activities and document their outcomes and impacts can enable project designers to embed more concrete lessons learnt in new endeavours.

Much is riding on the success of peer-support initiatives in Europe, and programme designers are expected to conduct monitoring and evaluation and to use the results to finetune their operations. Ineffective activities and actors with limited capacity or commitment to participating in peer initiatives may need to be sidestepped. Yet strategically involving only those actors ‘serious about resettlement’ and likely to affect the most change in study visits or joint resettlement missions may clash with the informal code of conduct for intergovernmental relations, which may consider such conditionality improper and exclusionary. Of course, the relationships that Member States draw upon for peer support have long histories and generally go well beyond resettlement. Foreign relations are built on fragile trust that emerges over time and that states cannot afford to jeopardise solely in order to meet resettlement aims. But this reluctance to—even softly—demand returns on the time and financial investments made in peer support may render it unsustainable in the long term.

<sup>132</sup> Author interview with Oskar Ekblad.

<sup>133</sup> Some experienced resettlement countries have reservations about offering peer support to states that repeatedly ‘look and see’ without implementing any of the learned techniques. For example, peer-support activities in which participants learn about Canadian resettlement practices, and particularly study visits in Canada, can be time consuming to organise and often result in little direct transfer of processes to visiting EU states. Similarly, the Netherlands has been a leader of promoting peer support for resettlement in Europe, but several of the initiatives in which it has participated (e.g., demonstrating video interviewing techniques and leading the Temporary Desk on Iraq) have had limited follow up. Author interview with Cindy Munro; Author interview with Martin Dijkhuizen.

# APPENDICES

## Appendix A

**Table A-1. Major resettlement peer-support projects selected for EU funding, 2008–15**

Year	Organisation and project name	EU grant funding (in euros) (approx.)
2008	Dutch Immigration and Naturalisation Service – Temporary Desk on Iraq – Protection and Resettlement	1,220,000
2008	IOM, UNHCR, and ICMC – Promotion of resettlement in the European Union through practical cooperation by EU Member States and other Stakeholders	500,000
2010	IOM, UNHCR, and ICMC – Linking-In EU Resettlement - Linking the resettlement phases and connecting (local) resettlement practitioners	469,000
2010	European University Institute – Building knowledge for a concerted and sustainable approach of resettlement in the European Union and its Member States	350,000
2011	NOVA Onlus – Transnational Observatory for Refugee’s Resettlement in Europe (TORRE)	426,000
2011	ICMC – Cities that Care, Cities that Share: Towards a network for cities and regions engaging in resettlement (The SHARE Project)	650,000
2013	ICMC – SHARE II – Building a European Resettlement Network for Cities and Regions	500,000
2015	IOM, UNHCR, ICMC – Pilot Project on Resettlement and Alternative European Models to Providing Protection to Refugees	500,000

IOM = International Organisation for Migration; UNHCR = United Nations High Commissioner for Refugees; ICMC = International Catholic Migration Commission.

