

# Annual Results Report

**2022**

**Brazil**

## Acknowledgements

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# Section 1: Context and Overview

## 1.1 Changes to the Operational Context

UNHCR in Brazil worked within a complex environment that has undergone various changes in the past year, which included adjustments in the political, legal, economic health and security spheres. Such aspects have contributed to ongoing challenges related to border management, protection, integration, and security concerns, particularly in areas with high levels of criminal activity.

Brazil continued to host a diverse population of forcibly displaced and stateless people: 538,000 forcibly displaced people. The large majority comes from Venezuela (the Bolivarian Republic of), followed by Haiti, Cuba, Syrian Arab Republic, and the Democratic Republic of the Congo as the top countries of origin. In the past year, there was an increase in arrivals of people of other nationalities (who might be in need of international protection but are not currently in the asylum system), including from Haiti (7,000 people, representing a decrease of 14% if compared with 2021), Cuba (8,000 people, representing an increase of 200% if compared with 2021), and Afghanistan (4,400 people, representing an increase of 1600%, if compared with 2021). UNHCR responded to these changes by intensifying its efforts to provide emergency assistance, protection, and support for those in need.

In addition to addressing the immediate needs of displaced populations, UNHCR also worked to promote long-term solutions to displacement, including support for local integration and self-reliance. This has been particularly important given the prolonged nature of displacement for many individuals.

Overall, UNHCR operation in Brazil faces ongoing challenges, but remains committed to providing critical support for forcibly displaced and stateless people, with a focus on promoting durable solutions.

## 1.2. Progress Against the Desired Impact

### 1. Impact Area: Attaining Favorable Protection Environments

**PoC have access to territory, asylum and adequate reception conditions including registration and documentation to exercise their rights and access services.**

| Indicators   | Population Type             | Baseline (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|
| 1.1 Proportion of individuals seeking international protection who are able to access asylum procedures. | Refugees and Asylum-seekers | 100.00%         | 100.00%       |
| 1.2 Proportion of PoC who are able to move freely within the country of habitual residence. [GCR 2.1.2]  | Refugees and Asylum-seekers | 100.00%         | 100.00%       |
| 1.2 Proportion of PoC who are able to move freely within the country of habitual residence. [GCR 2.1.2]  | Stateless Persons           | 100.00%         | 100.00%       |

In 2022, Brazil made further progress towards implementing the pledges made in 2019 Global Refugee Forum. Brazil concluded its role as the pro-tempore presidency of the Quito Process in June 2022, when the main events of the Brazilian Chapter took place, resulting in the Brasilia Declaration. Under the leadership of Brazil, emphasis was given to the development of varied technical proposals for international cooperation with greater engagement of the donor community. In addition, the Brazilian Chapter offered the opportunity to share the good practices in the response to the arrival of Venezuelans, with a focus on asylum themes of which Brazil is the champion country, and the successful results of the voluntary internal relocation strategy. In addition to maintaining its humanitarian visas for Haitians, Syrians and Afghans, in 2022 Brazil also established a humanitarian visa policy for Ukrainians. In parallel, Brazil recognized the situation of serious and generalized human rights violations in Mali and Burkina Faso, which allow simplified procedures for refugee status recognition for these nationals.

UNHCR strengthened its work with local protection networks at key entry ports in the North, Southeast and South of Brazil to ensure access to territory through protection-sensitive entry procedures and the prevention of refoulement.

Capacity-building was provided to relevant actors, including the Federal Police and the justice system, on legal standards and the use of the digital platform for registering asylum claims, to ensure people in need of international protection find adequate assistance in support spaces, transit zones, and humanized care posts in international airports. Communications on access to asylum and statelessness determination procedures were disseminated in 7 languages, in key locations and on Help.unhcr.org, to allow forcibly displaced people to make voluntary and informed decisions.

UNHCR collaborated with the Government on registration and profiling in Roraima, Manaus and São Paulo, working on quality and sustainability standards. Registration activities were conducted countrywide through mobile registration in areas where refugees and migrants were most at risk. Humanitarian assistance interventions were overall reflected in UNHCR's registration and case management system, proGres v4, and data was maintained and updated on a continuous basis.

UNHCR also worked to continue strengthening the national asylum system through the strategic provision of technical guidance to national authorities, in particular the National Committee for Refugees (CONARE). Technical advice was provided to guarantee quality and efficiency of the refugee and statelessness status determination procedures using data analysis, country of origin information, technical support, and agile case processing modalities.

## 2. Impact Area: Realizing Rights in Safe Environments

PoCs are able to meet their basic needs and reduce their vulnerability.

| Indicators  | Population Type             | Baseline (2022) | Actual (2022) |
|---|-----------------------------|-----------------|---------------|
| 2.2 Proportion of PoCs residing in physically safe and secure settlements with access to basic facilities | Refugees and Asylum-seekers | Unknown         | 44.00%        |
| 2.3 Proportion of PoC with access to health services  | Refugees and Asylum-seekers | Unknown         | 77.00%        |

UNHCR nurtured positive relations with government authorities and advocated for the inclusion of people forced to flee in national programs and services. Access of refugees to state-funded social assistance schemes progressively increased and more than doubled from 2021 to 2022, reaching from 54,000 to 132,000 people, the majority being Venezuelans receiving cash transfer support such as Auxilio Brazil. This resulted not only from successful information-sharing mechanisms between UNHCR and the Ministry of Citizenship on refugee data but also from communications timely shared with refugees on available programs in Brazil.

Despite progress made for the inclusion of refugees and asylum-seekers into existing social protection schemes, there is indication that their poverty incidence is considerably higher relative to the national population, meaning further efforts are needed to address their unique vulnerabilities. This trend has been rising over the last few years, driven by more pronounced vulnerabilities of recent arrivals and the long-term effects of the COVID-19 pandemic on local economies and refugees themselves.

Refugees in Brazil continued to enjoy full access to the national health universal system, and following UNHCR's advocacy and operational support, they were included in national immunization schemes. In addition, 77% of those in need of medical attention were able to enjoy health care, according to recent monitoring surveys.

As part of "Operation Welcome", the emergency response led by the Government of Brazil to assist Venezuelans, UNHCR provided shelter assistance to 30,000 forcibly displaced people in the North (Boa Vista, Pacaraima and Manaus) as well as in destination cities for those who voluntarily relocated to other areas of the country seeking better socioeconomic opportunities. In 2022, UNHCR also offered technical and material support for shelter assistance to Afghan refugees in São Paulo.