Sources: European Commission, ‘European Refugee Fund—2008 Community Actions—List of Grants Awarded’, updated 15 May 2010, [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/pdf/refugee/ca\\_awards\\_2008\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/pdf/refugee/ca_awards_2008_en.pdf); European Commission, ‘European Refugee Fund Community Actions—Call for Proposals 2010—Grants Awarded’, accessed 29 November 2017, [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/pdf/refugee/result\\_of\\_2010\\_call\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/pdf/refugee/result_of_2010_call_en.pdf); European Commission, ‘Preparatory Action “Network of Contacts and Discussion between Targeted Municipalities and Local Authorities on Experiences and Best Practices in the Resettlement and Integration of Refugees” Call for Proposals 2013 List of Proposals Selected for Funding’, accessed 29 November 2017, [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/migration-asylum-borders/other-programmes/pilot-project-resettlement/docs/results\\_pars\\_2013\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/migration-asylum-borders/other-programmes/pilot-project-resettlement/docs/results_pars_2013_en.pdf); European Commission, ‘Pilot Project on Resettlement Call for Proposals 2011 List of Proposals Selected for Funding’, accessed 29 November 2017, [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/migration-asylum-borders/other-programmes/pilot-project-resettlement/docs/pp\\_resettlement\\_2011\\_grants\\_awarded\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/migration-asylum-borders/other-programmes/pilot-project-resettlement/docs/pp_resettlement_2011_grants_awarded_en.pdf); European Commission, ‘Decision for a Non-Substantial Modification of the Annual Work Programme 2015 for Union Actions within the Framework of the Asylum, Migration, and Integration Fund’ (Annex 1 C[2015] 5385 final, 3 May 2015), [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/migration-asylum-borders/asylum-migration-integration-fund/union-actions/docs/20151022\\_1\\_revised\\_awp\\_amif\\_2015\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/migration-asylum-borders/asylum-migration-integration-fund/union-actions/docs/20151022_1_revised_awp_amif_2015_en.pdf); European Commission, ‘Annex to the Commission Implementing Decision C(2016) 4570 on the Adoption of the Work Programme for 2016 and the Financing of the Union Actions in the Framework of the Asylum, Migration, and Integration Fund’ (Annex 1 C[2017] 3037 final, 12 May 2017), [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/20170518\\_revised\\_2nd\\_awp\\_amif\\_2016\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/20170518_revised_2nd_awp_amif_2016_en.pdf); European Commission, ‘Annex to the Commission Implementing Decision C(2017) 2572 on the Adopting of the Work Programme for 2017 and the Financing of Union actions in the Framework of the Asylum, Migration, and Integration Fund’ (Annex 1 C[2017] 7122 final, 27 October 2017), [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/migration-asylum-borders/asylum-migration-integration-fund/union-actions/docs/awp\\_union\\_action\\_c\\_2017\\_7122\\_f1\\_annex\\_v2\\_p1\\_952641\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/financing/fundings/migration-asylum-borders/asylum-migration-integration-fund/union-actions/docs/awp_union_action_c_2017_7122_f1_annex_v2_p1_952641_en.pdf).

## Appendix B

**Table B-1. Overview of major resettlement focused peer-support activities in Europe**

Project name	Format of activities	Target and approach	Primary goals
<b>Annual Tripartite Consultation on Resettlement (ATCR) (1995–present)</b>	Annual conference organized by the United Nations High Commissioner for Refugees (UNHCR) with different thematic sessions on resettlement	Attendees include government, civil-society, intergovernmental, and international actors involved in resettlement, as well as observers from countries with Emergency Transit Facilities and potential or emerging resettlement states	Engage in advocacy and raise awareness of resettlement; share best practices; and build connections between relevant actors
<b>Modelling of National Resettlement Processes and Implementation of Emergency Measures (MORE) (2003–05)</b>	Tested new resettlement-focused tools and processes in Finland and Ireland; conducted staff exchanges and fact-finding missions between Finland and Ireland; held conferences, workshops and consultations; and produced a guide <i>Shaping Our Future: A practical guide to the selection, reception, and integration of resettled refugees</i> , that included policy recommendations	Finnish-Irish project, led in cooperation with UNHCR, the International Organisation for Migration (IOM), and the European Council on Refugees and Exiles (ECRE), that aimed to provide practical information on resettlement for all involved	Develop tools for resettlement; increase the knowledge base for policymaking; and help new and emerging resettlement countries implement programmes
<b>Modelling of Orientation, Services, and Training Related to Resettlement and Reception of Refugees (MOST) (2006–08)</b>	Each partner country (Finland, Ireland, Spain, and Sweden) developed specific tasks, such as implementing consultation/ feedback meetings with refugee communities, designing and testing a new type of predeparture and postarrival programme, organising fact-finding missions, and designing and testing integration training at workplaces in cooperation with educators, employers, and social partners. These experiences were then shared through transnational seminars and in a final report.	Developing a comprehensive model for quicker and better integration of refugees who come to EU Member States (specifically the four partner countries) directly from crisis situations or refugee camps	Develop tools for resettlement and test innovative practices

**Table B-1. Overview of major resettlement focused peer-support activities in Europe (cont.)**

Project name	Format of activities	Target and approach	Primary goals
<b>Durable Solutions in Practice (2007)</b>	Twinning project with a mentorship focus, visits to the Netherlands, and feedback meetings with actors in participating countries	Bilateral mentorship between the Netherlands and Belgium, the Czech Republic, Poland, and Romania	Raise awareness of resettlement processes and promote the development of resettlement programmes
<b>Temporary Desk on Iraq (TDI) (2009–10)</b>	Tools were created to cofacilitate selection missions to resettle Iraqi refugees and organising workshops with resettlement officials. The tools and knowledge gained from the TDI were to be transferred to the newly established European Asylum Support Office (EASO).	Project led by the Dutch government in collaboration with interested EU Member States	Develop tools for resettlement and co-create infrastructure for joint resettlement activities
<b>Transnational Observatory for Refugees' Resettlement in Europe (TORRE) (2012–13)</b>	Research on the state of play of resettlement and asylum frameworks; workshops, meetings, conferences, and study visits among actors working on or interested in resettlement; and creation of a website to exchange information and disseminate project outputs	Activities focused on six Member States' national asylum systems (Cyprus, Germany, Greece, Italy, Portugal, and Spain) and either their existing resettlement activities or, where none existed, the potential to develop resettlement in future	Exchange knowledge and experiences; share best practices; enhance cooperation between resettlement actors; and raise awareness of resettlement
<b>Linking-In EU Resettlement – Linking the resettlement phases and connecting (local) resettlement practitioners (2011–13)</b>	National multi-stakeholder meetings in Member States; local practitioner trainings; piloting innovative activities in resettlement such as private sponsorship and initiatives in the arts and media; and the EU Resettlement Skills Share Day held in May 2012 in Brussels	Joint IOM, UNHCR, and International Catholic Migration Commission (ICMC) project, co-funded by the European Refugee Fund. It aimed to connect national, regional, and local governments and civil-society partners in 17 EU Member States.	Exchange knowledge and experiences; connect relevant resettlement actors; and develop resettlement programmes
<b>European Resettlement Network (2012) and ERN+ Developing Innovative European Models for the Protection of Refugees and Providing Support to New Resettlement Countries (2016)</b>	Initiated by the Linking-In EU Resettlement project, the ERN has a web portal and online forum for practitioners. Since its relaunch in 2016 as ERN+, it uses webinars, roundtables, and feasibility studies to examine the potential for pilot projects using different forms of admission and international protection.	Partnership between IOM, ICMC, and UNHCR and funded by the European Commission that aimed to create a platform and activities to link resettlement actors and promote exchange of information and expertise and offer practice-based solutions to improve or begin resettlement programmes	Exchange knowledge and experiences; connect relevant resettlement actors; and develop resettlement programmes

**Table B-1. Overview of major resettlement focused peer-support activities in Europe (cont.)**

Project name	Format of activities	Target and approach	Primary goals
<b>The SHARE Network (2012–15)</b>	The network entailed seminars, meetings, webinars, and peer-learning projects (e.g., the SHARE City Exchange Programme with two-day visits to learn about the UK resettlement programme in Manchester and Sheffield). It produced a final conference; publication with policy reflections, tools and resources, and recommendations; and ‘SHARE Voices from the City’ video and audio resources on the reflections of previously resettled refugees and those working with them. Events were also held for journalists and radio broadcasters on resettlement and refugee issues (e.g., the SHARE City Exchange Media Visit).	Co-financed by the ICMC to build a European resettlement network for cities and regions	Connect relevant resettlement actors; disseminate best practices; build capacity; and strengthen commitment to international protection
<b>EU Resettlement Skills Share Day (2012)</b>	Conference to share good practices and demonstrate new techniques (e.g., such as using video calls to interview resettlement candidates and holding cultural orientation sessions)	Attendees included 200 policymakers and practitioners from 26 countries, Australia, Japan, Thailand, and the United States.	Engage in advocacy and raise awareness of best practices; connect relevant resettlement actors
<b>Welcome to Europe! A comprehensive guide to resettlement (2013)</b>	Production of a report that inventories different resettlement practices across Europe and around the world	Coordinated by ICMC Europe to be used by actors across Europe	Increase knowledge base for resettlement policymaking
<b>Know Reset project (2013)</b>	The project compared of national resettlement models and the practices related to refugee resettlement through an online database and reports. Researchers also conducted field surveys in three countries of first asylum: Kenya, Tunisia, and Pakistan.	A comprehensive country analysis of 27 EU Member States, with and without resettlement programmes	Increase the knowledge base for resettlement policymaking