## 3. Impact Area: Empowering Communities and Achieving Gender Equality

In an AGD approach, PoC are empowered and participate in humanitarian response and community-based protection.

| Indicators   | Population Type             | Baseline (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|
| 3.1 Proportion of PoC who have the right to decent work [GCR, 2.1.1] | Refugees and Asylum-seekers | 100.00%         | 100.00%       |
| 3.1 Proportion of PoC who have the right to decent work [GCR, 2.1.1] | Stateless Persons           | 100.00%         | 100.00%       |
| 3.2a Proportion of PoC enrolled in primary education                 | Refugees and Asylum-seekers | Unknown         | 90.00%        |
| 3.2b Proportion of PoC enrolled in secondary education               | Refugees and Asylum-seekers | Unknown         | 56.00%        |

|  |                             |         |        |
|--|-----------------------------|---------|--------|
| 3.3 Proportion of PoC feeling safe walking alone in their neighborhood (related SDG 16.1.4). | Refugees and Asylum-seekers | Unknown | 43.00% |
|--|-----------------------------|---------|--------|

UNHCR invested in engaging communities meaningfully and substantively in all aspects of protection programmes, empowering them to play a leading role in change – an approach known as community-based protection. In line with such strategy, UNHCR and partners reached approximately 3,000 forcibly displaced people with protection and initiatives promoting the sharing of social experiences with host communities through the work of 30 outreach volunteers nationwide. The composition of these outreach volunteer groups reflected different age, gender, and diversity profiles, including bringing together Venezuelans, both indigenous and non-indigenous, host community members, as well as refugees and migrants of other nationalities, such as Colombians and Haitians.

In the case of indigenous communities, culturally adapted communications strategies were developed, including the use of visual representations and the delivery of key messages through community leaders. This enabled UNHCR and partners to provide easily accessible and trustworthy information amongst refugee communities and ensure timely identification and referral of people at heightened risks to appropriate services.

## 4. Impact Area: Securing Solutions

**PoC attain durable solutions through voluntary internal relocation, resettlement and complementary pathways and socio-economic inclusion.**

| Indicators   | Population Type             | Baseline (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|
| 4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin. [RF/GCR 4.2.1] | Refugees and Asylum-seekers | 0               | 0             |
| 4.2a Number of PoC who departed on resettlement. [GCR 3.1.1]   | Refugees and Asylum-seekers | 0               | 0             |
| 4.2b Number of PoC who departed through complementary pathways   | Refugees and Asylum-seekers | 0               | 0             |
| 4.3b Number of refugees for whom residency status is granted or confirmed.                                     | Refugees and Asylum-seekers | 3,093           | 5,800         |

Brazil presents an adequate normative environment and a favourable context for socioeconomic inclusion of forcibly displaced people. Recognized refugees are granted residency, and naturalization can be claimed after 4 years in the country. Moreover, asylum-seekers have the right to have a provisional ID document, to work, and to remain in the country until a final decision on the asylum procedure is reached. However, single-parent families, persons with disabilities and elderly people, as well as indigenous peoples still find it harder to reach comprehensive solutions.

In 2022, UNHCR enhanced support for public authorities to adapt and improve their capacity for socio-economic and education integration strategies, paying greater attention to digital inclusion and access to the labour market. A variety of actors were engaged to improve access to employment and foster entrepreneurship opportunities, sustained by vocational training, job counselling, and learning of Portuguese for refugees to get income-generating opportunities more easily. In this context, the voluntary internal relocation strategy (known as “interiorização”) stands out as a positive practice to facilitate local integration where relocated refugees and migrants had more access to formal jobs, education, and housing compared to those who remained sheltered in the North: in 2022, over 25,000 Venezuelans were relocated from Roraima and Amazonas to more than 900 cities across Brazil.

Brazil's resettlement program – which was operational from 2002 to 2019 as a receiving country – suffered a setback since the start of the pandemic. At the same time, in 2022, Brazil took important steps on complementary pathways through humanitarian visa policies in support of Afghan and Ukrainian nationals. UNHCR thus focused its response on ensuring that forcibly displaced people living in Brazil, including arrivals through complementary pathways, can meaningfully access services, rights, and livelihoods opportunities.

## 1.3 Challenges to Achieving Impacts

UNHCR operation in Brazil faced various challenges in achieving comprehensive solutions for forcibly displaced and stateless people. These challenges cut across various operational areas, including protection, shelter, education, health, and livelihoods.

There were various legal and policy challenges that affected the ability of forcibly displaced and stateless people to access protection, services, and opportunities. To start with, these challenges stemmed from the lack of a National Policy for Migration, Asylum and Statelessness. There was also the need to have a more inclusive access to information so that refugees and other forcibly displaced people could obtain documentation and access services in a timely manner.

Forcibly displaced and stateless people often faced significant social and economic barriers, including discrimination, stigmatization, and limited access to education and employment opportunities. This could significantly impact their ability to rebuild their lives and achieve self-reliance. After the pandemic, this was even more pronounced among women (in particular, female-headed households), adolescents, persons with disabilities, indigenous peoples, lesbian, gay, bisexual, transgender and intersex persons and other individuals with specific needs.

In some rural areas, access to basic services such as healthcare, education, and shelter can be limited, which could have had significant impacts on the wellbeing of forcibly displaced and stateless people.

Overall, these challenges posed significant barriers to achieving impacts across all impact areas. Nevertheless, UNHCR remained committed to providing critical support to Brazil's efforts to protect forcibly displaced and stateless people, with a focus on promoting durable solutions for those in need.

## 1.4 Collaboration and Partnerships

UNHCR successfully engaged with a wide range of global and local stakeholders to support forcibly displaced people achieve a better quality of life. Along with the UN Global Compact Brazil, UNHCR encouraged private sector's engagement in refugee employability which best practices were highlighted through the "Companies with Refugees Forum". UNHCR also strengthened cooperation initiatives with international financial institutions, including the World Bank, the International Finance Corporation, and the Inter-American Development Bank, to better connect humanitarian interventions to longer-term development efforts through policy advocacy and inclusion of refugees in their programming. Research, awareness-raising and academic cooperation were promoted through the Sérgio Vieira de Mello Academic Chair bringing together 38 Brazilian universities. Partnerships with Santos Football Club and Salgueiro Samba School stimulated solidarity towards the plight of refugees through sports and cultural activities and fostered refugees' meaningful participation in host communities. UNHCR also leveraged innovative partnerships to improve living conditions in shelters and encourage refugees' participation in the design and management of these sites. The collaboration between UNHCR with the Brazilian Institute of Geography and Statistics made possible the inclusion of displaced populations, in the 2022 National Census. The Inter-agency Coordination Platform for Refugees and Migrants from Venezuela (R4V), co-led by UNHCR and the International



Organization for Migration (IOM), articulated the interventions of 55 UN agencies and civil society organizations, including 6 led by Venezuelans, complementing the government's humanitarian response. UNHCR also actively contributed to the United Nations country team's endeavors, mainstreaming the refugee agenda in the new United Nations Sustainable Development Cooperation Framework (UNSDCF) 2023-2027, and co-leading with IOM the setting of its humanitarian-sustainable development pillar.