**Table B-1. Overview of major resettlement focused peer-support activities in Europe (cont.)**

Project name	Format of activities	Target and approach	Primary goals
<b>Transnational Resettlement UK and Ireland (TRUKI) project (2008–10)</b>	Joint resettlement of 120 refugees from the Democratic Republic of Congo to Ireland and the United Kingdom; twinning in the preselection and selection phase with Belgium, Bulgaria, and Slovenia	Led by Ireland and the United Kingdom to identify areas for joint resettlement infrastructure between neighbouring countries and opportunities to support new resettlement countries	Develop sustainable model for conducting joint resettlement activities; mentor countries with limited resettlement experience
<b>European Resettlement and Integration Technical Assistance Project (EURITA) (2017)</b>	Workshops that bring together European civil-society actors and civil servants working in resettlement and connects them to counterparts in the United States; ongoing engagement through webinars, e-learning activities, a website, and communities of practice; individual and group consultations with integration experts	Run by the International Rescue Committee (IRC) and funded by the U.S. Department of State, resettlement experts coordinate workshops with 35 participants within particular Member States (such as Portugal and Lithuania)	Mentorship between European and U.S. resettlement counterparts; support with design and implementation of resettlement programmes
<b>EU-FRANK (2016–present)</b>	Divided between five components, activities include: multilateral exchange mechanisms, such as large workshops, smaller meetings, and study visits to Member States or during field operations; new research; developing and harmonising tools and materials for resettlement, such as check-lists, guidelines, templates, and reports; offering training sessions and seminars and developing a resettlement module to be incorporated into the EASO Training Curriculum (ETC); and piloting innovative practices	Led by the Swedish Migration Agency to offer operational support to other EU Member States to create or expand resettlement programmes	Support with design and implementation of resettlement
<b>Emerging Resettlement Countries Joint Support Mechanism (2017–2019, expected)</b>	Coordination tool to identify areas where new and emerging resettlement countries need support and to provide targeted financial/technical assistance; mapping experts in resettlement that can provide support	Coordinated by IOM and UNHCR to match new and emerging resettlement countries with experienced resettlement countries and other actors	Build capacity for resettlement

Sources: UNHCR, 'Annual Tripartite Consultations on Resettlement', accessed 29 November 2017, [www.unhcr.org/annual-tripartite-consultations-resettlement.html](http://www.unhcr.org/annual-tripartite-consultations-resettlement.html); Elina Ekholm, Sophie Magennis, and Leni Salmelin, *Shaping Our Future - A Practical Guide to the Selection, Reception, and Integration of Resettled Refugees* (Helsinki: Finish Ministry of

Labour, 2005) [www.refworld.org/pdfid/437475fec.pdf](http://www.refworld.org/pdfid/437475fec.pdf); MOST Project, *Promoting Independence in Resettlement* (Helsinki: MOST Project, 2008), [http://icmc.ttp.eu/sites/icmc.ttp.eu/files/MOST%20Project\\_0.pdf](http://icmc.ttp.eu/sites/icmc.ttp.eu/files/MOST%20Project_0.pdf); ERN, 'Netherlands', accessed 13 February 2018, <http://icmc.ttp.eu/country/Netherlands>; Salomé Phillmann and Nathalie Stiennon, *10,000 Refugees from Iraq: A Report on Joint Resettlement in the European Union* (Brussels: ICMC, 2010), [www.refworld.org/pdfid/4c971b8d2.pdf](http://www.refworld.org/pdfid/4c971b8d2.pdf); TORRE, *TORRE Transnational Research: A Report on the Implementation of Resettlement Programmes in Favour of Refugees in Six EU Member States* (N.p.: TORRE, 2013), [www.resettlement-observatory.eu/images/transnational/TRANSNATIONAL\\_REPORT.pdf](http://www.resettlement-observatory.eu/images/transnational/TRANSNATIONAL_REPORT.pdf); ERN, 'History of ERN+', accessed 13 February 2018, <http://icmc.ttp.eu/page/history-ern>; ERN, 'The European Resettlement Network', accessed 13 February 2018, <http://icmc.ttp.eu/page/european-resettlement-network-0>; ERN, 'Welcome to the SHARE Network', accessed 13 February 2018, <http://icmc.ttp.eu/page/welcome-share-network>; ERN, 'EU Resettlement Skills Share Day in May 2012', accessed 13 February 2018, <http://icmc.ttp.eu/page/eu-resettlement-skills-share-day-may-2012>; ICMC Europe, *Welcome to Europe! A Comprehensive Guide to Resettlement* (Brussels: ICMC, 2013), [www.icmc.net/sites/default/files/documents/welcome-to-europe-2013.pdf](http://www.icmc.net/sites/default/files/documents/welcome-to-europe-2013.pdf); ERN, 'Know Reset Website', accessed 13 February 2018, <http://icmc.ttp.eu/resource/know-reset-website>; David Robinson et al., *Evaluation of the Trans-National Resettlement Project: UK and Ireland* (Sheffield, UK: Sheffield Hallam University, Centre for Regional Economic and Social Research, 2010), [www.shu.ac.uk/~media/home/research/cresr/files/eval-trans-national-resettlement-uk-ireland.pdf?la=en](http://www.shu.ac.uk/~media/home/research/cresr/files/eval-trans-national-resettlement-uk-ireland.pdf?la=en); U.S. Embassy and Consulate in Portugal, 'European Refugee Resettlement and Integration Workshops Kicked-off in Portugal' (press release, 23 February 2017), <https://pt.usembassy.gov/european-refugee-resettlement-integration-workshops-kicked-off-portugal/>; EU-FRANK, 'Newsletter 1/2017' (newsletter, 2017), [www.migrationsverket.se/download/18.4100dc0b159d67dc614a13b/1496401842710/EU-FRANK\\_nyhetsbrev1-2017.pdf](http://www.migrationsverket.se/download/18.4100dc0b159d67dc614a13b/1496401842710/EU-FRANK_nyhetsbrev1-2017.pdf); IOM and UNHCR, 'Emerging Resettlement Countries Joint Support Mechanism (ERCM)' (information sheet, IOM and UNHCR, Geneva, September 2016), <http://reporting.unhcr.org/sites/default/files/Information%20Sheet%20on%20ERCM%20September%202016.pdf>.

## Appendix C

**Table C-1. Relationship between peer-support goals and activities**

Types of goals	Types of peer-support activities				
	Sharing information	Co-creating informational materials on how to conduct resettlement	Co-creating tools to be used in resettlement programmes	Providing general training	Mentoring
Motivational	X				X
Informational	X	X		X	X
Operational			X	X	X
Relational	X	X	X	X	X
Innovative	X	X	X	X	X

**Table C-2. Considerations in the design of peer-support activities**

Common peer-support activities	Target audience	Level of investment	Expected outcomes	Follow-up activities
<b>Seminars and conferences (e.g., Global Refugee Sponsorship Initiative closed roundtable)</b>	Civil servants Civil society Politicians	One-off or repeated event (e.g., annually, monthly, ad hoc)	Sharing information; building support for resettlement activities; connecting relevant resettlement actors	Email or phone call from organisers and/or peers; sharing additional information
<b>High-profile events (e.g., EU Resettlement Awareness Day)</b>	Politicians	One-day event; preferably repeated annually or more frequently to build accountability; negotiations in advance and behind the scenes	Building political support for resettlement; creating resettlement programmes	Email or phone call from organisers and/or peers; press release or report of progress
<b>Working groups (e.g., UNHCR Contact and Core Groups)</b>	Civil servants Civil society Politicians	Repeated and regular meetings	Building political will for resettlement and sense of an international resettlement community; sharing information; building joint tools and infrastructure	press releases; progress reports; newsletters
<b>Study visits (e.g., EU-FRANK reception visit in Friedland, Germany)</b>	Civil servants Civil society	Single study visit or series of visits of one day or more; questionnaire in advance to determine interests	Sharing information; increasing capacity through trainings; connecting relevant resettlement actors	Email or phone call from organisers and/or peers; sharing additional information