## Section 2: Results

### 2.1. Outcomes and Achievements

#### 1. Outcome Area: Access to Territory, Reg. and Documentation

**People UNHCR serves have access to territory, registration, documentation and timely referral to protection and humanitarian assistance, and refoulement is prevented.**

| Indicators  | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|---|-----------------------------|-----------------|---------------|---------------|
| 1.1 Proportion of refugees and asylum seekers registered on an individual basis.  | Refugees and Asylum-seekers | 100.00%         | 100.00%       | 100.00%       |
| 1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority. [SDG 16.9.1 - Tier 1] | Refugees and Asylum-seekers | Unknown         | 80.00%        | 92.99%        |
| 1.3 Proportion of PoC with legally recognized identity documents or credentials [GCR 4.2.2].                                    | Refugees and Asylum-seekers | Unknown         | 90.00%        | 100.00%       |

#### Progress Against the Desired Outcome

Brazil maintained an open-border policy ensuring admission, registration, documentation and freedom of movement in the national territory for all persons in need of international protection. UNHCR and partners conducted registration, documentation, protection monitoring, case management and referrals to protection networks, targeting all people that UNHCR and partners support, regardless of nationality, to ensure timely access to protection and humanitarian assistance.

Continuous collaboration with the Government of Brazil on registration and profiling of forcibly displaced and stateless people resulted in achieving quality standards and sustainability for the government's registration system. Integrating the use of institutional registration and identity management tools, UNHCR continued to support forcibly displaced people to enjoy access to rights and services in Brazil, including documentation, health, education, and livelihoods opportunities. National authorities issued birth registration and documentation for all children born in Brazil, as well as other civil status documentation for refugee children and adults.

In 2022, UNHCR registered 40,000 forcibly displaced people in Brazil, including in and outside temporary shelters in the North through mobile registration activities in areas where they were most at risk, but also in the rest of the country to strengthen case management and protection activities. Through registration activities, UNHCR was able to better design, plan, target, deliver, and monitor humanitarian interventions across multiple sectors. Beyond renewing the Data Sharing Agreement (DSA) with the Government, UNHCR also engaged other key stakeholders in better coordination on the use and confidentiality of personal data in humanitarian action, in compliance with UNHCR Data Protection Policy. Additionally, the use of UNHCR Identity Management systems helped minimize the risks of duplication and fraud.

According to needs assessments carried out in 2022, most Venezuelans (98%) had access to documentation, whether as an asylum-seeker, recognized refugee, or residency permit holder. Virtually everyone (99%) had received the individual taxpayer identification number (Cadastro de Pessoa Física, CPF), which facilitates access to a wide range of rights and services, including social protection programmes, and 96% were enrolled in the national healthcare system (Sistema Único de Saúde, SUS).

## Challenges to Achieving Outcome

Considering the evolving nature of registration, which adapts to operational needs, in 2022 UNHCR was confronted with human resources and technical limitations. This led to a slower response and less regular training sessions offered to partners working on registration.

When entry measures linked to COVID-19 were eased, access to the territory was restored and those who entered irregularly during the period of border restrictions were allowed to apply for asylum or temporary residency. UNHCR advocated with national and local authorities to increase access to documentation and reduce waiting times, resulting from the accumulated demand and little standardization in documentation procedures across regions. To overcome this challenge, UNHCR supported the Federal Police's processing capacities with extra staffing support.

Although efforts were doubled to support broader access to asylum and documentation, there were still more than 130,000 pending asylum claims in Brazil by the end of 2022.

## 2. Outcome Area: Status Determination

**People UNHCR serves have access to status determination through a strengthened asylum system in compliance with national legislation and international instruments.**

| Indicators   | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|---------------|
| 2.1 Average processing time (in days) from registration to first instance asylum decision (disaggregated by individual and group procedures).              | Refugees and Asylum-seekers | 1,763.00        | 1,763.00      | 1,577.00      |
| 2.2 Proportion of individuals undergoing asylum procedures who have access to legal advice or representation.  | Refugees and Asylum-seekers | 100.00%         | 100.00%       | 100.00%       |
| 2.3 Proportion of individuals undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim. | Refugees and Asylum-seekers | 100.00%         | 100.00%       | 100.00%       |

## Progress Against the Desired Outcome

UNHCR provided technical and human resources support to the Government of Brazil to improve the national asylum system so that the needs of applicants were met through a simple, quick, and fair processing of asylum procedures, in accordance with international and national standards. This support was provided in the framework of the cooperation agreement in place with the Ministry of Justice and Public Security, which were valid until December 2025.

More than 50,000 new asylum applications were submitted in Brazil last year, with asylum-seekers from Angola, Cuba, and Venezuela among the top three nationalities. However, the waiting time for a decision to be taken remained high due to processing capacities and procedures. On average, it took more than 2.5 years between the application date and the first instance decision. In 2022, the National Committee for Refugees (CONARE) held eight plenary sessions and decided on approximately 6,500 asylum claims, 62% more than in the previous year.

CONARE applies the extended refugee definition, based on the Cartagena Declaration, for Afghan,

Burkinabe, Iraqi, Malian, Syrian, and Venezuelan nationals. This forgoes the need to review individual claims, thus expediting the asylum process. In the case of Venezuelans, the decision recognizing that the situation in Venezuela continued to give rise to serious and generalized human rights violations was renewed in November 2022 and would be reassessed in March 2023.

To guarantee quality and efficiency in the Refugee Status Determination (RSD) process, UNHCR supported CONARE with two Junior Research Assistants dedicated to the production of Country-of-Origin Information (COI) who contributed to more than 40 COI reports as well as three information guides on specific profiles.

## Challenges to Achieving Outcome

Although the Brazilian refugee legislation could be considered exemplary in terms of facilitating access to asylum, the time taken to process cases and the electronic access to the asylum applications (SISCONARE) remained the major challenges. UNHCR made efforts to provide translation support on SISCONARE, currently only available in Portuguese, but asylum-seekers who lack digital literacy and were not fluent in Portuguese still faced difficulties.

Limited financial resources and dedicated personnel were the main constraints to achieve desired outcomes. Increased technical support to CONARE through additional staff and contributions in technology were still very desirable to tackle the asylum backlog and address situations of manifestly unfounded claims while ensuring procedural safeguards; and overall strengthen CONARE's case management, including the provision of quality interpretation services and specific procedures for asylum-seekers with specific needs.

## 4. Outcome Area: Gender-based Violence

**People UNHCR serves, including the LGBTIQ+ community have access to services, regardless of their sex, sexual orientation or gender identity, and receive timely and appropriate support to acts of gender-based violence; while authorities, UNHCR and civil society actors contribute to the prevention and risk mitigation of gender-based violence.**

| Indicators  | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|---|-----------------------------|-----------------|---------------|---------------|
| 4.1 Proportion of PoC who know where to access available GBV services | Refugees and Asylum-seekers | Unknown         | 71.00%        | 89.01%        |
| 4.2 Proportion of POCs who do not accept violence against women.      | Refugees and Asylum-seekers | Unknown         | 60.00%        | 97.00%        |

## Progress Against the Desired Outcome

In 2022, UNHCR developed communication materials so that people would be informed about available services and protection support that exist in Brazil, with a specific focus on prevention and response to gender-based violence. Joining efforts with local authorities and other UN agencies, UNHCR worked to achieve more inclusive services and ensure that gender-based violence survivors knew how to initiate a care pathway, wherever they are.

As a result, forcibly displaced people became more aware of legislative frameworks for the protection of women and girls and were empowered to report and seek help in case of violence. During assessments, refugee women in Brazil recognized in the Maria da Penha law (established in 2016 to set up mechanisms to curb domestic and family violence against women) an effective protection tool to respond to gender-

based violence situations. Also 90% of refugees affirmed knowing at least one organization offering gender-based violence services in the country. Moreover, 95% of respondents stated they did not see gender-based violence as justified, even in domestic settings – a result of continuous awareness-raising interventions led by UNHCR and partners on themes of alternative masculinities, sexual and reproductive rights, economic empowerment, psychosocial monitoring, among others.

Some methodologies were adapted to address gender, masculinities, and prevention of gender violence within indigenous communities, including promoting a more active participation of women in these activities. Initiatives focusing on new masculinities and deconstructing gender myths were carried out in the emergency shelters where indigenous peoples were living in Roraima. In addition, the indigenous leadership courses developed in Pará and Roraima promoted the active participation of women in management and community leadership.

Similarly, gender-based violence prevention activities were carried out across the country during the “16 Days of Activism”, focusing on community work with indigenous and non-indigenous youth, women, men and LGBTQI+ people. These activities facilitated greater adherence to ongoing community practices on identification of gender-based violence risks and helped to bring refugee and host communities closer on themes related to gender-based violence.

## Challenges to Achieving Outcome

Although the 2022 Regional Gender-Based Violence Assessment showed that over 50% of refugee women was able to recognize risk factors of violence and knows how to activate support mechanisms, a key challenge was ensuring that information on available gender-based violence response services was easily accessible and clear to whoever would need it. Therefore, refugee communities should be provided regularly with adequate information which reflects cultural, age, gender, and diversity considerations.

Moreover, given the cultural and linguistic barriers, local health, justice and protection services were not always prepared to provide culturally sensitive care in cases of gender-based violence. For that reason, advocacy and capacity-building efforts with local protection networks should be expanded so that service providers can be fully aware of forcibly displaced people’s specificities and rights.

## 7. Outcome Area: Community Engagement and Women's Empowerment

**People UNHCR serves at heightened risk or with specific needs including children, LGBTQI+, people with disabilities, elderly, and others, have access to timely protection, assistance, and solutions.**

**Indigenous peoples have access to culturally appropriate protection, assistance and solutions and participate in the development of differentiated policies.**

**People UNHCR serves and host community groups are actively engaged in developing community protection, assistance and solutions, including in favour of peaceful coexistence.**

| Indicators   | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|---------------|
| 7.1 Proportion of PoC who participate meaningfully across all phases of the OMC.     | Refugees and Asylum-seekers | 100.00%         | 100.00%       | 100.00%       |
| 7.2 Proportion of PoC who have access to effective feedback and response mechanisms. | Refugees and Asylum-seekers | 98.99%          | 100.00%       | 99.43%        |

## Progress Against the Desired Outcome

UNHCR promoted and supported community-based structures within emergency shelters, as well in spontaneous settlements and urban areas nationwide, to strengthen the capacities of refugees to propose and implement their own solutions to the challenges affecting their lives. Refugee groups were assisted in setting up and consolidating effective and participative bodies, being able to identify and voice the needs for the rest of the community, and allowing for the meaningful participation of women, adolescents, persons with disabilities, indigenous people, LGBTQI+ and other individuals with specific needs.

In Pará, support was provided for indigenous structures that stemmed from the Indigenous Leadership School conducted during 2022 and that equipped these groups with knowledge about their individual and collective rights in light of international and national legal frameworks. Special attention was given to the efforts led by indigenous peoples to strengthen their links with Brazilian indigenous leaders, as well as support organizations that can play a crucial role in their access to rights and services in the country.

In São Paulo, an important initiative was the training of Afghan cultural mediators to act in the Humanized Post of the airport and in public shelters, supporting the Afghan population with information about the local context, rights, duties, and services existing in the country.

UNHCR also supported initiatives to strengthen refugee women's leadership, investing in their socioeconomic empowerment and promoting women's leadership and substantive participation in the humanitarian response.

At the same time, outreach volunteers made possible the active participation of refugee populations in local responses by facilitating the dissemination of key information on rights and services and acting as a community feedback mechanism that recognized how refugees evaluate access to their rights, and file doubts and possible complaints. Moreover, in 2022, people from the host communities began to be integrated as outreach volunteers to strengthen actions of peaceful coexistence and local integration.

Finally, in 2022, 700 refugees participated in consultations and assessments carried out by UNHCR in shelters, settlements and indigenous communities. Since access to employment, risks of labour exploitation, education, housing, gender-based violence, were identified as their main concerns, UNHCR and partners designed together with refugees a series of community-based interventions and empowerment strategies to mitigate them.

## Challenges to Achieving Outcome

The temporary nature of emergency shelters in the North of Brazil had limited opportunities for substantial empowerment of the people residing in these spaces. Sheltered communities tended to perceive and consolidate the traditional leadership of those who were already leaders in their country of origin, and other instances may end up being less represented.

Although UNHCR contributed to improve the infrastructure of those shelters targeting indigenous peoples, and did so in consultation with communities, most of these spaces would benefit from additional work to ensure they reflected their sociocultural dynamics and, ultimately, help mitigate community tensions and boost active engagement in protection responses.