**Table C-2. Considerations in the design of peer-support activities (cont.)**

Common peer-support activities	Target audience	Level of investment	Expected outcomes	Follow-up activities
<b>Exchanges (e.g., Luxembourg-Ireland selection interview observations)</b>	Civil servants	Ad hoc; single occurrence	Exchanging information; developing capacity and knowhow	Email or phone call between peers; sharing additional information
<b>Twinning (e.g., Transnational Resettlement UK and Ireland project, or TRUKI)</b>	Civil servants Civil society Politicians (shadowing selection missions)	Repeated interactions extending potentially from predeparture to postarrival stages	Building political will and support for the creation of a resettlement programme; developing capacity and knowhow	Mentorship; Email or phone call from organisers and/or peers; sharing additional information
<b>In person, phone, and email exchanges (e.g., on margins of conference)</b>	Civil servants Civil society	Ad hoc; sporadic contact	Exchanging information; building connections between resettlement actors	Email or phone call from peers; sharing additional information
<b>Reports and repositories of information (e.g., Know-Reset Mapping project)</b>	Civil servants Civil society	Research or development, often in connection with networks of resettlement actors; months to research, compile, and publish resources; translation of key materials	Exchanging information; empowering independent research	Dissemination activities, such as webinars and in person events
<b>Exchanging documents (e.g., questionnaires, cultural orientation national handbooks)</b>	Civil servants	One-off exchange	Sharing information; developing operational capacity	Email or phone call from peers; sharing additional information
<b>Sending expert to a new resettlement country (e.g., Swedish experts in Japan)</b>	Civil servants	Targeted support over set period of weeks	Building support for resettlement; developing capacity;	Mentorship; email or phone call from peers; sharing additional information
<b>Workshops (e.g., European Resettlement and Integration Technical Assistance, or EURITA)</b>	Civil servants Civil society	One-off event	Developing capacity and knowhow; creating connections between resettlement actors	Mentorship; email or phone call from peers; sharing additional information

**Table C-2. Considerations in the design of peer-support activities (cont.)**

<b>Common peer-support activities</b>	<b>Target audience</b>	<b>Level of investment</b>	<b>Expected outcomes</b>	<b>Follow-up activities</b>
<b>Trainings (e.g., EU Resettlement Skills Share Day)</b>	Civil servants Civil society	One-off or repeated event	Developing capacity and knowhow; creating connections between resettlement actors; encouraging innovative practices	Email or phone call from peers; sharing additional information and copies of presentations
<b>Creating tools</b>	Civil servants Civil society	Repeated meetings	Developing capacity for resettlement	Demonstrations of tool; awareness raising during meetings and conferences
<b>Joint infrastructure (e.g., TRUKI, Temporary Desk on Iraq, International Rescue Committee's Resettlement Support Centre)</b>	Civil servants Civil society	Regular meetings; more frequent meetings of an active steering committee	Developing capacity for resettlement	Informational materials to explain activities
<b>Networking (e.g., European Resettlement Network, or ERN)</b>	Civil servants Civil society	Online database of contacts; in-person meetings	Fostering connections between resettlement actors	Website/contact list maintenance
<b>Mentoring (e.g., Durable Solutions in Practice)</b>	Civil servants Civil society	Repeated and regular interactions of varying length	Developing capacity and knowhow; exchanging information; fostering connections between resettlement actors	Email or phone call from peers; sharing additional information
<b>Pilot projects (e.g. Temporary Desk on Iraq; Modelling of Orientation, Services, and Training Related to Resettlement and Reception of Refugees, or MOST project)</b>	Civil servants	Testing period of varying weeks or months	Developing innovative practices; building capacity	Report to share practices

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