Also, challenges in developing an accountability system that was more accessible at the community level still existed, including the need for a disaggregated approach and effective and culturally appropriate feedback mechanisms.

## 8. Outcome Area: Well-Being and Basic Needs

**People UNHCR serves have access to cash, in-kind assistance and public services.**

| Indicators   | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|---------------|
| 8.1 Proportion of PoC in need that receive cash transfers or in-kind assistance.                       | Refugees and Asylum-seekers | 31.10%          | 80.00%        | 48.89%        |
| 8.2 Proportion of PoC with primary reliance on clean (cooking) fuels and technology [SDG 7.1.2 Tier 1] | Refugees and Asylum-seekers | Unknown         | 60.00%        | 99.01%        |

### Progress Against the Desired Outcome

In Brazil, cash assistance was designed to support both people participating in the voluntary internal relocation strategy and vulnerable people in need of humanitarian support. In 2022, more than 6,000 people received cash assistance.

In the context of the internal relocation strategy within the humanitarian response “Operation Welcome”, UNHCR provided cash assistance to Venezuelans relocated from the North of Brazil under the “employment-based” modality. When arriving in the destination city and before receiving their first salary, these people were supported with cash assistance to meet their basic needs such as rent, food, transportation, and utilities. In 2022, 800 Venezuelans received cash assistance as part of their relocation, the majority being women (63%). Cash assistance was also provided to 900 Venezuelans relocated under the “institutional modality”, which supports those most vulnerable who were temporarily accommodated in Relocation and Integration Centres in the South and Southeast of the country.

In addition, cash assistance continued to be complemented with in-kind assistance encompassing a large variety of locally sourced and imported items. In early 2022 the operation was able to successfully onboard a specialized warehouse management company. This was a milestone for further improving inventory management activities and better utilizing available resources. In general, the number of core relief items released from the warehouse decreased considerably when compared to 2020 and 2021. This may be explained by the sustained increase of cash as preferred assistance modality (as experienced over the last few years), combined with the reduction in the number of emergency shelters and available slots in Roraima.

Nevertheless, UNHCR considerably expanded the level of in-kind assistance provided outside shelters in Roraima. The best example was the countrywide distribution of core relief items to support Relocation and Integration Centres, that took place during the beginning of the year and helped UNHCR reach 40 different partners in 14 states. UNHCR also provided punctual support to several governmental entities at local level in situations of natural disasters, such as the floodings in Bahia.

### Challenges to Achieving Outcome

The growing numbers of people in need outpaced available resources for cash assistance, which imposed extra rigor in the identification of targeted profiles. The operation witnessed the highest food price increase



and had to deal with the discontinuation of the Financial Service Provider as its operational capacity was no longer adequate.

Similar challenges underpinned the provision of in-kind assistance. Scarcity of raw materials in the local market, coupled with a global disruption of supply chains, heavily impacted prices and supply processing times. Common procurement processes with other UN agencies also posed challenges given differences in organizational priorities.

Although the quantity of core relief items distributed outside Roraima represented only 40% of all, UNHCR's distribution was very much scattered to respond to growing needs in more locations.

## 9. Outcome Area: Sustainable Housing and Settlements

**People UNHCR serves have access to adequate and timely shelter assistance.**

| Indicators   | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|---------------|
| 9.1 Proportion of PoCs living in habitable and affordable housing.           | Refugees and Asylum-seekers | Unknown         | 85.00%        | 26.00%        |
| 9.2 Proportion of PoC that have energy to ensure lighting (close to Sphere). | Refugees and Asylum-seekers | Unknown         | 60.00%        | 70.19%        |

### Progress Against the Desired Outcome

UNHCR continued to provide dignified accommodation to the most vulnerable, focusing on site management, technical guidance, monitoring and coordination of emergency shelter facilities located primarily in Roraima. UNHCR also invested in supporting 10 Relocation and Integration Centres that host people relocated from the North to different states of Brazil. Overall, 30,000 forcibly displaced people benefitted from emergency and transitional shelter assistance in 2022.

After a process of shelter restructuring and consolidation, which aimed to amplify dignified emergency shelter solutions and to provide better cost-effective management, UNHCR now coordinates 7 shelters in Boa Vista and Pacaraima with a total capacity of 8,600 people. Such significant improvements entailed the merging of Rondon 1 and 4 shelters, and the closing of three indigenous sites (Nova Canaã, Tancredo Neves, and Pintolândia), while their residents were transferred to a new space, the Waraotuma a Tuaranoko shelter. This facility was built in line with Sphere international standards as well as reflecting the needs of the communities (as voiced by them in participatory assessments) and ensuring the application of a culturally sensitive approach. In addition, UNHCR suspended its activities in the BV-8 Annex – the overnight space which had helped to drastically reduce the number of people in a street-like situation in Pacaraima – in recognition of more stable reception and documentation conditions locally.

Additional progress was made in Boa Vista, including the coordination with public security forces to reinforce security in the neighbourhoods where shelters are located, as well as inside them, which resulted in the creation of a local Working Group on security issues. Also, together with Cisco, UNHCR started to provide free internet in the shelters of Roraima.

Moreover, in response to the needs of Afghan refugees arriving in Brazil, UNHCR stepped up efforts in coordination with public authorities and civil society organizations and supported the opening of two emergency facilities by the end of 2022, with capacity for some 80 people. Both shelters operated as part of the emergency response activated in São Paulo, while at the same time UNHCR worked in close coordination with the local government to mobilize specific resources to facilitate humanitarian assistance to the newly arrived Afghan refugees.



## Challenges to Achieving Outcome

The deteriorating economic situation impacted the ability of forcibly displaced people to cover rent costs and access adequate housing. Assessments recently conducted by UNHCR showed that 61% of respondents recognized housing expenses as their most significant outgoing, while 28% of households living in private accommodations faced housing insecurity. Considering the high number of refugees in need of affordable housing, UNHCR's investment in emergency shelters is still critical.

Emergency shelters in the North showed signs of aging, thus increasingly requiring major improvements and repairs. That was mainly due to the use of shelter structures for long periods of time, despite their goal of being emergency apparatus. Challenges included sewage management, ensuring safe drinking water and supply, and stormwater management. Also, the thermal comfort was a challenging aspect, so replacing the Refugee Housing Units with Transitional Shelter Units would provide more dignified shelter solutions.

## 13. Outcome Area: Self Reliance, Economic Inclusion and Livelihoods

**National and local policies and programmes facilitate socio economic integration of people UNHCR serves.**

| Indicators  | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|---|-----------------------------|-----------------|---------------|---------------|
| 13.1. Proportion of PoC with an account at a bank or other financial institution or with a mobile-money-service provider [SDG 8.10.2 Tier 1]. | Refugees and Asylum-seekers | Unknown         | 60.00%        | 76.01%        |
| 13.2. Proportion of PoC who self-report positive changes in their income compared to previous year.   | Refugees and Asylum-seekers | Unknown         | 33.00%        | 20.00%        |
| 13.3 Proportion of PoC (working age) who are unemployed.  | Refugees and Asylum-seekers | Unknown         | 0.00%         | 17.01%        |

## Progress Against the Desired Outcome

In 2022, UNHCR and partners assisted 11,000 refugees and migrants with job placement, self-employment and entrepreneurship initiatives, including over 2,000 indigenous peoples. 1,280 forcibly displaced people received Portuguese classes and another 2,800 people benefitted from vocational trainings.

Along with the UN Global Compact in Brazil, UNHCR further engaged with private companies, through the enhancement of the "Companies with Refugees Forum", which was a network committed to expanding labour inclusion of refugees. The Forum reached 72 members and promoted 33 events reaching more than 2,000 people from over 100 companies. With support of the Forum, the UN Global Compact and UN Women, in the framework of the project "Empowering Refugee Women", 100 Venezuelan women, including women with disabilities, were connected to employment opportunities, and were relocated together with their families to cities with better socio-economic prospects.

Regarding self-employment, UNHCR increased its support to refugee entrepreneurs through the online platform "Refugee Entrepreneurs". In total, the platform hosts 125 entrepreneurs promoting their businesses by referring consumers to their social network accounts. Moreover, the platform gathers relevant information for entrepreneurs, promotes mentorship and capacity-building. Also, given entrepreneurs need to be financially educated, UNHCR partnership with the Brazilian Central Bank was strengthened for dissemination of relevant information on financial inclusion connected with the partnership with ABCRED (Associação Brasileira de Entidades Operadoras de Microcrédito e Microfinanças) to foster access of refugee entrepreneurs to microcredit loans.

These initiatives and partnerships contributed, together with the post-Covid economic recovery, to an increase in the numbers of refugees accessing formal employment, with only Venezuelans reaching more than 75,000 formally employed workers according to the Ministry of Employment's official data.

Moreover, the Sérgio Vieira de Mello Academic Chair continued to promote access to tertiary education, revalidation of diplomas, research and outreach programs to thousands of people forced to flee. The academic network reached 38 universities by the end of 2022, of which 22 had facilitated admission procedures for forcibly displaced and stateless people. Thus, the network ensured 770 specific vacancies for refugees and asylum-seekers in its courses. About 470 refugees and asylum-seekers were undergraduate students, in addition to 20 master students and 10 PhD students. Finally, 22 universities promoted advocacy interventions at various levels, by participating in local and state refugee committees/councils and supporting local and state governments in designing and implementing public policies.

## Challenges to Achieving Outcome

Although the Brazilian legislation did not impose legal restrictions on refugees to carry out income generation activities, research indicates that they did face higher levels of unemployment, informality, underemployment, and lower salaries than the Brazilian population.

In 2022, the revalidation of academic diplomas remained a bureaucratic and costly process, which hindered the access of refugees to professional positions in line with their education and experience. Only one implementing partner had expertise in this area and supported with 56 diplomas validated last year; although it is known that there are more than 100 cases pending completion of the process.

Furthermore, access to sustainable livelihoods for persons with specific needs remains a major challenge, mainly for indigenous peoples due to their cultural, educational and professional background, as well as discrimination, lack of information of labour rights in Brazil and barriers to access vocational training.

## 15. Outcome Area: Resettlement and Complementary Pathways

**Resettlement and complementary pathways programmes are promoted and developed in Brazil as a receiving country.**

| Indicators   | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|---------------|
| 15.1 Number of refugees submitted by UNHCR for resettlement. | Refugees and Asylum-seekers | 0               | 0             | 0             |

## Progress Against the Desired Outcome

In 2022, UNHCR continued to work closely with the Federal Government for the reactivation of the Brazilian resettlement program, having developed an advocacy strategy to gather high-level government support to that end and to advance on piloting community sponsorship initiatives. In this context, UNHCR provided technical assistance to government authorities, including the Ministry of Justice and Public Security and the Ministry of Foreign Affairs.

Brazil continued to fulfil its 2019 Global Refugee Forum pledge of expanding the humanitarian visa programme to other nationalities than the ones already benefiting from such initiative. In March, the Government introduced a humanitarian visa policy for Ukrainian nationals allowing 250 Ukrainians to enter Brazil in 2022. Additionally, 6,300 humanitarian visas were authorized for Afghan nationals, out of which 4,400 Afghans entered Brazil in 2022. Coordination efforts and technical support was provided to the Ministry of Foreign Affairs, particularly in the second semester of 2022, to address increasing numbers of

Afghan humanitarian visa holders in Brazil. Finally, through the humanitarian visa policy established for those affected by the conflict in Syria, there were 470 Syrian nationals who arrived in Brazil in 2022.

UNHCR also continued to provide technical support to civil society organizations interested in assisting with the arrival and integration of Afghan and Ukrainian nationals in the country, having organized capacity-building initiatives to enhance the capacities of these networks and promote peer-to-peer exchanges with a focus on improving reception and integration perspectives.

In this context, the Sustainable Resettlement and Complementary Pathways Initiative played a critical role in advancing complementary pathways initiatives in 2022: beyond capacity-building efforts, UNHCR was able to carry out a variety of activities aimed at supporting the arrival and local integration of Afghans in Brazil. UNHCR produced tailored communications materials in the most needed languages spoken by refugees and other forcibly displaced people; hired cultural mediators; facilitated Portuguese courses with specific methodology and a substantial practical component; trained outreach volunteers; and supported the organization of peaceful coexistence projects.

## Challenges to Achieving Outcome

The outbreak of the COVID-19 pandemic caused the suspension of Brazil's resettlement program in 2020. 2022 political developments, including the presidential elections, limited the government's ability to further the discussion regarding the reactivation of its resettlement program and delayed the launching of a community sponsorship initiative, as pledged by Brazil at the Global Refugee Forum in 2019.

In terms of complementary pathways, however, Brazil has shown a unique humanitarian will, and great solidarity to welcome displaced populations. Once in Brazil, beneficiaries of humanitarian visas have access to all public services and social benefits available to nationals. Nevertheless, the lack of a specific federal assistance program to support humanitarian visa holders has generated challenges, having exerted significant pressure on local governments, civil society actors and UNHCR, considered the progressive increase in arrivals with notable needs in shelter assistance and local integration support.

## 16. Outcome Area: Integration and other Local Solutions

**Voluntary internal relocation is available to a higher and more diverse number of people UNHCR serves in coordination with authorities and civil society organizations.**

| Indicators   | Population Type             | Baseline (2022) | Target (2022) | Actual (2022) |
|--|-----------------------------|-----------------|---------------|---------------|
| 16.1. Proportion of PoC with secure tenure rights and/or property rights to housing and/or land [revised SDG indicator 1.4.2]. | Refugees and Asylum-seekers | Unknown         | 66.00%        | 26.00%        |
| 16.2. Proportion of PoC covered by social protection floors/systems [SDG 1.3.1].   | Refugees and Asylum-seekers | 48.36%          | 66.00%        | 66.73%        |

## Progress Against the Desired Outcome

The strategy of "interiorização" entailed the voluntary relocation of documented Venezuelans from the state of Roraima to other parts of Brazil where integration opportunities are higher, thus relieving pressure on border communities. UNHCR continued to support all four modalities of such strategy, specifically promoting the "institutional modality" given its importance to ensure protection and socioeconomic inclusion for the most vulnerable, and actively engages with private companies for them to provide and expand job opportunities for Venezuelans relocated under the employment-based modality.

Recent socio-economic studies supported by UNHCR confirmed the relevance of the voluntary internal

relocation strategy for the effective integration of Venezuelans in Brazil and the need to continue prioritizing shelter-exit strategies in Roraima. Even in the context of the COVID-19 pandemic, refugees and migrants from Venezuela who participated in the relocation strategy had more access to formal jobs, education, and housing compared to those living in Roraima's shelters: 80% of those who relocated from the North of Brazil to other regions were able to integrate into the labour market. In addition, the average income of Venezuelans after being relocated is slightly above the Brazilian minimum wage, though about half the average of Brazilian salaries. Findings also showed improvements in the unemployment rate among relocated Venezuelans (17.8%) compared to those sheltered in Roraima (30.8%).

In view of that, in 2022, 25,000 Venezuelans were voluntarily relocated from Roraima to 900 cities across the country. Among them, 150 people benefited from the "Empowering Refugee Women", a UNHCR, UN Global Compact Brazil and UN Women initiative. In 2022, the project offered professional training to more than 100 vulnerable women (including people with disabilities), with classes in Boa Vista and Curitiba. After the course, 60 women and family members were hired, resulting in some 140 people relocated to other cities of Brazil. Lojas Renner, a partner company in the project, trained 20 women in Logistics Processes in Boa Vista and hired 10 women to work at its Center of Distribution in Cabreúva, São Paulo.

## Challenges to Achieving Outcome

Although the voluntary relocation strategy was a powerful mechanism to ensure self-reliance of forcibly displaced people, budget constrains diminished UNHCR's capacity to increase the number of vulnerable Venezuelans supported to access the program in the institutional modality. Also, the increased vulnerability in the profile of Venezuelans in need to be relocated has posed additional strains in the Reception and Integration Centres, resulting in lengthier stays and consequently reduced capacity to absorb the demand for relocation from Roraima.

In parallel, formal labour opportunities for people with specific needs who had greater difficulties in accessing formal employment needs to be expanded. The indigenous Venezuelans continued to face distinct challenges for employment placement such as discrimination, lack of information of labour rights and language barriers, while lack of available public services (such as absence of childcare services) was also a limiting factor.

## 2.2. Age, Gender and Diversity

To ensure transparent communication and community engagement, UNHCR promoted tools such as the Help page, a Chatbot in Roraima and the complaint box model to receive feedback and suggestions. Accountability to the people whom UNHCR serves was also ensured through shelter activities where diverse committees were created or strengthened to ensure refugees actively participate in their reception response and are informed, consulted, and engaged in identifying challenges and solutions. Moreover, communication with communities' initiatives were strengthened to facilitate participation of forcibly displaced people in the design, implementation, and monitoring of all activities and to share accurate and relevant information on the rights of refugees.

Actions aimed at empowering families on issues of gender equality and social deconstruction of gender roles were promoted, besides the dissemination of information on rights and services provided by local protection networks and government actors. In this sense, training sessions for refugee and migrant women, as well as local protection networks, were held nationwide so they could better understand the legal framework for the protection of women and girls in Brazil and gender-based violence reporting mechanisms. Moreover, age, gender, and diversity considerations were also broadly highlighted in livelihoods and integration initiatives. Indigenous refugees' specificities were also taken into consideration and led to the development of tailored responses given their compounded challenges accessing basic goods and services such as food, education, and health.

Data from proGres v4 continued to reflect registered people with disaggregated data by age, sex, legal status, ethnicity, and specific needs (including disability codes). The software was successfully rolled out to

partners nationwide, ensuring UNHCR, with partners' support, carries out solid internal programming based on identified gaps and needs of the population.

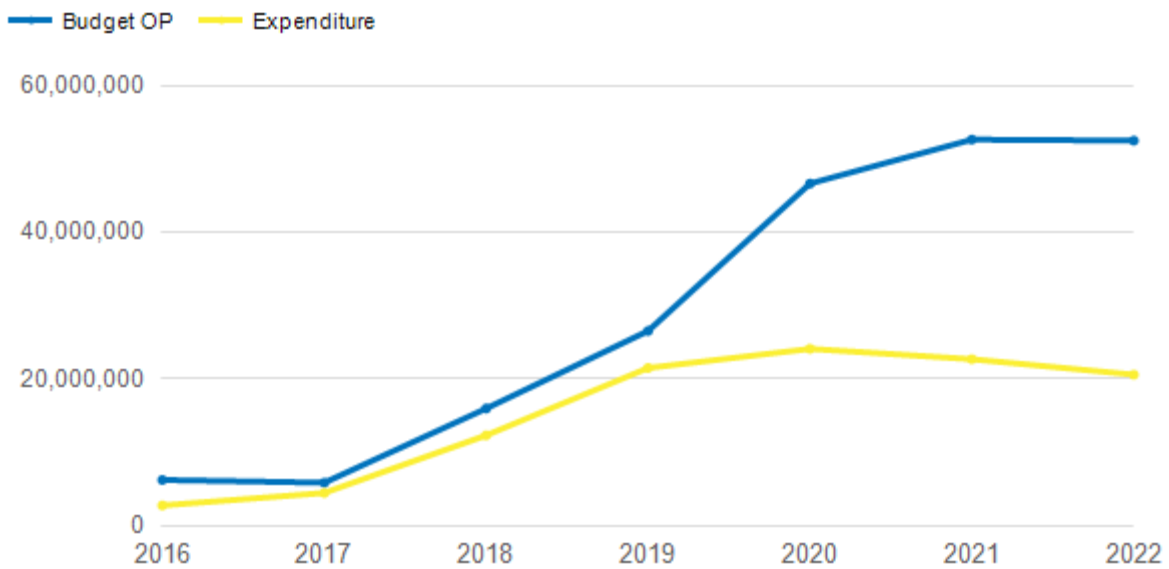
## Section 3: Resources

### 3.1 Financial Data

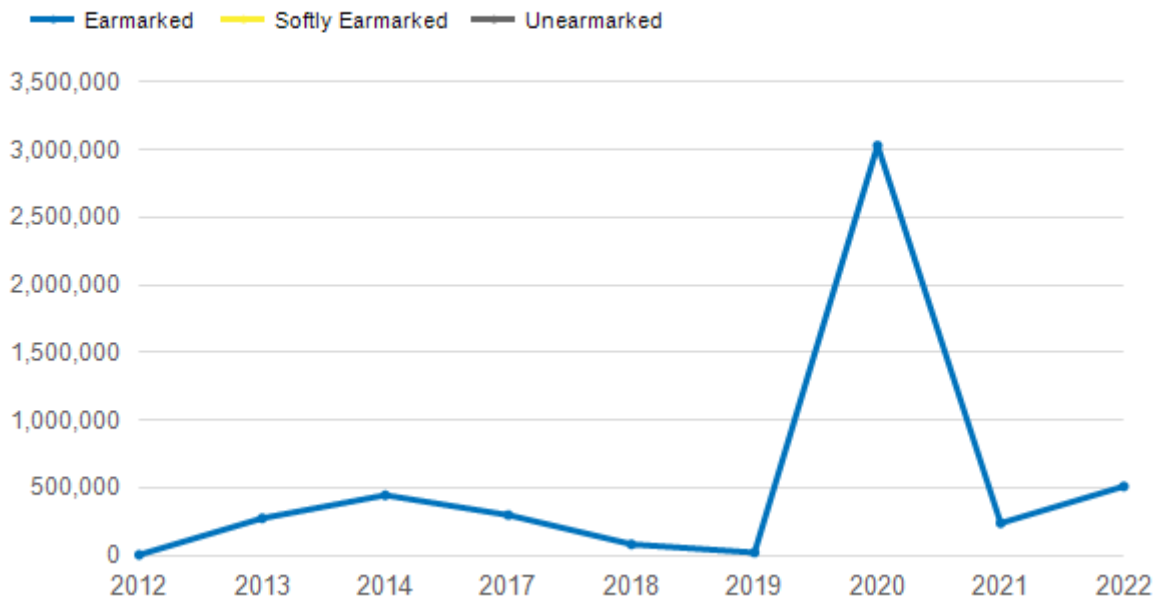
| Impact Area      | Final Budget      | Funds Available   | Funds Available as % of Budget | Expenditure       | Expenditure as % of Funds Available |
|------------------|-------------------|-------------------|--------------------------------|-------------------|-------------------------------------|
| IA1: Protect     | 7,677,536         | 3,662,354         | 47.70%                         | 3,693,087         | 100.84%                             |
| IA2: Respond     | 21,828,550        | 8,833,761         | 40.47%                         | 8,864,493         | 100.35%                             |
| IA3: Empower     | 12,589,728        | 4,570,298         | 36.30%                         | 4,601,030         | 100.67%                             |
| IA4: Solve       | 10,377,548        | 3,398,055         | 32.74%                         | 3,428,791         | 100.90%                             |
| All Impact Areas |                   | 122,917           | 0.00%                          |                   | 0.00%                               |
| <b>Total</b>     | <b>52,473,361</b> | <b>20,587,385</b> | <b>39.23%</b>                  | <b>20,587,400</b> | <b>100.00%</b>                      |

| Outcome Area      | Final Budget      | Funds Available   | Funds Available as % of Budget | Expenditure       | Expenditure as % of Funds Available |
|-------------------|-------------------|-------------------|--------------------------------|-------------------|-------------------------------------|
| OA1: Access/Doc   | 3,846,521         | 2,331,758         | 60.62%                         | 2,350,197         | 100.79%                             |
| OA2: Status       | 3,831,015         | 1,331,063         | 34.74%                         | 1,343,356         | 100.92%                             |
| OA4: GBV          | 1,768,643         | 520,615           | 29.44%                         | 526,202           | 101.07%                             |
| OA7: Community    | 10,821,085        | 4,049,199         | 37.42%                         | 4,074,344         | 100.62%                             |
| OA8: Well-being   | 13,833,160        | 5,411,025         | 39.12%                         | 5,434,075         | 100.43%                             |
| OA9: Housing      | 7,995,390         | 3,422,735         | 42.81%                         | 3,430,418         | 100.22%                             |
| OA13 Livelihood   | 7,246,530         | 2,019,564         | 27.87%                         | 2,038,005         | 100.91%                             |
| OA15: Resettle    | 915,508           | 443,458           | 48.44%                         | 449,605           | 101.39%                             |
| OA16: Integrate   | 2,215,510         | 935,051           | 42.20%                         | 941,198           | 100.66%                             |
| All Outcome Areas |                   | 122,917           | 0.00%                          |                   | 0.00%                               |
| <b>Total</b>      | <b>52,473,361</b> | <b>20,587,385</b> | <b>39.23%</b>                  | <b>20,587,400</b> | <b>100.00%</b>                      |

### Budget and Expenditure Trend



### Contributions Trend by Type



## 3.2. Resources Overview

UNHCR Brazil prioritized its resources to ensure that the most critical protection and assistance needs of refugees and asylum-seekers were met. The 2022 budget had a strong emphasis on the provision of essential services, such as shelter, cash assistance and core relief items, as well as supporting programs that promoted self-reliance and social inclusion.

Funding gaps remained a significant challenge for UNHCR in Brazil, as well as for the wider humanitarian community. During 2022, the operation faced serious funding challenges to cover emerging needs such as the effects of the floods in Roraima that severely affected shelters. Along the same lines, the substantial increase of persons in need of international protection arriving from Afghanistan represented a significant challenge to operationalize a humanitarian response tailored to their specific needs.

Moreover, the COVID-19 pandemic had further exacerbated these funding gaps, leading to a reduction in support for refugees and asylum-seekers, and a growing need for resources to address their needs.

UNHCR continued to advocate for increased support from governments, foundations, and individuals, to ensure that the people UNHCR serves receive protection and access to durable solutions, and to help bridge the funding gaps that continue to impact the humanitarian community's ability to respond to the needs of those forced to flee their homes.





**UNHCR**  
The UN Refugee Agency

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